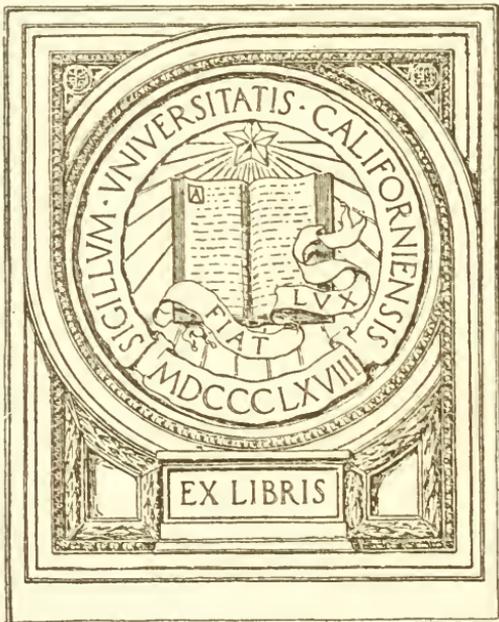




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# REPORT

OF

## Joint Committee on Administrative Reorganization

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With Surveys of State Administration  
Agencies

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Pursuant to the Senate Joint Resolution No. 36, adopted by the General Assembly of Ohio, April 9, 1919

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# JOINT COMMITTEE ON ADMINISTRATIVE REORGANIZATION

## INTRODUCTORY NOTE

In recent years a movement has been in progress in the United States to simplify government and to render it more efficient and economical. This movement began with the national government but was afterward extended to the states where it has had most effective recognition. In a number of states efficiency and economy commissions have been created to make surveys of administrative functions and report opportunities for improvement through consolidation, elimination and reorganization. This movement has had much encouragement through the public press. Reports of what had been accomplished in other states, especially in the state of Illinois, added to the interest in this movement and no doubt had influence in the creation of a demand for such a commission in Ohio. To meet this, the General Assembly at its regular session in 1919 took steps to make appropriate provision. Senator F. E. Whittemore introduced Senate Joint Resolution No. 36 which was adopted April 9, 1919, in the following form:

WHEREAS, The general assembly of the state of Ohio has from time to time created various offices, bureaus, boards, departments, and commissions, and other additions to the state government; and

WHEREAS, The duties and functions of these various commissions, boards and bureaus frequently and in many cases overlap and conflict, one with the other, and with the state departments, and the expenses of administration have multiplied greatly during recent years; and

WHEREAS, The duties of these various commissions, bureaus and boards could, in many instances, be more efficiently and more economically performed, waste eliminated and duplication of authority dispensed with, by combining and consolidating many departments, and abolishing those which are superfluous and are unnecessary drains on the public treasury; and

WHEREAS, By reason of the rapid growth of our state in all of its departments of government a thorough reorganization is essential with a view to greater efficiency and greater economy; therefore

*Be it resolved by the Senate and the House of Representatives of the State of Ohio,* That a joint committee of six, composed of three senators, to be appointed by the president of the senate, not more than two of whom shall be of the same political party, and three representatives, to be appointed by the speaker of the house, not more than two of whom shall be of the same political party, who shall have full power and authority to examine into accounts and business management of the various boards and departments of state, and generally to examine into and investigate all of the boards, commissions, bureaus, and all offices which have been created by the general assembly;

Such investigations to be made with a view of securing a more perfect system of accounting, combining and centralizing the duties of the various departments, eliminating such as are useless and securing for the state of Ohio such a reorganization of its governmental activities as will promote greater efficiency and greater economy therein;

*Be it further resolved,* That the joint committee shall have full power and authority to subpoena witnesses, to examine and compel the production of books, papers, and documents, and to employ expert accountants, attorneys, actuaries, stenographers, and other assistants necessary to carry on their investigation and make their report;

*Be it further resolved.* That the expenses of said committee and of the persons to be employed shall be paid out of an appropriation made therefor by the general assembly upon vouchers properly drawn upon the auditor of state, signed by the chairman and secretary of the joint committee, and properly itemized. The committee shall conduct its investigation and report its findings, and make its recommendations together with such bill or bills as it may deem proper to submit to the general assembly;

*Be it further resolved,* That the finance and appropriation committees of the house of representatives and the senate, are authorized and directed to make a sufficient appropriation for the expenses of carrying out the provisions of this resolution.

Acting under the provisions of this resolution the following committee was appointed: Senators: F. E. Whittenmore, Wallace W. Bellew, Howell Wright. Representatives: C. C. Crabbe, Robert C. Dunn, J. E. Foster.

On July 8, 1919, the committee met and organized by electing Senator Whittenmore Chairman, Senator Wright Vice Chairman, and Representative Crabbe Secretary. At this preliminary meeting C. B. Galbreath was employed to make a chart graphically representing the different administrative agencies of the state as at present organized. This was done and the chart presented and considered at the next meeting of the committee. Mr. Galbreath was then directed to make, with such material as he could gather through correspondence and reports, a survey of what had been accomplished in other states that had appointed similar committees or other agencies to make investigations in the interest of efficiency and economy. These surveys, as they were made, were to be reported in typewritten form to each member of the committee.

The committee decided that, in order to carry out successfully the provisions of the resolution under which it was created, the best available talent should be secured to conduct investigations in the different state departments. At a later meeting, D. C. Sowers, Ph. D., Director of the Akron Bureau of Municipal Research, was chosen executive secretary of the committee.

On recommendation of Dr. Sowers the following investigators were chosen to conduct the field work: Wm. H. Allen, Ph. D., Director of the Institute for Public Service, New York City; D. D. Upson, Ph. D.,

Director of the Detroit Bureau of Governmental Research; Gaylord C. Cummin, C. E., Consulting Engineer of the Institute for Public Service, New York City.

Col. S. H. Wolfe, Consulting Actuary of New York City, was employed to make a special investigation of the administration of the state insurance fund under the industrial commission.

Acting under the direction of Dr. D. D. Upson much of the special work assigned to him was done by C. E. Rightor, Captain Harrington Place, Arch Mandel and Henry Steffens, Jr.

These field agents were directed to make a survey of the different departments of the state government and report suggestions of any changes that in their judgment should be made. They were given entire freedom in their work and the cooperation of departments, boards, commissions and officials administering the affairs of the state was solicited and freely given.

The reports of all these experts and Mr. Galbreath, are herewith submitted in full, together with the preliminary report of the committee.

## **PRELIMINARY REPORT ON ADMINISTRATIVE REORGANIZATION.**

### **Submitted by the Joint Legislative Committee on Administrative Reorganization.**

To the General Assembly:

Your Joint Legislative Committee on Administrative Reorganization, appointed pursuant to senate joint resolution No. 36, by Mr. Whittemore, has assumed that in the opening days of this adjourned session you would wish from it only a brief report of progress.

For doing the work already undertaken by the state we have gone far enough, even in a few short weeks of study, to see the possibility of saving many times the total appropriation for this committee.

The three sources of direct waste of money and energy are defective organization, defective operation and programs that are too small for Ohio's present needs.

The responsibility for waste of money and energy and of opportunity is also threefold: Constitutional requirements which foster waste and mismanagement; statutory requirements which foster waste and mismanagement; and administrative break-downs or defects in internal organization which can be corrected without change of statute or constitution.

For correcting these conditions the committee is considering proposals which have come to it from citizens and agencies in all parts of the state. Some few will require constitutional amendments; most of

them will require only statutory changes, in making which the executive will have every reason to co-operate with the legislature. A few of the more serious defects of administration that require neither statutory nor constitutional change will undoubtedly be corrected as the facts are reported to the responsible officers and to the public.

For 49 present separate administrative offices, departments, boards, commissions and agencies to which appropriations are made we are asked to propose a reduction to not more than 16, probably fewer, without making any mere paper changes, and consolidating only for improving service.

We are asked to consider the possibility of reducing the number of existing trustees and commissioners, while at the same time promoting increased efficiency.

One vast gain, one almost new service, namely, continuous analytical audit of *operation results*, we shall suggest in addition to the present *audit of accounts*. The time has come for our state, spending as it does over twenty million dollars a year, to take more intelligent and business-like interest in the results of this expenditure. For example, the present audit finds out whether the orders for printing are according to law and the prices according to contract; that is a financial audit. An operation audit would point out that by multigraphing instead of printing the lists of automobile registration numbers, enough would be saved to net \$13,000 a year plus an enormous amount of time. When the auditor of state reports a difference between the supplies supposed to be on hand and the supplies actually on hand, that is a financial audit. When he states that girls in the industrial school suffering from venereal diseases are without medical care he is making an operation audit. To check salary vouchers for the state universities against salary expenditure is a financial audit. To point out that Ohio is not charging tuition to several hundred non-resident students is an operation audit.

As typical of changes in organization that can easily be effected by the legislature without constitutional amendment, the following have been proposed to us:

1. Abolition of the advisory council to the highway department and other changes in organization will result in a saving of \$52,000 a year without loss of efficiency.
2. Consolidation, under constitutional officer, of superintendent of public works, the supervision of highways, canals, state lands, state parks, public buildings and state geologist.
3. The establishment of an unpaid board of education to supplement the state superintendent of public instruction in supervising elementary and secondary schools, in enforcing adequate standards of instruction in the industrial schools, reformatories and orphans' home at Xenia, and in collecting and publishing information with respect to normal schools and universities.

4. The substitution of one for four commissioners for the work of the present board of administration and the administrative work of the board of charities.
5. Transfer of the bureau of vital statistics from the secretary of state's office to the department of health.
6. Giving to the state auditor the duty of auditing the results of state work as well as the financial accounts.
7. Consolidation under one administrative officer several of the present inspectional services, and a similar consolidation of registering and licensing services.
8. Abolition of the separate college of homeopathy at the state university and provision for a separate course in materia medica peculiar to the homeopathic school in the main college of medicine at the state university.
9. Abolition of the printing commission and supervisor of public printing and establishment of central purchasing of printing under the purchasing agent responsible for other central purchases.
10. Transfer of dairy and food division from the department of agriculture to the department of health.
11. Reorganization of present election system, which is flagrantly cumbersome and unnecessarily expensive.
12. Making the cost of administration of the state insurance fund a direct charge upon the insurance fund instead of being paid out of state appropriations.
13. Repeal of laws providing for confirmation of appointments by the Senate.
14. Modification of the civil service laws to carry out the original theory of civil service, which was to insure the highest obtainable capacity above a minimum of qualifications for employees entering public service, but which is at present too frequently administered as an agency for holding incompetents on their jobs.

Typical of changes which, if approved, would require constitutional amendment, the following have been proposed to us:

1. Lengthening the term of the governor from two years to four years.
2. Separation of the *auditing* from the *operating* function of the auditor of state with a view to placing the operating function such as actual bookkeeping in an executive department responsible to the governor, but enlarging the auditor's powers and duties to audit the operation of administrative departments so

as to compare results obtained with amounts expended as well as to test the honesty and accuracy of bookkeeping.

3. Placing the appointment of the state superintendent of public instruction in the hands of a small appointive board instead of as at present with the governor and changing his term of office from the present constitutional limit of four years to a longer term or an indefinite term subject to the board of education.

Typical of conditions which need correction but which require no legislation and can be remedied by executive action, the following have been reported to us:

1. The electric wiring in state house and the method of storing supplies constitute a menace to life and property.
2. From twenty to thirty thousand dollars a year might easily be saved by the introduction of a central multigraph service.
3. The state library has practically abandoned the important service of library organization.
4. The girls' industrial school is and for years has been without running hot water for baths and without soft water for domestic and laundry use.
5. The state board of charities has practically discontinued visitation by board members of institutions under its supervision.
6. Charity franchises are in effect admitted to practice upon the helpless and the dependent of this state without elementary protective questions being asked by the secretary of state before granting their charter.
7. The co-operation between the civil service commission and the departments can be vastly increased without any additional expense.
8. A central telephone system for state house and state departments would save money and increase efficiency.
9. Records that now contain invaluable information can be made to give up and advertise that information for public uses.

Typical of services said to be needed which are not yet being adequately rendered or are not being undertaken at all, the following have been reported to us:

1. Biennial reports which clearly set forth state needs, state work and state costs are desired by the public and reporting departments and are indispensable to the legislature, to the budget commissioner and to the executive himself. Such reports will make it possible with reasonable ease to pass intelligently upon budget requests.

2. A bureau of markets which, while paying due regard to the interest of producing farmers and gardeners, would also be alert in representing the consumers. The shortsightedness of a policy which handles a bureau of markets from the standpoint of producers alone is obvious when it is remembered that producers are also consumers.
3. Self study is needed by departments of their own responsibilities, operation, methods and results and searching analysis to complete operation audit of all state's services.
4. Public recognition of the fact that it is a penny-wise pound foolish policy in state's business as in private business to send a boy on a man's job or to employ incompetent persons on work where competent persons are needed.
5. Definition and enforcement of state standards for weights and measures, oils, gasoline, gas, electricity, and various materials and supplies.
6. Several instances have come to our attention where departments have undertaken services which are not being adequately performed. It is vastly safer to advertise the fact that work is not being undertaken at all by state departments than to give a sense of security to the public by undermanned, underprogrammed activities.
7. The unification of the educational interests, universities, normal schools, special schools, secondary schools, elementary schools and local county and state supervision in one great strongly organized properly co-operating service whose two main characteristics are common aim and team work. Development of research laboratories, research standards and a scientific research supervision at the state university is urged by the faculties of state supported and privately supported institutions. More use of the state's technically equipped educators by state departments and more use by educational institutions of the opportunities and materials for instruction in the state departments are greatly needed.
8. Information with respect to the humane and economic dealing with problems of dependency and delinquency should be universalized and the public led to support methods which promise reduction in the number of feeble-minded, insane and delinquent at the cost even of traditions based upon ignorance and short sighted economic policy.
9. The tremendous potential value to industry and business of the state's natural resources must be recognized by the general public and by the state's officers as never before.

It is a pleasure to report the unstinted co-operation which has been given to this committee by the governor, the department heads and employes, university and normal faculties, numerous civic agencies, individual citizens and editors. Thanks to the interest shown by responsible officers it has been possible to secure quickly much definite information and numerous constructive suggestions taken from their intimate knowledge of state needs and their profound interest in furthering the aims of the General Assembly in its search for opportunities to improve the quantity and quality of service rendered by the state departments through consolidation or other reorganization of state boards, commissions and departments.

Ohio will be particularly grateful for helpful suggestions and information which have been generously sent to us in answer to our questions by authorities on public administration, state superintendents of public instruction and heads of normal schools and universities of other states.

In making the field studies we have had the help for different periods of the following persons, chosen for their experience as field investigators in other states and cities: Don C. Sowers, Executive Secretary, now Director of the Akron Bureau of Municipal Research; Gaylord C. Cummin, C. E., former city manager of Jackson and Grand Rapids, Michigan, and now with the Institution for Public Service, New York City; Lent D. Upson, Director of the Detroit Governmental Research aided by staff members, Arch Mandel, C. E. Rightor, Harrington Place and by Henry Steffens, Jr., Comptroller of Detroit and William H. Allen, Director of the Institute for Public Service, New York City.

For the actuarial work in connection with the study of the state insurance fund the committee has engaged the services of S. H. Wolfe, Consulting Actuary of New York. Mr. Wolfe has just begun his investigation and no facts or suggestions in this report have resulted from this study.

While we have been unable even to digest all the suggestions that have come, we are prepared, if the legislature wishes, to make a few constructive suggestions at this session, or, after hearings, to make a comprehensive report early in the new year. We propose a joint resolution on which we hope the legislature will take favorable action, urging a statewide educational campaign in the interest of an adequate supply of properly prepared teachers. It is true that probably no other legislature has ever made such an appeal as we hope this legislature will make for a popular campaign recruiting ablest young men and women into the teaching ranks of Ohio's schools. We believe, however, that a grave emergency is here and that the legislative representatives of

the people should take prompt cognizance of the opportunity that is in the hands of the people themselves to meet this emergency.

The committee is prepared to submit a final report on one department within a few days.

F. E. WHITEMORE,  
*Chairman.*

HOWELL WRIGHT,  
*Vice-Chairman.*

C. C. CRABBE,  
*Secretary.*

WALLACE W. BELLEW,  
ROBERT C. DUNN,  
J. E. FOSTER.

December, 1919.

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### **Resolution Proposed by Committee.**

#### **SENATE JOINT RESOLUTION.**

MR. WHITEMORE.

WHEREAS, The growing shortage of teachers threatens a condition at an early date where hundreds, perhaps thousands of Ohio's school classes will be without teachers and tens, or scores of thousands of children will be without adequately prepared teachers; and

WHEREAS, The menacing shortage of teachers is due to contributing causes of which too low salaries are but one; and

WHEREAS, Public discussion of higher salaries to teachers has directly or indirectly disparaged and discredited the opportunities and rewards of teaching by over-coloring the attractions and rewards of other occupations, or by understating the rewards and opportunities for advancement that are offered by teaching; therefore

*Be it Resolved*, That the General Assembly commends the action of state superintendent F. B. Pearson in appointing a committee to inform and organize the public interest of the state in placing before children, young people in our schools and colleges, former graduates and married women equipped for teaching, the opportunities for patriotic service which teaching offers and the pecuniary rewards and the opportunities for advancement in school fields and private business which follow successful teaching; and

*Be it Further Resolved*, That the General Assembly request the governor of the state by proclamation to ask that all forces of the state join in this educational crusade by addresses and by printed advertisements which will help recruit the ablest young men and young women of Ohio as teachers in our public schools.



REPORTS

OF

EXECUTIVE SECRETARY

AND

FIELD INVESTIGATORS

TO THE

Ohio Joint Legislative Committee on  
Administrative Reorganization

## FIELD INVESTIGATORS

### DOE C. SOWERS, PH. D.

Dr. Don C. Sowers was chosen Executive Secretary of the Committee on Administrative Reorganization. Dr. Sowers has had seven years experience in governmental research work. After graduation from Columbia University, New York, he was connected one year with the training school for Public Service conducted by the New York Bureau of Municipal Research. For the next three years he was Director of Municipal Research work in the cities of Oregon and taught civil government classes in the University of that state. He was afterward Assistant Director of the Dayton Bureau of Municipal Research. For the past three years he has been and now is Director of the Akron Bureau of Municipal Research.

### WM. H. ALLEN, PH. D.

Dr. Allen is Director of the Institute for Public Service, New York City. He has been director of the Rural School Survey of Wisconsin and of the University of Wisconsin Survey, Director of the Build-As-You-Go Budget Survey of the state of Virginia, surveyed 22 Denver charities for the Colorado Taxpayers' League, supervised other municipal and school surveys dealing with all city departments and all lines of educational work. Teacher, author and lecturer, he is an expert of nation-wide reputation on educational matters.

### F. D. UPSON, PH. D.

Dr. Upson is Director of the Detroit Bureau of Governmental Research and was formerly Director of the Dayton Bureau of Municipal Research; supervisor of Training School, New York Bureau of Municipal Research; collaborator in the survey of the State of Virginia, lecturer and writer on Governmental Research.

### GAYLORD C. CUMMIN, C. E.

Mr. Cummin was graduated from Cornell University; is at present Consulting Engineer with the Institute for Public Service, New York City. He has at different times engaged in engineering work in Idaho, Washington, Arkansas and Texas; was City Engineer in Dayton during the 1913 flood; was later City Manager of Jackson, Michigan and Grand Rapids, Michigan; Assistant to the President of Kelsey, Brewer & Company of Grand Rapids, Michigan. He is also associate member of the American Society of Civil Engineers and Past President of the National City Managers Association.

### S. H. WOLFE.

Colonel S. H. Wolfe, of New York City, was employed to make a special investigation of the administration of the state insurance fund under the industrial commission. Mr. Wolfe is an actuarial expert and the author of special articles and books in the line of his profession.

# REPORT ON SUMMARY OF RECOMMENDATIONS

By DON C. SOWERS,  
Director, Akron Bureau of Municipal Research

Senator F. E. WHITTEMORE, *Chairman,* JUNE 16, 1920.  
*Joint Legislative Committee on Administrative Reorganization,*  
*State House, Columbus, Ohio.*

DEAR SIR:

The following report is a summary of the recommendations and suggestions contained in the detailed reports of the field investigators. The investigation has dealt only with the administrative departments of Ohio's state government and has not included the legislature and the judiciary.

The present state administrative organization consists of 49 separate offices, boards, commissions and institutions; six ex-officio boards which have administrative duties and a number of special commissions. The total appropriation for these governmental units, exclusive of the legislature and judiciary, amounted to \$16,000,000 for the year ending June 30, 1920.

The administrative departments may be classified as follows:

## I. SINGLE ELECTIVE OFFICIALS.

1. Governor.
2. Lieutenant Governor.
3. Secretary of State.
4. Attorney General.
5. Auditor.
6. Treasurer.

## II. SINGLE APPOINTIVE OFFICIALS.

*Appointed by Governor without  
Senate confirmation.*

7. Adjutant General.
8. Budget Commissioner.
9. State Geologist.
10. Superintendent of Public Instruction.
  - a. Board of School Examiners.
  - b. Teachers' Retirement Board.
11. Commissioner of Securities.
12. Superintendent of Public Works.

*Appointed by Governor with Sen-  
ate confirmation.*

13. State Highway Commissioner.
14. Superintendent of Insurance.
15. Inspector of Building & Loan Associations.
16. Supervisor of Public Printing.
17. Commissioner of Soldiers' Claims.
18. State Fire Marshal.
19. Superintendent of Banks.
20. State Inspector of Oils.

## III. BOARDS AND COMMISSIONS.

*Appointed by Governor without  
Senate confirmation.*

*Appointed by Governor with Sen-  
ate confirmation.*

## a. Composed of two members.

21. Board of Clemency. 22. Civil Service Commission.

## b. Composed of three members.

23. Board of Accountancy. 27. Industrial Commission.  
24. Blind Commission. 28. Library Commission.  
25. Board of Embalming Exam- 29. Tax Commission.  
iners. 30. Public Utilities Commission.  
26. State Veterinary Examiners.

## c. Composed of four members.

31. Highway Advisory Board. 32. Board of Administration.

## d. Composed of five members.

33. State Council of Health. 34. Board of Dental Examiners.  
35. Board of Pharmacy.  
36. Board of Optometry.  
37. Board of Control, O. A. E.  
Station.  
38. Trustees of Soldiers' and  
Sailors Orphans' Home.

## e. Composed of seven members.

39. Board of Education. 40. State Medical Board.  
a. Nurse Registration (3).

## f. Composed of eight members.

41. Board of State Charities.

## g. Composed of ten members.

42. Board of Agriculture

## IV. EDUCATIONAL INSTITUTIONS.

*Appointed by Governor without  
Senate confirmation.*

*Appointed by Governor with Sen-  
ate confirmation.*

43. Ohio State University (7  
trustees).  
44. Ohio University (21 trust-  
tees).  
45. Miami University (27 trust-  
tees).  
46. Bowling Green Normal (5  
trustees).  
47. Kent Normal (5 trustees).

V. INSTITUTIONS AND SOCIETIES RE-  
CEIVING STATE AID.

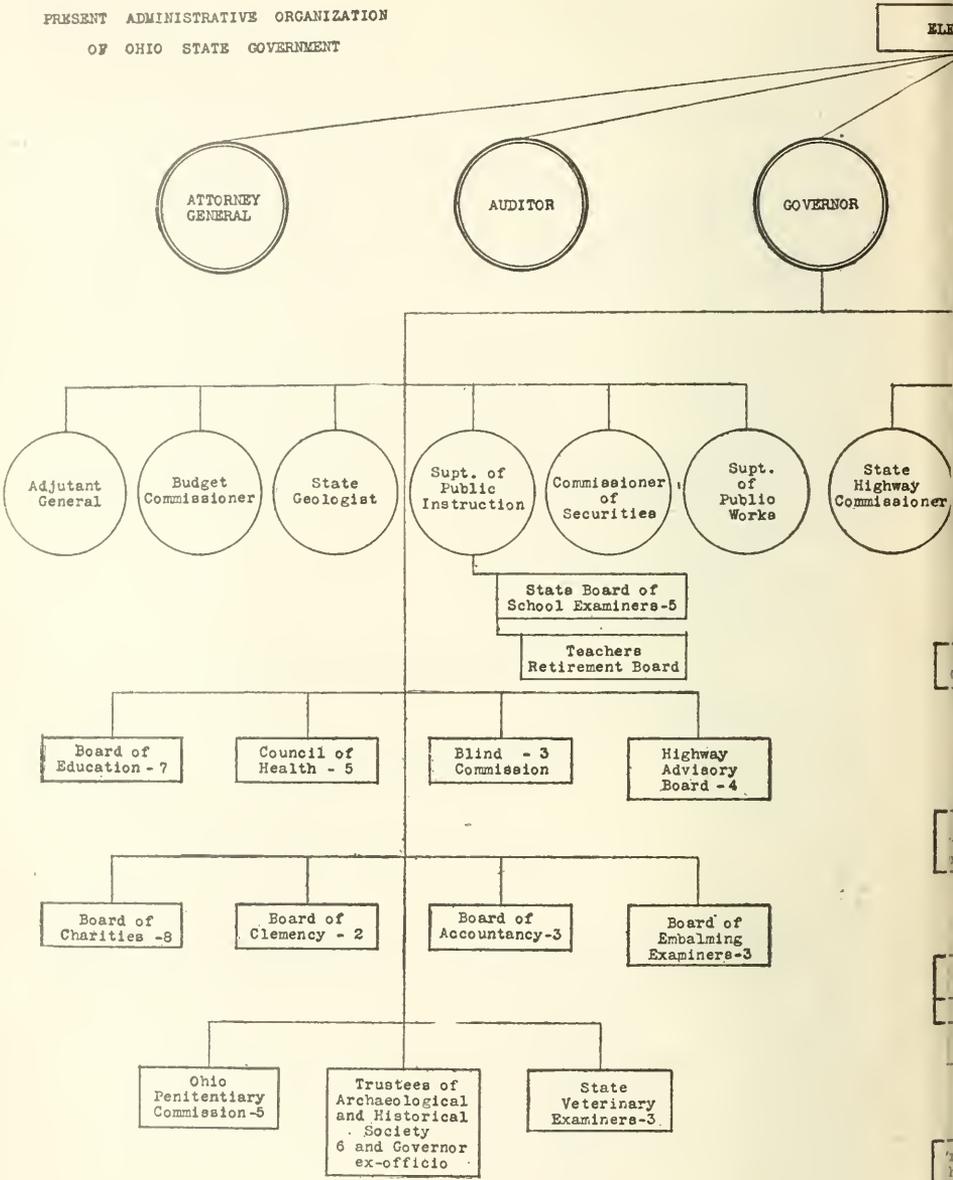
*Appointed by Governor without  
Senate confirmation.*

*Appointed by Governor with Sen-  
ate confirmation.*

48. Wilberforce University.  
49. Archæological & Historical  
Society



PRESENT ADMINISTRATIVE ORGANIZATION  
OF OHIO STATE GOVERNMENT



All officials, boards and commissions on right of chart are appointed with the advice and consent of the Senate; those on left side of chart, without such confirmation.



Appointive Boards and Commissions. Figure indicates number of members.

LIEUTENANT GOVERNOR

TREASURER

SECRETARY OF STATE

SENATE

Supt. of Insurance

Inspector of Building and Loan Assn.

Supervisor of Public Printing

Commissioner of Soldiers' Claims

State Fire Marshal

Supt. of Banks

State Inspector of Oils

Industrial Commission-2

Industrial Commission-3

Library - 3 Commissioners

Legislative Reference Librarian

Tax Commission

Board of Administration-3

Board of 4 Administration

Board of Agriculture

Board of Control O. A. E. Station - 5

Dental Examiners-7

Dental Examiners-5

Board of Pharmacy 5

Board of Optometry 5

Trustees of State University - 3

Trustees of Ohio University-21

Trustees of Miami University-27

Trustees of Bowling Green Normal - 5

Trustees of Wilberforce University-5

Trustees of Wilberforce University

Trustees of Soldiers and Sailors Orphan's Home - 5

Board of Directors of Longview Asylum



## VI. EX-OFFICIO BOARDS.

- |                                     |   |
|-------------------------------------|---|
| 1. Commissioners of Public Printing | — Composed of Sec'y of State, Auditor and Attorney General.           |
| 2. Board of Control                 | — Composed of 5 ex-officio members.                                   |
| 3. Emergency Board                  | — Composed of 5 ex-officio members.                                   |
| 4. Commissioners of Sinking Fund    | — Composed of Sec'y of State, Auditor and Attorney General.           |
| 5. State Building Commission        | — Composed of Governor, Sec'y of State and Auditor.                   |
| 6. Sundry Claims Board              | — Composed of 3 ex-officio members and Auditor of State as Secretary. |

## VII. SPECIAL COMMISSIONS.

- |   |  |
|---|--|
| 1. Ohio Penitentiary Commission                                       | — Composed of 5 members.                                 |
| 2. Ohio State Normal School Commission                                | — 5 members.   |
| 3. Executive Mansion Board  | — 3 members.   |
| 4. Board of Uniform State Laws  | — 3 members.   |
| 5. Fort Meigs Commission  | — 5 members.   |
| 6. Select Site for Institution for Deformed and Crippled Children     | — 3 members and Governor and Auditor ex-officio members. |
| 7. To Purchase Land and Erect Buildings for Above                     | — 3 members.   |
| 8. Women Visitors for Benevolent, Correctional and Penal Institutions |  |

This information is shown graphically on the foregoing chart

The state's business is conducted by a number of different types of organization; single headed departments, boards and commissions varying in size from two to ten members. Some of the department heads and the members of boards are appointed by the governor with the advice and consent of the senate and some without. The reason for senate confirmation in some cases and not in others is not clear.

### PRINCIPLES GOVERNING REORGANIZATION.

In formulating the plan for reorganizing the state government, the following principles have been followed:

1 — The governor, who is elected by the people, would be the responsible head of the state government and would possess power and authority commensurate with his responsibility. The term of the governor would be extended from two to four years and all department heads would have the same term as governor except members of boards with overlapping terms.

2 — The auditor, who is also elected by the people, would constitute a continuing check upon the work of the Governor and his subordinates. The investigations of the auditor would include not only financial audits, but criticisms of operation and results.

3 — Departments and boards performing work of a similar or related character would be grouped together into a major department; the various functions would constitute bureaus or divisions operated under an accountable chief who would report to the head of the department. The department head would be directly responsible to the governor.

4 — Departments having to do largely with matters of policy would be controlled by boards in order to insure the application of group judgment. Boards would be retained for the health department, industrial commission, public utilities commission, department of education and state board of welfare.

The following methods are outlined for making the governor the responsible head of the state government in fact as well as in name:

1 — All department heads would be appointed by the governor and be directly responsible to him without the confirmation of the senate. This involves an amendment to the constitution permitting the appointment of the secretary of state, attorney general and treasurer by the governor.

2 — A reduction in the number of independent departments, offices, boards and commissions is recommended. The number of elective offices would be reduced from six to three and the activities now performed by thirty-six independent boards and commissions would be combined into thirteen major departments. The governor would be relieved of the necessity of supervising and coordinating the work of thirty-six departments. Staff meetings of department heads would become possible and



State of Ohio  
 ADMINISTRATIVE REORGANIZATION  
 Proposed to  
 Joint Legislative Committee  
 April, 1920



CIVIL SERVICE  
 COMMISSION

ELEC  
 Resear  
 Invest  
 Budget  
 Board

DEPARTMENT OF STATE  
 Secretary of State  
 Bureau of Records  
 Bureau of Elections

DEPARTMENT  
 OF MILITARY AFFAIRS  
 Adjutant General

Commissioner of  
 Soldiers' Claims

DEPARTMENT OF LAW  
 Attorney General

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 Director  
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DEPARTMENT OF  
 HEALTH  
 COUNCIL OF HEALTH-5  
 Commissioner  
 Division of.....  
 Administration  
 Division of.....  
 Engineering  
 Division of.....  
 Tuberculosis  
 Division of Public...  
 Health Nursing  
 Division of.....  
 Laboratories  
 Division of.....  
 Communicable.....  
 Diseases  
 Division of.....  
 Industrial Hygiene  
 Division of Child...  
 Hygiene  
 Division of Vital...  
 Statistics  
 Division of Hotel...  
 Inspection  
 Division of Food and  
 Dairy Inspection

INDUSTRIAL  
 COMMISSION 3  
 Chief Administrator  
 Bureau of Workmen's  
 Compensation  
 Claim Division  
 Auditing Division  
 Actuarial Division  
 Bureau of.....  
 Inspection  
 Division of.....  
 Workshops,.....  
 Factories, and...  
 Public Buildings  
 Division of Boilers  
 Division of Mines  
 Division of Fire...  
 Prevention  
 Bureau of.....  
 Statistics and...  
 Investigation  
 Bureau of.....  
 Employment.....  
 Mediation and...  
 Arbitration

PUBLIC UTILITIES  
 COMMISSION-3  
 As Now Organized

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 DA

LIEUTENANT GOVERNOR

DEPARTMENT OF TRADE AND COMMERCE

Director

Bureau of..... Corporations  
Bureau of Insurance  
Bureau of Banks  
Bureau of Building and Loan..... Association.....  
Bureau of Standards  
Oil Inspector.....

DEPARTMENT OF PUBLIC WORKS

Director

Bureau of Highways  
Bureau of Lands, Parks, etc  
Bureau of Public Buildings  
State Geologist

DEPARTMENT OF AGRICULTURE

Director

Bureau State Fair  
Bureau Fish and Game  
Bureau of Animal Industry  
Bureau of Feeds and Fertilizers  
Bureau of..... Horticulture  
Bureau of Markets

DEPARTMENT OF EDUCATION 5

Director

Superintendent of.. Public..... Instruction  
Common Schools  
Vocational Schools  
County Normal..... Schools  
Bureau of..... Examination and.. Registration  
Library  
Art Commission  
Americanization... Commission  
Educational Council

TRUSTEES OF ARCHEOLOGICAL AND HISTORICAL SOCIETY-6

DEPARTMENT OF WELFARE ADMINISTRATION

Director

Bureau of..... Administration  
Bureau of Support  
Bureau of..... Children's..... Welfare  
Bureau of the Blind  
Soldiers' and..... Sailors' Home at Xenia

Girls' Industrial.. School  
Boys' Industrial... School  
Mens Reformatory...  
Women's Reformatory  
Penitentiary.....  
School for Deaf....  
School for Blind...

STATE BOARD OF WELFARE-5

Educational Supervision

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by this method, he could obtain a bird's-eye view of all of the state's activities.

Considerations of expediency have been a negligible factor in the formulation of the following recommendations. The controlling thought has been to devise the best possible plan of state reorganization after careful consideration of all the available facts bearing upon the problem. Hundreds of letters were written to former state officials, present state officials, civic, professional, social and business organizations and interested citizens for the purpose of securing ideas and facts. Conferences were held with individuals, state officials and a few public hearings were conducted for the purpose of securing additional information. In addition to the ideas and suggestions which were received from citizens of Ohio, a large amount of valuable information was obtained from persons of wide experience in governmental affairs in other states.

The preceding chart shows in graphic form the proposed reorganization plan and the following pages give in summary form a description of the plan together with the reasons for the grouping and coordination of the various departments.

Respectfully submitted,

DON C. SOWERS,  
*Executive Secretary.*

## Summary of Recommendations for the Reorganization of State Government

The organization of the administrative activities of the state government into the following departments is recommended:

1. Office of governor.
2. Lieutenant governor.
3. Office of auditor.
4. Department of state.
5. Department of military affairs.
6. Department of law.
7. Department of finance.
8. Department of trade and commerce.
9. Department of public works.
10. Department of agriculture.
11. Department of health.
12. Industrial commission.
13. Public utilities commission.
14. Department of education.
15. Department of welfare administration.
16. State board of welfare.
17. Civil service commissioner.

In addition the following educational and research agencies would be continued as organized at present.

Ohio state university.

Ohio university.

Miami university.

Bowling Green normal college.

Kent normal college.

Wilberforce combined normal and industrial department.

Archaeological and historical society.

### OFFICE OF GOVERNOR.

The plan proposes to extend the "supreme executive power of the state" to be vested in the governor, as contemplated by the state constitution. (Art. III. Sec. 5.)

The governor is to have the power to choose the heads of departments, who will constitute his cabinet and who will serve at his pleasure.

In this way direct responsibility for administration will rest with the governor. Citizens will know whom to hold accountable and on the other hand the governor will possess the power to exercise control over all administrative departments through his power of appointment and removal. The position of the governor will be similar to that of the president of the United States, and clearly in line with the position which the Ohio constitution gives to the governor.

**The governor would be elected for a term of four years instead of for two years as at present.** Two years is too short a time for the governor to become familiar with the duties of his office and to improve the organization necessary for accomplishing results.

**Investigators would be attached to his office to advise and report to him on methods, organization and other problems connected with state activities, in order that he would have the necessary machinery for adequate and effective supervision of all departments.** The details of this internal organization may be left to the governor. The governor now possesses three such agencies, viz. his secretary and staff, the budget commissioner and the board of clemency. Each of these should be retained as organized at present. The investigations herein mentioned as essential might be performed by enlarging the staff of the budget commissioner.

There is need of carefully supervising the publication of the annual and special reports of the state departments, to the end that information which is unessential may be eliminated and information which is desirable may be published in an intelligent and readable form. This work should be done under the governor's supervision either in the office of the governor or if the secretary of state is appointed by the governor, as recommended in this report, it might be done by the bureau of records of the department of state.

A constitutional amendment will be required to lengthen the term of governor from two to four years.

All other recommendations will require no statutory changes and can be effected by administrative order.

#### LIEUTENANT GOVERNOR.

The lieutenant governor is a constitutional officer elected for a term of two years. He is the presiding officer of the senate and in case of a vacancy succeeds as governor.

The term of lieutenant governor should be for the same period as that of the other elective officers, governor and auditor, which under the proposed scheme of reorganization will both be four years.

A constitutional amendment will be required to lengthen the term of lieutenant governor from two to four years.

## OFFICE OF AUDITOR.

The auditor of state is a constitutional officer elected for a term of four years.

**Statutory changes are recommended limiting the functions of the auditor to those of an auditing nature, transferring to a new department, the department of finance, all those financial functions which have to do with planning and spending and specifying that the auditor shall make operation as well as financial audits.**

At present the auditor not only audits all financial accounts, but handles the routine administrative functions concerned with accounting, collection of revenues, expenditures, property control and other financial transactions. No distinction now exists between the function of auditing and the function of bookkeeping and accounting. The auditor is in the position of auditing his own work, which of course tends to destroy the disinterestedness of his audit. The routine administrative duties divert the energy of the auditor and his staff from the much needed study and investigation of operation results.

**It is recommended that the auditor should be charged only with the auditing function and that he be continued to be elected by the people so that he may be independent of the whole executive government and be free to criticise its performances when necessary.** In addition to auditing the financial records with respect to accuracy and legality, he should be charged with the duty of ascertaining the wisdom, economy and effectiveness of expenditures; in other words, there is need for a continuous independent, analytical study of operations and results accomplished by the executive government. Provision should be made by law for publication of the findings of the auditor so that these would be available to the general assembly, the governor and citizens. The following functions now performed by the auditor would be retained:

**Audit of state departments.**

**Bureau of inspection and supervision of public offices.**

All other functions now performed by the auditor would be transferred to other departments as follows:

**Accounting control over revenues and expenditures would be transferred to the proposed department of finance.**

**Devising and installing accounting systems would be transferred to the department of finance.**

**Supervision of school and ministerial lands would be transferred to the department of public works.** The compilation of complete records showing the location of all school lands through surveys and examination of local records and the lease or sale of such lands properly belongs to the bureau of state lands, canals and parks, which is to be a part of the department of public works.

**Custody of land records would be transferred to the department of state.** The custody of land records is mainly a matter of preservation of records, rather than of finance.

**Bonds of transportation agents would be transferred to the departments of trade and commerce.** Agents selling steamship or railroad tickets to and from foreign countries must receive certificates of authority and deposit bonds. This activity is a matter of regulating a business and not primarily a financial activity.

**Supervision of highway accounting would be transferred to the proposed department of finance.** It is a part of the duties of the proposed department of finance to devise and install accounting records in all departments and to supervise and control all financial transactions.

Statutory changes only are required to carry these recommendations into effect.

#### DEPARTMENT OF STATE.

The head of the proposed department of state will be the secretary of state appointed by the governor and serving at his pleasure.

The functions that logically belong to a department of state are the custody of the state archives and supervision and enforcement of election laws. For the performance of these duties a bureau of records and a bureau of elections is recommended.

#### BUREAU OF RECORDS.

This bureau would have the custody of all state documents and laws and all state papers and records, including the land records, which would be transferred from the office of auditor. It would be the center of distribution for all public documents issued by the various departments. Its duties might include the editing of departmental reports and publications or this work might be handled by a bureau of records and publications in the office of the governor. The important point is that the governor, as the responsible head of the state organization, should possess the machinery to supervise and criticize all the reports and publications dealing with the administration of public business. If the secretary of state is appointed by the governor he might be charged with these duties.

The duties of this department as herein outlined consist of purely routine administrative activities; the department would not be concerned with the formulation of public policies and hence there would be no logical reason for the election of the head of this department by the people. Appointment by the governor would eliminate the possibility of friction which so often arises between two separate, independent elective officials.

The strongest objection which has been urged against the appointment by the governor of the secretary of state is that the control of the election machinery would thereby fall into the hands of the governor. When it is recalled that at the present time the secretary of state merely appoints deputy state supervisors of election, upon the recommendations of the executive committees of the two leading political parties, this objection loses much of its force. In New York State the state superintendent of elections is appointed by the governor. The auditor would have the authority and duty to audit methods and results.

All the other functions now carried on by the department of state would be transferred to other departments.

#### BUREAU OF VITAL STATISTICS.

The bureau of vital statistics would be transferred to the department of health.

Vital statistics belong in the health department where there is constant need for them. The most important purpose which justifies the expense involved in collecting this information is to help the state study its health problems, learn where forces are at work which menace the health and life of its citizens and enable its health engineers and other social engineers to take steps for increasing human vitality. The secretary of state has no administrative uses for this information whereas the department of health should constantly study and analyze this information.

#### BUREAU OF MOTOR VEHICLE LICENSES.

The bureau of motor vehicle licenses would be transferred to the department of finance.

It would seem logical to place the issuance of automobile licenses in the finance department. The activity is primarily one of producing an income for the state. The work is also seasonal in character, requiring a large number of employes at certain times who are either idle a portion of the year or must be discharged. This condition might be corrected if this division were included in a department where the idle time could be used.

#### STATE PURCHASING DEPARTMENT.

The state purchasing department would be transferred to the department of finance.

The function of purchasing all commodities used by the state can most satisfactorily be undertaken from the point of view both of economy and service by a single purchasing department. Large economies can be effected through quantity buying where all purchases are made through one agency. It seems logical to place this function in the department of finance, since the purchase orders and requisitions are the first steps in the expenditure of public funds for supplies and equipment and

therefore it sustains a very intimate relation to the other activities of this department.

#### BUREAU OF CORPORATIONS.

The bureau of corporations would be transferred to the proposed department of trade and commerce.

The responsibility of the secretary of state ceases with the granting of certificates of incorporation. However, before a corporation for profit is allowed to operate or sell its securities, its financial ability must be investigated and approved by the commissioner of securities. The advantages of combining in one agency the investigation and granting of certificates of incorporation are obvious. Such consolidation of function would simplify the procedure of organizing new corporations and would enable the state to obtain a complete record of the history and operation of corporations. Those engaged in supervising are the best judges of the desirability and propriety of granting authority to solicit stock subscriptions to a new group of promoters. The reason for placing the bureau of corporations in the department of trade and commerce is the desire to place the supervision and regulation of all corporations in one department. Such a combination would give better service to the public and would be of advantage economically. At the present time the several regulatory services are located in different buildings in Columbus and this leads to loss of time and effort on the part of citizens. (For further discussion see under Dept. of Trade and Commerce.)

#### Constitutional changes.

A constitutional amendment will be required to change the secretary of state from an elective official to an appointive one. All the other changes can be effected by legislation.

#### DEPARTMENT OF MILITARY AFFAIRS.

The governor is commander-in-chief of the military and naval forces. He appoints an adjutant general and such other staff officers as may be provided by law.

A department of military affairs is recommended with the adjutant general as the administrative head appointed as at present to have complete charge of the military affairs of the state, under the supervision of the governor.

The functions performed by the commissioner of soldiers' claims naturally belong in this department and it is recommended that the commissioner be appointed by the adjutant general. This office is concerned with giving aid and assistance to soldiers and sailors and their heirs, in perfecting claims for pension, back pay and bounties, in securing admission for them to state and national military homes and in other ways.

All non-military functions now performed by the adjutant general should be placed elsewhere. As a matter of principle the department of military affairs should be charged with only military duties so that prompt and vigorous action may be taken in case an emergency should demand the call of the national guard into service.

The function of superintendence of buildings and grounds would be removed and attached to the proposed department of public works. The strongest argument for this change is the present condition of the state house. As a matter of fact the department under its present control does not function.

These recommendations require only statutory changes.

#### DEPARTMENT OF LAW.

The attorney general is a constitutional officer elected by the people for a term of two years. The duties of the attorney general are defined by statute and may be summarized as follows:

He is the chief law officer for the state and all its departments and is required to prosecute and defend all actions or proceedings in which the state is interested. He gives legal advice to state officers and boards and to either house of the general assembly when so requested by resolution. He is the codifier of the laws of the state. He advises the prosecuting attorneys of the several counties when requested by them. He prepares forms of contract and has certain duties to perform in connection with the collection of moneys due the state and state institutions.

One point which has aroused some discussion among students of government is that of the relation of the attorney general to the legal staffs of other departments. This question is not an important one in Ohio because both in law and in fact all the legal counsel employed in the several departments are under the supervision and control of the attorney general. The law provides that no state officer, board, or the head of a department or institution of the state shall employ, or be represented by other counsel or attorneys-at-law. The trend of judicial opinion in other states where the question has been raised is in accord with the present situation in Ohio. It has come to be generally recognized that all the legal work of the state should be centralized under the attorney general. It is obvious that if the whole time of some attorney is needed by some departments, the attorney general will assign special attorneys to these departments on full time.

With the attorney general elected by the people and thus independent of the governor there exists a condition which might develop to seriously limit the effective authority of the governor as the chief executive of the state. If the elected attorney general were of opposite political faith

to the governor, the situation might become embarrassing. In governmental activities executive officials are circumscribed in their work by a mass of legal requirements and technicalities and if results are to be secured it is necessary that the executive officer be guided through this maze of legal restrictions by competent and sympathetic legal counsel. If one course of action is blocked by legal restriction, then some other way must be found to accomplish the desired results.

The danger that the attorney general might make rulings and decisions to suit the wishes of the governor who appoints him is more theoretical than real. To maintain this attitude would be to malign the legal profession.

Furthermore, the plan of appointment by the executive works satisfactorily in the United States department of Justice, in cities, and it is in operation in a few states. The attorney general is head of the department of justice and chief law officer of the national government. He is appointed by the president and has similar duties to the attorney general of the state. In both Pennsylvania and New Jersey the attorney general is appointed by the governor.

It is recommended that the attorney general of Ohio be appointed by the governor and serve at his pleasure.

A constitutional amendment will be required to make the attorney general an appointive officer under the governor.

#### DEPARTMENT OF FINANCE.

A new department is proposed to be called the "department of finance." The head of this department would be the director of finance, who would be appointed by the governor and serve at his pleasure.

All the administrative financial affairs of the state now performed by several different offices and boards would be coordinated and centralized in this department. The department would have the management and control of the levy, assessment, collection, disbursement and custody of state funds, the purchase and storage of supplies and equipment and the maintenance of financial records. The head of the department would be the financial advisor to the governor on all matters of state finance. The following functions would be transferred from other departments:

Bureau of accounting transferred from the office of auditor.

Bureau of income and taxation transferred from the office of auditor, tax commission and superintendent of insurance.

Bureau of motor vehicle licenses transferred from the secretary of state.

Bureau of treasury transferred from the office of state treasurer.

Bureau of purchasing transferred from the office of secretary of state.

## BUREAU OF ACCOUNTING.

The work of this bureau would include the bookkeeping work of the state government now performed by the auditor together with the task of devising and installing improved methods of financial control throughout all state departments.

## BUREAU OF INCOME AND TAXATION.

The work of this bureau would include the accrual of revenues, assessing and levying taxes on corporations, insurance companies and banks; supervising the assessment and equalization of general property valuation; determining franchise valuation and the issuance of licenses, and the collection of fees upon the recommendation of departments concerned except motor vehicle licenses. This bureau would assume the duties now performed by the tax commission.

For the purpose of equalizing the assessment of the several counties and performing the other quasi judicial functions now performed by the tax commission a board of equalization would be created consisting of the director of finance, attorney general and director of trade and commerce.

## BUREAU OF MOTOR VEHICLE LICENSES.

This bureau would perform the activities of the division of automobiles in the office of the secretary of state. The chief reason for this transfer is the centralization of purely financial transactions in one department. The motor vehicle bureau is primarily a revenue producing agency and is only secondarily concerned with the regulation of motor vehicle traffic.

## BUREAU OF TREASURY.

This bureau would perform all the functions of the present state treasurer's office. The collection, disbursement and custody of state and trust funds is but one of the several steps in the process of state finance and the work would be placed on the same plane and handled in a manner similar to the coordinate steps. The continuous check by an independent auditor should be sufficient safeguard against loss of funds without resorting to the expediency of establishing a separate department of the treasury.

## BUREAU OF PURCHASING.

This bureau would purchase and distribute the printing, supplies, materials and equipment for the several departments and institutions including the purchasing now done by the board of administration, highway department and universities. In the few instances where it might be found impractical to do the purchasing by the purchasing agent specific releases could be issued. Central purchasing control should result in both economy and improved service. Several states, notably New Jersey

and Wisconsin, have centralized purchasing systems. The duties of the supervisor of state printing and the state printing commission would be absorbed by this bureau.

#### CONSTITUTIONAL CHANGES.

The state treasurer, who is an elective officer under the constitution would have to be made an appointive officer under the director of finance.

#### STATUTORY CHANGES.

Only statutory changes would be required to abolish the supervisor of printing, the printing commission, the tax commission and to transfer the functions now performed by other departments to the department of finance.

#### DEPARTMENT OF TRADE AND COMMERCE.

It is proposed to create a new department to be called the "department of trade and commerce". The head of this department would be a director appointed by the governor and serving at his pleasure.

The purpose of this department would be to coordinate and centralize, as far as it is possible, all the activities of state government which have to do with the supervision, regulation and control of corporations and businesses other than public utilities. It is not only an annoyance to business interests but it also costs considerable in time, money and effort to have to deal with a large number of state departments located in widely separated buildings as they are at present and to file several kinds of reports required by different state departments. All corporations operating for profit render reports to the corporation division, to the commissioner of securities and to the tax commission. Public utilities making a fourth report to the public utilities commission. Corporations are thus required to furnish separately much common information.

By centralizing the functions which have to do with the granting of certificates of incorporation, granting permission to issue and sell securities, making examinations, filing statements and reports, safeguarding securities on deposit, etc., in one department, a start would be made in the direction desired which might be expected to influence future developments in the field of business regulation.

The work of the department would be organized under the following bureaus:

**Bureau of corporations which would combine the work of the corporation division now in the office of secretary of state with the work of the commissioner of securities. It is obviously illogical to have one agency grant certificates of incorporation and another agency make investigations as to financial ability.**  
**Bureau of insurance.**

**Bureau of banks.****Bureau of building and loan associations.**

**The superintendent of insurance, the superintendent of banks and the inspector of building and loan associations would be appointed by the director of the department of trade and commerce instead of being appointed by the governor as at present, but the internal organizations of the bureaus would remain substantially as at present.**

**Bureau of standards to be discussed later.**

Such a reorganization as herein outlined would strengthen the general organization of the state and in no way interfere with the conduct of the service now rendered. By the appointment of a director of trade and commerce, the governor would be relieved of the necessity for direct supervision over a number of separate units. Similar regulatory services would be coordinated in a single department and their direct relation to the state government would be made more clear and definite. There has been observed a tendency on the part of some of these departments to feel that they are employed by and for a particular class of business and to fail to emphasize the direct concern of every citizen in the proper regulation of financial institutions.

By consolidation in one administrative department, certain overhead costs should be reduced—as rent, use of office space and equipment, telephones and libraries. Possible reduction of office staff might be affected and at least it would be possible to provide for their permanent employment on the work of several bureaus where the work is somewhat seasonal in a single bureau. The feasibility of combining examining staffs could be definitely determined and the possibility of effecting economy through routing examiners to reduce traveling expenses could be considered by the proper administrative official under the proposed reorganization plan.

**BUREAU OF STANDARDS.**

There is need for a state agency which would concern itself with the determination and enforcement of standards of quality and quantity for various commodities purchased and sold within the state. Standards are needed for weights and measures, oils, gasoline, gas, electricity and various materials and supplies. It is recommended that a start be made in this direction by the creation of the bureau of standards in the department of trade and commerce, and that the inspection of oils and the regulation of weights and measures be carried on by this bureau.

The office of state inspector of oils was created to prevent the sale of illuminating oil which contained too high a percentage of volatile substances. Oil is rejected which on test shows a flashing point at 120 degrees Fahrenheit or below. Today the tendency is for oil to contain a too small a percentage of volatile substances, and the law does not cover

this point. In other words the quality of oil is not insured by the present inspection. The inspection of oil as now performed is practically of no value to the consumer of oil. The inspector of oil and his 42 deputies, who operate in 38 districts, are not employed under civil service regulations and hence the positions furnish political plums for the party which happens to be in control of the state administration. The fees paid by owners of oil for inspection amount annually to twice the expenditures of the department. Citizens interested in economy in state affairs should be on their guard against specious arguments which will be made in behalf of this department should this recommendation be seriously considered and an attempt made to abolish this office.

Statutory changes only are required to put these recommendations into effect.

#### DEPARTMENT OF HEALTH.

The new plan of organization provided for in the Hughes Act, passed at the last session of the legislature, should be thoroughly tried out before further changes are made in the organization of this department. Three exceptions to this general statement are suggested for the double reason of relieving other departments of services which do not belong to them and which belong properly to the health department and will easily fit into the new health law.

It is recommended that the following services be transferred to the department of health:

**Bureau of vital statistics would be transferred from the secretary of state.**

**Inspection of hotels would be transferred from the fire marshal.**

**Food and dairy division would be transferred from the department of agriculture.**

#### BUREAU OF VITAL STATISTICS.

The bureau of vital statistics is to the commissioner of health what the cost accounting department is to the industrial manager. It furnishes him the only means available of checking up on his activities. The infant mortality rate is a guide to him with respect to the efficiency of his division of child welfare. The deaths from tuberculosis enable him to gauge the results of the work of the bureau of tuberculosis. The secretary of state has no administrative use for this information, whereas the department of health must constantly study and analyze vital statistics. So far as these records serve a non-health purpose as for identification of parentage, determination of age, nationality, etc., such purpose can be just as easily served at health headquarters as at the secretary of state's office.

## INSPECTION OF HOTELS.

It is obvious that the matter of proper handling of food, sanitary conditions in hotels and restaurants, the freedom of food handlers from communicable disease are functions belonging properly to that department responsible for the prevention and control of disease. Furthermore, the inspection necessary before licenses are granted to hotels and restaurants duplicates the work of health departments in the cities and when the work of the county health organization is perfected there will be further duplication of inspections outside of the large cities.

## FOOD AND DAIRY DIVISION.

Health authorities must concern themselves with the prevention of the sale of unclean and impure milk and dangerously contaminated food, whether specifically charged with the enforcement of the food laws or not. The inspection of foods and drugs and sanitary inspection of food handling establishments is essentially a matter of public health and for this reason its transfer from the department of agriculture to the health department is recommended. The work of the bureau of dairy and food inspection, as it is now functioning, has nothing whatever to do with the promotion and development of the dairy industry, and has little relation to the other bureaus of the department of agriculture. (For further discussion see Department of Agriculture.)

## PLUMBING INSPECTION.

It is recommended that the division of plumbing inspection, now under the department of health, be transferred to the division of workshops and factories under the industrial commission.

The best modern thought with reference to plumbing inspection indicates that there is very little, if any connection between defective plumbing and conditions detrimental to health. In accordance with this idea many cities have already transferred plumbing inspection from the board of health to the building inspection department.

The state department of health retains a small force for this work which is entirely inadequate to cover all the work of the state and it is thought that by combining that activity with the inspection of workshops and factories the work will probably be carried on as efficiently as at present at a saving in expense.

## DEPARTMENT OF PUBLIC WORKS.

A department of public works is proposed which will combine under one administrative officer the functions of the state highway commissioner, superintendent of public works, superintendent of lands and buildings, the state geologist, and the control of school and ministerial

lands now under the control of the auditor. The head of this department would be a director appointed by the governor to serve during his pleasure.

The activities of this department would be performed by the following bureaus:

**Bureau of highways.**

**Bureau of lands, canals, parks.**

**Bureau of public buildings and grounds.**

**State geologist.**

#### BUREAU OF HIGHWAYS.

At present the highway work is handled by a commissioner of highways appointed by the governor and a so-called highway advisory board of four members appointed by the governor. This board is not in reality an advisory board but an administrative board clothed with large administrative powers. **It is recommended that the highway advisory board be abolished and that the director of public works appoint a chief engineer of highways.** In these recommendations the highway commissioner concurs.

The reasons advanced for the creation of the highway advisory board are first; to constitute a check upon the highway commissioner in the exercise of the large discretionary powers granted to him in the distribution of state highway funds and to insure that highway routes are wisely laid out and planned with respect to main thoroughfares.

Second; to prevent the "material" men from obtaining undue influence with the commissioner, and, third; to prevent undue county influence in the state highway department.

The existence of this board has resulted in delay and indecision. An honest competent highway commissioner would need no check by a lay board and an incompetent dishonest commissioner should be removed. In general, lay men are more easily fooled by the selling talk of "material" men than technically trained engineers. Lay men coming from different sections of the state would be more apt to parcel out funds in accordance with local desires than would a single trained commissioner. The difficulty of functioning under the present arrangement led to the recommendation to abolish the advisory board and to provide for the right of appeal from a decision of the highway commissioner to an appeal board consisting of three officials of the state, resident in Columbus.

In practice resident engineers, local inspectors, etc., employed on state highway work are nominated by the county surveyors and confirmed by the highway commissioner. Employees thus appointed are more amenable to local influence than to the orders of the state highway department.

The cost of road maintenance is paid for by the state but spent and supervised by county surveyors. The incentive is here to get as much as

possible from the state for the double purpose of patronage and making a good showing on the roads.

A unified system of maintenance using standardized methods is impossible. This injection of the county surveyors into the work of the state highway department results in delay, loss of time, poor work and conflict of authority and interest as between state and county.

**It is recommended that the county surveyor be divorced from the control of state highway work and that the resident engineer and local inspectors, now appointed by the county surveyors and paid by the state, be appointed directly by the state highway department.**

The state pays 1/5 of the salary of the county surveyors for their supposed supervision. This amounted to \$48,529.00 last year. It would not be necessary to add a single man to the department to handle the present amount of work, and the amount now paid as salary to the county surveyors would be entirely saved with actual benefit to the operation of the highway department.

#### BUREAU OF STATE LANDS, CANALS, PARKS.

This bureau would exercise control over the activities performed by the superintendent of public works. The superintendent of public works is a constitutional officer appointed by the governor for a term of one year. This provision would be repealed and the head of this bureau would be appointed by the director of public works.

This bureau has control of the remains of the old Ohio canals, the leasing and selling of state lands, surplus water power, control of state parks, licensing of boats, and supervising control over inter-county drainage, and over swamp, marsh and overflow land. Supervision of school and ministerial lands would be transferred to the bureau from the office of auditor of state.

#### BUREAU OF PUBLIC BUILDINGS.

The supervision and control of the state house and grounds, now performed under the direction of the adjutant general would be placed in this bureau. The head of the department of public works would probably be an engineer and hence would be better able to supervise such work than a military officer. The function performed by the ex-officio state building commission would be lodged with this bureau. For concrete illustrations of the failure of the adjutant general to properly supervise the state house and grounds see detailed report on superintendent of public buildings.

One problem which is pressing for attention is the urgent need that steps be taken to design and construct a state office building to house all state departments. It will require considerable time to make the proper study of space needed, to select a site and make the plans.

## STATE GEOLOGIST.

The state geologist would be appointed by the director of public works instead of by the governor. In scientific work of this kind it is most important that there be continuity of tenure of office and there should be no opportunity afforded for a new governor to appoint a new state geologist.

The work of the state geologist might have a very definite relation to the activities of this department. Geological formations have a bearing upon water supply, locations of canals, of roads and conservation of state parks. The location of road materials is of great importance to the highway department.

## CONSTITUTIONAL CHANGES.

A constitutional amendment would be required to abolish the superintendent of public works. Only statutory changes are required to effect the other changes recommended.

## DEPARTMENT OF AGRICULTURE.

It is proposed to abolish the board of agriculture as an administrative agency and to transfer the administrative duties to a director of agriculture, who would be appointed by the governor to serve at his pleasure. The board might be retained in an advisory capacity.

In 1917 the act governing this department was revised throughout by striking out "board of agriculture" and inserting the word "secretary". The time has now arrived for the final step, namely, placing all the purely executive duties in the hands of a director of the department.

The purpose of the large board of ten members was to secure representation of the varied interests dealt with by the department and to bring to bear upon the agricultural problems of the state the advice and counsel of the leading agricultural and business men of the state. This purpose is interfered with to some extent by requiring these men to devote a considerable part of their time, when in session, to routine executive duties such as the approval of appointments, promotion and dismissal of employes concerning which the board has little knowledge, little time or opportunity to investigate and consequently must rely almost wholly upon the decision of the secretary. It is obvious that an unpaid board meeting monthly can act in an advisory capacity but cannot supervise and coordinate the work of several departments. By the creation of an advisory board the original purposes would be served and the department could function properly and effectively and assume the position which rightfully belongs to it as one of the coordinate major departments of state government having a representative on the governor's cabinet. The tendency in other states, notably Illinois, Nebraska and Idaho, is to place at the head of the department of agriculture a single executive appointed by the governor.

The transfer of the following functions to the other departments is recommended:

Dairy and food inspection to the department of health.

Board of veterinary examiners to the department of education.

#### DAIRY AND FOOD INSPECTION.

The functions performed by this bureau are the enforcement of the food and drug laws of the state; enforcement of the narcotic drug law; making sanitary inspections of food handling establishments and testing and adjusting the work standards of county and city sealers of weights and measures. These activities have nothing whatever to do with the promotion and development of the dairy industry of the state and therefore, the work is not closely related to the other bureaus of the department of agriculture.

The following facts point to the conclusion that the logical place for this work is under the department of health.

- 1 — The inspection of food and drugs and the sanitary inspection of food handling establishments and dairies is essentially a matter of public health.
- 2 — The local health authorities in cities and towns of the state are charged with these functions and it is desirable that the state health department should exercise control and supervision over their activities and that they should turn to the state health department for advice and guidance in the solution of their problems.
- 3 — The analysis of food, drugs and milk samples collected by dairy, food and drug inspectors are made by the laboratory of the state board of health and it would be advantageous to place the supervision of all this work in the same place.

#### BOARD OF VETERINARY EXAMINERS.

The function performed by this board is similar in character to that performed by other registration and licensing boards for other professions such as accountancy, dentistry, medicine, etc. In the interest of economy and of higher standards this work should be done by a single division of registration for all professions. It is therefore recommended that the duties of this board be transferred to the examining and licensing division in the department of education.

#### INSPECTION OF WEIGHTS AND MEASURES.

This function is now performed by the dairy and food inspection division in the department of agriculture and would be transferred to the bureau of standards in the department of trade and commerce.

All the above recommendations can be put into effect by statutory changes.

### INDUSTRIAL COMMISSION.

The industrial commission is composed of three members appointed by the governor for over-lapping terms of three years.

The functions of the commission include the following: administering the state insurance fund for the benefit of injured and dependents of killed employees; enforcing laws relative to the protection of life, health and safety of persons employed in industrial and commercial establishments, frequenters of public buildings and occupants of tenement, or apartment houses and institutions; prescribe hours, labor safety devices and safeguards; promote voluntary arbitration, mediation and conciliation of disputes between employer and employee; establish free public employment agencies and supervise private employment agencies; collect and publish statistical information; examine and license steam engineers and censor moving picture films.

The organization of the commission nominally consists of five departments actually it consists of ten coordinate divisions, the head of each being a director responsible to the industrial commission.

The workmen's compensation department receives at least 90% of the attention of all the members of the commission. This leaves only 10% of their time for the supervision of the nine other independent activities.

It is recommended that the commission constitute a separate department of government with three commissioners appointed as at present. The commission has quasi-judicial and quasi-legislative powers in the awarding of damages and in the making of rules and enforcing them.

The changes recommended in this department have to do largely with the internal organization. The most important changes are as follows:

A chief administrator would be appointed to have supervision and control over all administrative matters concerned with the operation and co-ordination of the several bureaus. This would leave the members of the commission free to devote their energies to comprehensive planning, determination of policies and the exercise of judicial functions.

A state insurance fund manager would be employed under the direction of a chief administrator to co-ordinate the activities of the several divisions of the workmen's compensation department.

The compensation department as at present constituted is made up of four co-ordinate divisions, each under the direction of a chief responsible immediately to the commission. The ultimate aim of all four divisions is the same, and the fulfillment of this aim depends upon properly articulated action among these divisions. To secure this a single head with authority to enforce co-ordination is essential.

It is recommended that the inspection activities—workshops and factories, boiler inspection, mines—be consolidated into one division under the direction of one chief, and that the functions now performed by the state fire marshal be transferred to this division of inspection.

All inspections have the same end in view and the principle and philosophy governing them is a common one. It is recognized that mine inspection requires the services of specialized inspection, and that for practical reasons boiler inspection may have to be continued as at present. But the concentration of supervision will bring together all the forces in the industrial commission to work on the problem of reducing accidents, promoting the safety and welfare of all employes.

**The chief inspector of the department of inspection would be furnished a staff of qualified technical assistants, so that the work of this department might be carried on more effectively.**

Safety engineering has become a specialized profession. Large factories employ safety engineers whose sole business it is to introduce safety measures and to prevent accidents and injuries. If the industrial commission wants to accomplish results in safety work it must provide employees who can speak with authority and whose judgments will be respected by employers throughout the state. A staff of specialists is needed who can pass authoritatively on problems brought in by inspectors in the field. The inspectors would continue to be employed in their present capacity.

It is recommended that the accident statistics be furnished the division of workshops and factories currently, and that this information be used as a basis for planning the work of inspectors. This is necessary if the inspection department is to know what its problems are, where they are and if it is to be able to direct the efforts of the inspectors to the maximum advantage.

It is recommended that the department of investigation and statistics be divided into two independent divisions. Namely; division of employment, and division of statistics and investigation. Each under a separate officer.

The division of statistics and investigation would be under the direction of a qualified statistician, and all the statistical work of the industrial commission would be centralized here. This work would include the collection of and analysis of accident statistics

A proper system of record and accounts should be maintained in the state insurance fund (see report of S. H. Wolfe).

The department of film censorship bears no natural relationship to the functions and activities of the other branches of the industrial commission and little supervision is exercised by the industrial commission over the department.

It is recommended that this department be transferred to the depart-

ment of education; and constitute one of the divisions of the educational department.

#### STATE FIRE MARSHAL.

The functions of this office are similar in character to the work performed by the inspectors of the division of workshops and factories. It would be a comparatively simple matter for factory inspectors to include all conditions which make a building dangerous to life, or make it a fire hazard. In fact the distinction in many instances is almost impossible to make. For an inspector to visit a building, inspect it thoroughly and refrain from ordering corrections because these belong to another department results in serious loss. This is the situation under present conditions. On the other hand it is not inconceivable to have two recommendations made for the correction of the same defect. There is a distinct duplication of work without any special benefit accruing from this duplicate inspection.

For purposes of investigating fire and prosecuting persons suspected of arson, and similar crimes, a staff of men delegated solely for this work would be employed by the division of workshops and factories.

The educational work now carried on by the state fire marshal could be carried on by a safety director of the division of workshops and factories, whose duty it is to educate factory owners and the people of Ohio in taking precaution against accidents. The education for fire prevention is along the same line and could be done by the same organization.

#### PUBLIC UTILITIES COMMISSION.

The public utilities commission consists of three members who are appointed by the governor with the advice and consent of the senate for over-lapping terms of six years.

It is recommended that the commission constitute a separate department with three commissioners appointed by the governor, without the advice and consent of the senate. It seems illogical to expect results from a governor and tie his hands by requiring the confirmation of the senate of his appointments. A public utilities commission exercises both semi-judicial and administrative functions and a several headed control is justified.

It is believed that such a commission should not be under the control of any other department.

#### DEPARTMENT OF EDUCATION.

The educational activities of the state are performed by thirteen different types of organizations as follows:

1. A state department of public instruction at the head of which is a state superintendent of public instruction, a constitutional officer appointed by the governor for a term of four years.

2. A state board of education for the administration of federal vocational aid (Smith-Hughes) appointed by the governor.
3. Three universities: Miami (1033); Ohio (1023); Ohio state (6608), each separate from the other with its own board of trustees appointed by the governor.
4. An agricultural experiment station at Wooster under a separate board of trustees appointed by the governor.
5. Two normal colleges, at Bowling Green (240), Kent (209), with separate board of trustees.
6. Thirty-five county normal schools maintained jointly by the state and counties, each under the supervision of the county superintendent of schools and department of public instruction working through a normal school director.
7. A combined normal and industrial department of Wilberforce university (194 Ohio students, 575 total), which is operated under a board of nine trustees five of whom are appointed by the governor.
8. The soldiers' and sailors' Orphans' Home at Xenia (650) under a board of trustees named by the governor.
9. Six school departments, in the girls' industrial school at Delaware (450); boys' industrial school at Lancaster (1200); woman's reformatory at Marysville (140); men's reformatory at Mansfield (1400); penitentiary at Columbus (2,000) and the new prison farm at London (200), each of these being under the supervision of the board of administration.
10. Two state schools, for the blind (180) and for the deaf (470), also under the board of administration.
11. The state library service under a board of three commissioners appointed by the governor.
12. The archaeological and historical society under a board of six trustees appointed by the governor and of nine trustees elected by the society.
13. The department of film censorship.

No central control or relationship now exists for these separate services. There is no debate as to the need of organization for team work, but there has been some discussion as to the best methods of accomplishing this result. Three methods have been considered:

First, placing all state educational services under a single board with a single executive who would be responsible for naming the heads of the universities, normal schools and the educational heads in correctional institutions;

Second, placing the universities and normal schools under a state board of education with one executive officer;

Third, combining facts about educational services before a combination of management takes place. This can be done by reorganizing the state department of public instruction and making it responsible for studying 100% of Ohio's school needs and school work and reporting the facts to the governor, legislature and public.

The organization of the universities and normal schools under a single board is not suggested because opposition to it has already been organized and intrenched. The alumni of these institutions would present formidable opposition to such a movement. The uttermost that is considered practicable is to give the state department of education the responsibility for investigative supervision over all of Ohio's educational needs and services.

The following organization is suggested to accomplish this result: **A board of education composed of five members to be appointed by the governor, without reference to party affiliation, for overlapping terms; this board to appoint a director of education who would be in charge of all the administrative work of the department, including the powers now possessed by the state superintendent of public instruction.** Provision would be made by law whereby the present superintendent of public instruction would act under the supervision of the director. The functions of the board of education would be to study all of Ohio's educational activities, including the supervision of rural, elementary and secondary schools, state educational institutions; inspect and report upon the educational work of the girls' and boys' industrial schools, state reformatories, penitentiary, schools for the blind and deaf and the soldiers' and sailors' orphans' home; study and report upon the five state colleges for teacher training; visit and report upon the services of the three state universities and review all educational budgets for the governor and legislature with special reference to the needs of elementary education and a balanced educational program for the state.

The following activities would be transferred to the department of education:

**State board of education for vocational education;**  
**State board of school examiners;**  
**Examining board for professions;**  
**Board of library commissioners;**  
**Americanization commission;**  
**Department of film censorship.**

Two new activities are suggested, namely, an art commission and a voluntary educational council.

#### STATE BOARD OF EDUCATION FOR VOCATIONAL EDUCATION.

This board was created to obtain and administer federal (Smith-Hughes) money for teaching domestic science, agriculture and vocations.

The same minds that are apportioning federal aid for teaching domestic science, etc., should be the responsible minds in directing the development of the entire school system. This work can be performed by the reorganized department of education and even the present board, which would be abolished favors this action.

#### STATE BOARD OF SCHOOL EXAMINERS.

This board consists of five members appointed by the superintendent of public instruction. The function of this board is to fix standards of examinations for school certificates.

The responsibility for this work should rest squarely upon the department of education and its executive officer. Furthermore, the question of certification needs immediate and continuous study such as only an administrative department can be expected to give. The members of this examining board can give but little attention to the work and in practice the responsibility of detail work is borne by the department of public instruction.

#### EXAMINING BOARDS FOR PROFESSIONS.

At present there are eight separate examining boards with 32 members, each chosen from within the profession whose entrance and professional standards it guards. The professions which have such boards are: Accountancy, dentistry, medicine, nursing, optometry, pharmacy, veterinary and embalming.

A total of \$10,850 was expended last year for expenses of board members and \$7,950 for traveling expenses out of a grand total of \$46,263 for maintaining these separate boards. It is apparent that a great saving could be effected through the consolidation of these boards in a single department. The reasons for placing the supervision of this work in the department of education, however, are much more fundamental than a desire to effect economy.

**The basic idea underlying every one of these examining boards is the protection of the profession, rather than a protection of the public. It is true that within each profession there exists a socially-minded group which strives successfully to think of the public interest first, but it is also true that in spite of the best intentions on the part of examining board members and of the socially-minded individuals the point of view has hitherto been primarily that of the profession which does not want its accepted standards lowered.**

**The time has come when the public's interests, that is the interests of those who patronize these professions should be the primary consideration in making up examinations.** It is for this reason that it is suggested to abolish the present boards and to recognize the solidarity of the state's interests and the educational motive which should dominate

professional examinations by placing all this work under the direction of the proposed department of education.

Under the proposed plan no physician, dentist or nurse would be permanently retained, except as a possible employe, by the state as an advisor in examinations. Individuals or groups would be called in, each a specialist in his field, for advice with respect to examinations, perhaps to interview and test the candidates and to mark papers. Not an iota of professional and scientific ability would be detracted from the preparation of the examination and the marking of it. Laymen would not be engaged for professional examinations.

By coordinating this work under the department of education the public purpose of all these professions would be emphasized. No person ought to be given the state's permission to practice medicine who does not know the facts about modern preventive hygiene. A dentist should know how teeth can be saved and the social importance and moral obligation of saving teeth, as well as the mechanical technique of repairing them.

The reasons for not recommending the placing of these consolidated services in the department of health are that this department must secure the full cooperation of all practitioners, if it is to be successful. This full cooperation would be difficult, if not impossible, if the state department of health were mixed up with a factional discussion of proposed new standards for admission into the profession and investigating charges against individual practitioners.

By recommending that this examining work come under the department of education instead of a consolidated examining board, it is hoped to secure all the advantages of concentration plus the additional advantages of recognizing the state's part in the admission of new practitioners to professions which it licenses as part of its educational program and accountability.

#### LIBRARY SERVICE.

The board of library commissioners consists of three members appointed by the governor. The functions of this commission are the maintenance of a public, general reference and document library in the state house; organization of new libraries; traveling libraries and a legislative reference library.

The library system is not only at a standstill, but has for sometime been losing ground. Such is the emphatic and public testimony of the state library association. Insiders and outsiders alike admit that no part of Ohio's public work is more in politics than the state library. At no point, except in the legislative reference division, is the present organization for rendering service at all adequate.

If the library work were transferred to the reorganized department of education there could be created a special library division with an

able librarian at its head who would be free from all entanglements and the work could be developed as it should be. Furthermore, it should be recognized that library work is educational work.

It would be easier to interest the teachers in the country districts and small towns in the work of the library and make larger use of it if it were advertised, as it could be done, as a part of the educational system.

#### ART COMMISSION.

It is recommended that an art commission be organized under the department of education.

The functions of this commission would be to review all plans for state buildings and parks from the standpoint of beauty and conformity to art standards. The administrative work would be performed by a subordinate of the director of education. The problem would not call for continued attention of professional men. As new plans were submitted a commission or jury of specialists best equipped to review the particular problem would be named. After the report had been made the duties of this voluntary commission would cease.

The kind of art commission Ohio needs is not so much one that insists upon conventional artistic merit in public buildings, but which will keep alive throughout the state an interest in beauty making. It is a vastly bigger ideal to have the public keenly interested in beauty making in the country around farms, on school grounds and front yards, in approaches to town, through railroad stations and in public buildings than to have a uniform and acceptable type of architecture.

The director of the art needs and advances in the state would give continuous study and attention to ways and methods of teaching school children, teachers and parents the double satisfaction of outward beauty and of inward desire to participate in beauty making. Conferences would be called to consider what could be done from time to time for beauty throughout the state; progressive educational campaigns would be waged by promoting community art and assistance would be offered local committees, which in the next few years will be erecting many memorial monuments and buildings.

#### VOLUNTARY EDUCATIONAL COUNCIL.

A representative educational council is suggested for the purpose of establishing some direct and official contact between the department of education and the various civic interests which are, or ought to be, continuously working for better educational policies in their localities, counties and the state. Representatives from various civic organizations, such as the Federation of Women's Clubs, Federation of Labor, Rotarians, Kiwanians, Society of Engineers, Accountants, Dentists, etc., would be selected by the organizations and certified to the director of

education who would call conferences for the purpose of suggestions, information, criticism and proposals with respect to Ohio's educational needs.

No salary should attach to membership in this council. It is doubtful if it would be necessary or expedient to have the state pay the expenses of members as all such agencies have a vital interest in education. The solidarity of the state's interest in education could thus be continually and progressively emphasized.

#### ARCHAEOLOGICAL AND HISTORICAL SOCIETY.

It is recommended that the department of education be charged with responsibility for studying the work of this society, with a view to the use of its results by public schools, teacher training schools and universities and that the result of such inspection and analysis of its budget estimate be submitted biennially to the governor, legislature and public.

#### DEPARTMENT OF WELFARE ADMINISTRATION.

The board of administration was created in 1911 under Governor Harmon's administration for the purpose of centralizing the administration of the state benevolent, correctional and penal institutions under one central authority. The independent boards which managed each institution separately were abolished and a board of administration, consisting of four members appointed by the governor at salaries of \$4000 each, assumed control. Great economies have resulted from this change.

This board is responsible for expressing Ohio's best thought in managing twenty-three different institutions having an aggregate population of 25,000 and spending \$12,000,000 each biennium. The institutions under its control are as follows: eight hospitals for insane — Athens, Cleveland, Columbus, Dayton, Lima, Long View, Massillon and Toledo; Ohio hospital for epileptics; institution for feeble-minded; state school for blind; state school for deaf; Ohio soldiers' and sailors' home; Madison home; boys' industrial school; girls' industrial school; Ohio reformatories at Mansfield and Marysville; penitentiary; reformatory for women; new prison farm and Ohio state sanatorium.

**It is recommended that the board of four members be abolished and that a department of Welfare administration be created under a director to be appointed by the governor and to serve at his pleasure.**

It is further recommended that the following activities be transferred to this department:

**Administrative work of the commission for the blind.**

**The support bureau and children's welfare work of the board of state charities.**

**Management of the soldiers' and sailors' orphans' home at Xenia.**

If adopted, these recommendations will put into one executive's hands the administrative duties now carried on by sixteen board members, make for better administration of all services involved and release salaries, expense money and energies that will elsewhere accomplish vastly more for the state than is now being accomplished by the present organizations.

The reason for substituting a single director for four members as head of the state's administration of institutions are four:

1. — The work of a judicial character that called for board action when the separate institutional boards were first abolished has now been accomplished; present work calls for study, decision, action, dispatch, efficiency, for each and all of which one head is everywhere better than four;

2. — The cost of obtaining four men of the caliber contemplated when in 1911 the salaries were fixed at \$4000 is now prohibitive for it means at present rates from \$40,000 to \$60,000 a year for initial salaries in this one office;

3. — Far more work can be secured from specialists employed for field work if they have to account to but one superior instead of four;

4. — One person able to decide and to execute will have a continuing motive to study causes and consider and propose remedies where a board of four has found it impossible in nine years to adequately utilize in this way either the expert ability on its own payroll or the progressive citizen interest and institutional experience of Ohio and other states.

More fundamental reasons still for substituting one executive for four coordinate conferring heads have to do with the larger purposes for which Ohio maintains these institutions:

1. — The board has after all these years failed to provide for the same systematic study of its human problems which it has given to problems of purchasing and of controlling finances;

2. — Although free to print illuminating reports and to require scientific analysis of its results and lessons, it has failed to do both;

3. — After taking the statesmanlike step of bringing on a specialist in mental abnormalities as head of its bureau of juvenile research it has given him only restricted use even of its own laboratories, has failed to use him in its institutions and has actually permitted his exclusion from the boys' industrial school;

4. — It has failed to give the state the truths needed to show whether the new penitentiary plans are an unimaginative orgy of expense and misplanning as Mr. Cummin has reported to your committee, or are as the building commission maintains, a wise expenditure of \$10,000,000;

5. — It has failed to turn the searchlight of its institutional experience upon the causes of crime and the possibility of greatly developing probation work in counties in order to keep men out of state penal institutions;

6. — It has failed to develop leadership of state thought regarding the vast problems entrusted to it.

It has failed in these services not because it did not want to help, but because it was asked to do what boards and commissions seldom do, namely, manage and administer as well as legislate. It has been no one member's duty to look ahead for the entire many-sided problem. Even where one member has special knowledge, he must defer to three others who lack his special knowledge but who are compelled to go through the form of weighing his evidence and challenging his recommendations. With such diffusion at the top, it has naturally been impossible for the state to secure from trained subordinates the service they could give were efficiency and initiative fostered and compelled by an exacting head with a consistent cumulative policy. The detailed report on the work of the board of administration contains many concrete illustrations of the failure of the present board to manage and administer, as well as a lack of supervision and control.

The reason for transferring the administrative services of the commission for the blind to the department of welfare administration, is that this commission has now become a large business enterprise. Its purchases, its sales, its patrons, its homes to be visited and blind persons to be taught at home, and its traveling expenses, have exceeded the point where a voluntary commission can give more than perfunctory attention to its work, costs, and results. The time of a capable executive should be free for extending and improving the work without the necessity of trying to give a widely scattered, seldom-meeting board enough knowledge about the work to justify it in voting authorization. The voluntary interest of persons devoted to furthering the interests of the blind can be utilized more effectually in educational work that does not involve administrative duties.

The reason for transferring the administrative duties now being performed by the state board of charities is three-fold; they belong properly with other administrative services in this same field where they may receive exacting supervision; they cannot be well enough done by any board that meets infrequently; and they divert the attention and energy of board members from duties of inspection, criticism and recommendation which should be regarded as imperative, but which actually has lapsed to almost negligible consequence.

The reason for placing the soldiers' and sailors' orphans' home in a large administrative department is that this institution for over six hundred children, is entitled to advantages of wholesale purchasing, system-

atic repairs, expert advice on farming and gardening, expert promotion at budget time, expert executive supervision and helpfulness which a voluntary board of trustees does not and cannot furnish. The objection that soldiers' children should not be classified with the unfortunates who are cared for by the administrative department, seemed strong enough when the board of administration was established to prevent including this school under central administration. But that objection was largely the result of misunderstanding. No disparagement of any class is involved in giving it heat or engineering service or budgetary oversight or executive supervision from the same center which supplies other different constituencies. The friends of the Xenia home surely do not want less for the children at this school than the utmost which expert direction will give. Nor can they, after the facts are explained, be willing to deny the state advantages that would come from putting this service where the utmost can be learned from it.

#### STATE BOARD OF WELFARE.

To take the place of the present board of state charities a state board of welfare consisting of five members appointed by the governor for overlapping terms of five years each, is recommended as a propaganda, educational and inspectional agency. This board would have no administrative duties to perform, but its duty would be to visit and investigate state institutions for the purpose of checking up on the work which is being done by the department of welfare administration, and report the facts to the director, the legislature and the public. It will have no connection whatever with the management of institutions, its chief function being analysis and criticism of programs and results and constructive recommendations as to new policies and programs which should be undertaken.

The reasons for abolishing the present board and establishing a differently constituted board include these: the present board has a combination of duties, inspectional, advisory and administrative, of which the administrative duties have taken much the greater part of its time and interest. Its inspectional and advisory functions have ebbed to a low point. If the administrative functions were taken from it and it were required to do more by way of inspection and recommendation it would be extremely difficult for it to shake off the bonds of a few years and habits which have become adapted to its administrative duties. By abolishing the present board the governor would be free to select men and women without prejudice because of present membership on the board.

#### DEPARTMENT OF CIVIL SERVICE.

The department of civil service is the employment department of the state government. It is charged with the administration of the civil

service laws which were passed in conformity with that provision of the constitution which provides that appointment and promotion shall be made according to merit and fitness to be ascertained, as far as practicable by competitive examination.

The original functions of civil service were to oppose and destroy the abuses of the spoils system by a system of checks on entrance to the service and retention of persons so checked at entrance during good behavior. The gradually increasing extent of the functions performed by the state government renders it continually more important that trained and competent persons shall be secured for the conduct of public business. At the present time increased attention is being given to the methods of securing and holding highgrade experts in public service. The excessive cost of labor turnover, or the hiring and firing of employees indiscriminately, is realized as never before and efforts are being made in both industry and public service to reduce these costs. This cost has been variously estimated by private employers as being from \$40 to \$200 per person discharged. From an organization standpoint the work of the department of civil service is exactly comparable with the employment department in industry; both are likened to the purchasing department, the difference being that the two former purchase personal service and the latter material, supplies and equipment. Out of a total expenditure of \$25,000,000 for the state of Ohio last year \$7,000,000 or one-third was expended for personal service.

The commission consists of two members appointed by the governor for terms of four years each. Their salaries are \$4,000 each. The usual number of commissioners in other states which have civil service commissions is three. The first civil service commission in Ohio had three members (1913-15). The two member commissions has existed since the middle of 1915. It is the usual practice for the members of such commissions to be appointed by the governor, and it is also usual to require that not more than two members shall belong to the same political party. In practice such provision carries with it the implication that the members shall all bear a party label and results in injecting political consideration into the selection and work of the commission. Emphasis is placed on politics in a body where politics should not exist. Responsibility for lax or vigorous administration under the present plan in Ohio can not be definitely lodged with either party. A more logical restriction on the appointing power of the governor would be the requirement that members of the commission should be trained experienced employment managers.

The commission performs legislative, judicial and administrative functions. The legislative function is to formulate rules and regulations which should have the force of law. The judicial functions relate to appeals from rules of department heads and for discharges after charges have been filed. The administrative functions are to hold competitive

qualifying examinations for determining eligibility for appointment; to establish such eligible lists; to make certifications from eligible lists to fill vacancies; to see that appointments are made from such lists duly certified; if no list exists to authorize temporary appointment; to keep records of service on all employees; to control promotional procedure and to check all pay rolls relative to the legality of the appointment.

These administrative functions would be performed by one man much more efficiently than by a commission. Such a man would be chosen because of his familiarity with the needs of the public service, because of his knowledge of employment methods and technique of examinations, because of his knowledge of service records and efficiency ratings, and because of his familiarity with the problems of departmental organization.

For performing the legislative and judicial functions the aid of a personnel board might be provided, composed of the heads of some of the major departments. Such a connection between department heads and the administrative head of the civil service work would be valuable in many ways, especially in the work of drafting specifications, in devising efficiency rating methods and in creating a sense of obligation on the part of all public employees to comply with the civil service laws of the state. It may well be questioned if the detached position of the civil service commission and its lack of contact with the several departments except when a crisis arises is not one of the causes for the friction and misunderstanding which so often arises between the civil service commission and the department.

**It is therefore recommended that a single civil service commissioner be appointed by the governor, to serve at his pleasure to replace the present commission of two members appointed by the governor for terms of two years each. That the law specify that this person shall have knowledge and experience in employment methods and personnel management. That a personnel board be created, composed of department heads or their representatives to cooperate with the civil service commissioner in the performance of the quasi-legislative and quasi-judicial functions.**

The state of Maryland in its recently enacted "Merit Law" provides for a single state employment commissioner to be appointed by the governor for a term of six years at a salary of \$5000 per annum.

An alternative recommendation is that there be at the head of the department of civil service a chairman appointed by the governor who would receive an adequate salary and be responsible for the administrative work. Two other additional commissioners would be appointed by the governor on a part time basis, who with the chairman would constitute a board to pass on quasi-legislative and quasi-judicial matters. These two additional commissioners would receive nominal salaries and traveling expenses.

# OFFICE OF THE GOVERNOR

By DON C. SOWERS,

According to the Constitution the executive department of the state consists of a governor, lieutenant-governor, secretary of state, auditor of state, treasurer of state and attorney general, all of whom are elected by the people. All the above officers are elected for two years except the auditor, who is elected for four years (Article III, Section 2). The supreme executive power of the state is vested in the governor (Section 5).

## POWERS AND DUTIES

The powers and duties of the governor may be classified with respect to the following subjects:

1. Legislature.
2. Other executive officers.
3. Military affairs.
4. Commissioning of notaries and commissioners.
5. Granting reprieves and pardons.
6. Administrative officials.
7. Ex-officio boards and commissions.

## RELATION OF GOVERNOR TO LEGISLATURE

The governor is required to transmit a message to the General Assembly. He may call a special session of the legislature and may adjourn the General Assembly in case of disagreement. At least five days preceding each regular session of the General Assembly the other executive officers are required to submit reports to the governor, who in turn transmits these reports with his report to the legislature.

## DUTIES WITH RESPECT TO OTHER EXECUTIVE OFFICERS

The governor may require information in writing from the officers of the other executive departments upon any subject relating to the duties of their office. He shall fill vacancies in the office of auditor, treasurer, attorney general and secretary of state and receive and transmit their reports. A semi-annual report of the proceedings of the sinking fund commissioners is required to be made to the governor and to be published. (Article VIII, Section II).

## MILITARY AFFAIRS

The governor is commander-in-chief of the military and naval forces. He appoints the adjutant general and such other staff officers as may be provided by law and commissions all officers of line and staff. He has power to call forth the militia to execute the laws of the state to suppress insurrection and repel invasion.

## COMMISSIONING NOTARIES AND COMMISSIONERS

The governor must sign all grants and commissions issued in the name of the state and these are countersigned by the secretary of state. Notaries public and commissioners for the state of Ohio are appointed for terms of three years. The former pay fees of one dollar and the latter fees of three dollars.

Each judge of the court of record, state officer, county officer, militia officer and justices of the peace must receive a commission from the governor to fill such office. Justices of the peace pay two dollars and all other officers pay five dollars.

## GRANTS, REPRIEVES AND PARDONS

The governor may grant reprieves, commutations and pardons for all crimes and offenses except treason and cases of impeachment and must report to the General Assembly detailed facts regarding each case. To assist the governor in performing these duties a board of clemency has been created. (See Report on Board of Clemency.)

## DUTIES WITH RESPECT TO ADMINISTRATIVE DEPARTMENTS

The administrative departments of the state government consist of six single elective officers and forty officials, boards or commissions who are all appointed by the governor. The governor appoints fourteen single appointive officials of whom eight are appointed with the consent of the Senate and six are appointed without confirmation of the Senate. He also appoints the members of 28 boards and commissions ranging in size from 2 up to 10 members; two boards or commissions have 2 members each; seven boards or commissions have 3 members each; one board is composed of 4 members; six boards are composed of 5 members each; two boards are composed of 7 members each, one board of 8 members and one board of 10 members. 13 of these boards and commissions are appointed by the governor without the confirmation of the Senate and the remainder require the confirmation of the Senate. In addition he appoints the trustees of the two normal schools, Bowling Green and Kent, the trustees of three state universities, of Wilberforce University and of the Ohio Soldiers' and Sailors' Orphans' Home. While the members of many of these boards and commissions have over-lapping terms, if we assume that at least one new

member is appointed by each governor, it means that each governor has to appoint no less than forty-two administrative officials. It is a physical impossibility for the governor to exercise supervision and control over this large number of independent and unrelated departments of government. It is unfair to the governor and to the people of the state to expect any person to do the impossible. If the governor is to be made responsible for the administration of state affairs the organization of the state should be simplified and the number of boards and commissions reduced in order to make this possible.

#### EX-OFFICIO BOARDS AND COMMISSIONS

The governor is an ex-officio member of the following boards and commissions: Board of control, emergency board, board of state charities, state building commission, and commission appointed to select site and erect a building for deformed and crippled children. He is also trustee ex-officio of the archaeological and historical society and he appoints six trustees. Nine trustees are elected by the society.

From time to time special commissions are appointed to accomplish specific things and it usually devolves upon the governor to appoint the members of such commissions.

#### PERSONNEL OF THE DEPARTMENT

The governor receives a salary of \$10,000 a year. The work of his office is carried on by a secretary, executive clerk, correspondence clerk, commission clerk, stenographer and messenger. The total appropriation is \$38,475.

The budget commissioner is appointed by the governor and works in close coöperation with him in the preparation of the biennial budget. At present the office of budget commissioner is the only agency which the governor has for keeping in touch with the activities of the various departments except through the filing of the annual reports of the several departments. The governor should have sufficient assistance to enable him to obtain first hand information regarding the current operation of each department and should have at hand the means for making special studies and investigations whenever he deems it desirable.

#### RECOMMENDATIONS

It is recommended—

**That the governor be elected for a term of four years.**

Two years is too short a time for a governor to become familiar with the duties of his office and to build up the necessary organization for accomplishing results. To accomplish this change a constitutional amendment will be necessary.

**That there be established in the Governor's Office a Bureau of Research and Investigation.**

The purpose of this bureau would be to make studies and investigations of the operations of the various state departments and to make special investigations and report their findings to the governor. In no other way will it be possible for the governor to have the information which is necessary for exercising control and supervision over state departments. This bureau might also be charged with the duties of editing the reports of the various departments which are submitted annually to the governor.

**That the Board of Clemency be retained as at present.**

**That the Budget Commissioner be retained as at present.**

The budget commissioner should report directly to the governor since the governor is directly responsible for the formulation of the annual budget and work program. An adequate budget staff should be employed to keep the governor informed of actual operating conditions in the several departments.

# THE BUDGET COMMISSIONER

Prepared Under Direction of  
DR. L. D. UPSON,

By C. E. RIGHTOR

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The survey of the office of the budget commissioner was made through interviews with the budget commissioner and his two assistants, and with other public officers, and by examination of the statutes affecting the office, and of the budgetary documents that have been prepared for the biennial periods since 1915. The correspondence received by the committee relative to budget procedure has been reviewed carefully.

## PURPOSE OF BUDGET

In Ohio, the general assembly, as the direct representatives of the people, determine what functions shall be undertaken by the state; how much these public services and improvements shall cost; and how that cost shall be financed. It is also their function to provide the funds for getting these things done. After the legislative body has acted in these respects, it is incumbent upon the executive and administrative departments to carry into effect the popular will as decreed by the general assembly.

The budget may be deemed to be that instrument which will enable the official representatives of all of the people of the state to determine fully and intelligently what activities the state shall undertake, how much these activities shall cost, and how that cost shall be financed. This is the fundamental aim of a state budget. Common acceptance of the phase "budget system" includes the consideration by the legislature of this informative document and its ratification through enactment of a budget or appropriation bill, authorizing the expenditure of specific funds under certain legal limitations; it includes also provisions made for audit of financial activities, to assure that the conditions set forth by the legislature are complied with by the executive and administrative officers. In final analysis, it will be seen that the budget procedure of any government is so deep-rooted that it affects, or is affected by, every feature of the structural organization and the administrative processes of that government.

## ESTABLISHMENT OF BUDGET PROCEDURE IN OHIO

By provisions of an act passed by the general assembly of Ohio in 1913, a budget system for state officers, departments and institutions

was established. In conformance with this law, the first budget in the state was prepared for the biennial period beginning July 1, 1913. A copy of the budget prepared for that fiscal period was not available for review, but is not considered essential to this report.

The budget law calls for the submission, on or before the 15th day of November biennially, in the even numbered years, by the several departments, institutions, commissions, and officers of the state, of an estimate in itemized form, to the governor, stating the amount of money needed for their wants for the biennial period beginning with the first day of July thereafter.

It provides that, on or before the 15th day of November, biennially in the even numbered years, the auditor of state shall furnish to the governor statements of the balances standing to the credit of the several appropriations at the end of the last fiscal year, monthly revenues and expenditures from each appropriation, annual revenues and expenditures, and the monthly average of such expenditures.

The act further provides that all officers shall furnish the governor with information desired in relation to the affairs of the office, etc.

The governor is required to submit to the general assembly, at the beginning of each regular session, together with the departmental estimates, his budget of current expenses of the state for the ensuing biennium. Under section 5 of the act, the governor is empowered to appoint persons to examine the affairs of any office, etc., and to make findings and recommendations relative to increasing the efficiency and curtailing the expense therein.

To enable the governor to carry out the provisions of this act, the office of budget commissioner was created. The budget commissioner is appointed by the governor, to serve at his pleasure, and the office is a separate department of the governor's office. The position was created in 1913, and four commissioners have served since then. The present budget commissioner was appointed in September, 1919. An assistant and a secretary have been appointed to assist in the performance of the duties of the office.

Four budgets, each covering a biennial period, have been compiled by this office, two by one commissioner, and two by another. One commissioner aided on the second budget, while the latest commissioner has prepared none. It should be noted in this connection that Ohio was one of the first states to enact budgetary legislation, and accordingly has compiled a greater number of budgets than any other state, with two or three exceptions. The adoption of budget laws by states is only a recent movement, but now over two-thirds of the states have laws on the subject.

#### GENERAL COMMENT

An extensive bibliography is easily available to anyone desiring information on the subject of budgets, not only for states, but for the Fed-

eral Government, cities and counties. Even now this mass of literature is being augmented, some with special reference to the Ohio state budget procedure.

For the purpose of a reorganization study and plan for the state of Ohio, however, it is deemed unnecessary to attempt a searching and replete disquisition upon all the theories and phases of budget making. So far as the general principles and procedure relating to budgets are applicable to the findings and recommendations contained in this report, they will be indicated in conjunction with the text.

Comment is heard locally that the state of Ohio has not in fact a "budget",—that the methods followed result only in a make-shift, a half-way budget. A supplementary report printed for the Select Committee on Budget of the House of Representatives, entitled "State Budget Systems" (Government Printing Office, 1919) presents a "Digest of Budgetary Legislation" in the states. Nineteen states are enumerated as having budgets. Under the title "Consolidated Estimate Plans" the budgetary procedure of 23 states is reviewed. Ohio is included in the latter class.

Review of the act passed in 1913 discloses that the end sought was an effective budget, and that at the time of its passage the act was a distinctively progressive movement. Budget making is not a fixed science, or art. In all our governmental divisions it is in a stage of experimentation and development. Conception of what a budget should be is continually changing, and governments are profiting by observing results of existing procedures. The very definition of budget is under discussion, and the several states in adopting laws on the subject have fixed their own definition of the term. Individual interpretation of the term permits each one to determine for his discussion what shall be the form and content, and the procedure as to time and manner of presentation, the consideration and action by the legislative body, and the means of its execution.

It may be concluded that, by statutory definition, Ohio has in fact a budget. The statute of 1913 has remained on the books unchanged, and experience since then has indicated marked improvements and refinements in procedure. Because Ohio took an early initiative in adopting a budget law, it may be assumed that she will readily avail herself of the advances in the processes which have been given general recognition by several states. In large measure these refinements may be accomplished through legislative amendment and revision of administrative procedure. **Legislation will not accomplish everything, however. The personal interest, earnestness and intelligent effort which a governor and the members of a general assembly apply to the budget cannot be regulated by constitution or statute. Only genuine and impersonal interest in the welfare of the state can govern the public officers in preparing and considering the budget plans. What is needed in Ohio is not endless legislation,**

**but leadership in budget making.** Fortunately, there is no sign of retrogression; it is difficult to conceive of the modern state operating without a scientific budget, and already Ohio has made progress since the law was passed.

#### NEED FOR CONSTITUTIONAL PROVISIONS

One of the causes that prompted the general assembly of Ohio to inquire into the possibility of organization of the state government was, undoubtedly, recognition of the fact that the administrative branch of the government is a disintegrated type of organization, consisting of a large number of practically independent services. Only to a limited extent has the governor any positive powers of direction and control. As the activities undertaken by our state governments become more numerous and complex, and in many cases similar to those performed by private business, the same standards of efficiency and economy are demanded as obtain in private corporations. Results can be attained only through a form of organization similar to that found essential in the business world, and which recognizes a central line of authority and supervision over the agencies and methods of administration.

Accordingly, in the proposed reorganization plans, the governor is given a greater power of control over and is made the head of a strongly centralized administrative organization. While the prevailing tendency of the citizens of a state is to hold the governor responsible for the kind of public service the state departments render, yet they seem to ignore the fact that the governor lacks authority to get the best and most economical results. This condition is remedied in the realignment of authority, and it is sought to make it possible to plan and obtain effective results through a modern budget procedure.

With the centralization of administrative authority, it becomes imperative that the legislature maintain its directive function and that the people safeguard their rights of making public decisions. The budget is of genuine concern to all the citizens, as the popular will cannot be formulated and expressed fully and intelligently without adequate budget methods. It is imperative that there should exist the means for carrying out the general will and control in respect to those duties and activities of mutual concern to all the citizens, and that the method have the confidence and endorsement of at least a majority of the citizens of the state. To guarantee to the people their privilege and responsibility, it is believed that the basic law of the state should make provision for the conduct of governmental affairs by a process which will guarantee the exercise of the popular will and control.

It is recommended, therefore, that the state constitution be amended to include provision for a budget system. The essential elements of such a system, which it is believed should be incorporated in a constitutional amendment, are:

- 1 — That the governor be made responsible for securing requests for proposed expenditures from responsible officers of all state agencies; also estimates of all anticipated revenues.
- 2 — That the governor be required to review all requests for expenditures, and with the counsel of his administrative officers prepare a complete plan of proposed expenditures.
- 3 — That the plan of expenditures be coordinated by the governor with the estimate of revenues.
- 4 — That the governor have a permanent staff agency to assist him in the collection and preparation of the budget data.
- 5 — That the governor be required to hold public hearings on the tentative budget before its presentation to the legislature.
- 6 — That the governor's plan or budget be submitted to the legislative body early in its regular session.
- 7 — That the general assembly be required immediately and openly to consider the governor's budget by a joint committee of the house and senate; that the chief executive and other executive officers be available to explain their requests; and that the general assembly provide for public hearings on the budget prior to its passage.
- 8 — That a consolidated appropriation bill accompany the budget.
- 9 — That the legislature be not permitted to pass any appropriation bill, except in case of emergency upon recommendation of the governor, until the entire budgetary plan for the state is acted upon.
- 10 — That the legislature be permitted to reduce or strike out items of the governor's proposed budget, and be permitted to add to the proposed expenditures only provided the necessary revenues are provided by them.
- 11 — That the governor be given authority to supervise the expenditure of all appropriations, and report to the general assembly transfers and changes in the items of appropriation.

The details in procedure required to make these provisions effective may be secured through legislation, and need not be incorporated in the constitution.

#### PRINCIPLE OF THE EXECUTIVE BUDGET

It will be noted that in these provisions the governor is given large responsibilities. This, it is believed, is in accord with the present tendency in all state governments.

By statute, the requests of all departments are submitted to the governor, who transmits them to the general assembly together with his "budget of current expenses of the state for the biennial period". Thus Ohio, in general terms at least, has adopted the principle of the "executive" budget. — i. e., the principle of empowering the chief executive to bring together and propose in one comprehensive plan the activities to be conducted by the state, and to prepare a financial statement showing their cost and the manner of raising the necessary revenue. In practice, it may be that the governor finds it impossible to realize fully upon this principle, owing to the independent authority of some administrative agencies. It would seem, from the budget law, that the governor is authorized to revise requests as well as review them. Certain it is, that the intent of the law was not to place with any other state agency the duty of preparing a complete plan of state activities, — as is provided in the case of the so-called "legislative" budget, compiled by a legislative committee or other officer under its direction. The general practice in our states is to place this responsibility with the governor, and as Ohio has long since established this method, no argument for its continuance need be broached.

#### THE GOVERNOR'S RELATION TO THE BUDGET

The most important duty of the governor is that of preparing the budget, involving as it does the future work and development of every department of the state government for two years, and the document deserves his closest personal attention.

#### CONFERENCE SHOULD BE HAD WITH HIS ADMINISTRATIVE OFFICERS.

It is essential that assistants perform some phases of its preparation, and this is provided by statute. In its presentation to the general assembly, the governor should be prepared and be required to support his recommendations before the legislature. At the present time the budget carries no extensive comment by the governor, and it is not the custom of the legislature to call upon him in person to explain his budget plans. It is believed an adequate procedure should include such demands.

Provision should also be made that the governor-elect shall be enabled to participate in the formulation of the budget. With a two-year term of governor, the reasons for this recommendation are manifest.

#### LEGISLATIVE CONSIDERATION

The effectiveness of the budget procedure depends to no small degree upon the consideration given it by the general assembly. It seems to be the desire of the members of the legislature that the information relative to the state's undertakings be submitted in great detail, showing for each office, institution, etc., just what positions exist, each salary, and the quantity and cost of each kind of supplies, etc., wanted.

No legislative body, or committee of the general assembly, can consider and act intelligently upon public problems by such procedure. The time available to them is too brief, and they become lost in a mass of details, overlooking the broader phases of the state's affairs. The general assembly should concern themselves with policies, activities, public improvements, and total costs, rather than with positions, unit quantities, and items of appropriation. They should consider the budget in terms of *activities* or services, — the necessity for their being undertaken, their extent, and the justifiable expense for them when compared with other possible uses of state funds.

This approach, it will be appreciated, is different from that which attempts to determine for any office, department or institution how many people shall be employed and what the salary shall be, and how much of each kind of supplies, materials, or equipment, will be necessary during the next two years. One point of view considers the demands and desires of the people as to the services to be undertaken by the state; the other considers only how many jobs can be filled or contracts for supplies secured for friends. It is believed that the adoption by the general assembly of the activity or service as the unit for consideration, and even of appropriation, would strengthen the members in performing their duties as representatives of six million individuals.

Complete and understandable summary tables should be presented in the front pages of the budget by the governor, — one showing, for each organization unit and activity, the requested appropriation for the two-year period; another showing, in detail by sources of income, how it is proposed to finance these requests. These two sets of outstanding figures may then be grasped by the general assembly, and with executive explanation, that body can determine policies and appropriate funds for their execution.

They may safely and judiciously leave to the governor the details as to the itemized requests for personal services and goods, as the chief executive is charged with carrying out their policies in the most economical, expedite and effective manner, and to do this must carefully prepare the items comprising his recommendation. It is not intended that the legislature shall surrender any of its rights by the recommended procedure. For instance, it is contemplated that a salary schedule accompany the budget, setting forth each position in the state service and fixing a standard rate of compensation for each grade of service.

#### UNIT OF APPROPRIATION

The unit of appropriation in the procedure now followed is the object of expenditure detailed in accordance with the classification established by the budget commissioner. This classification is not identical with that followed by the auditor of state in his accounting records,

although it is believed that the auditor (director of finance under the proposed reorganization) should be empowered to establish uniform classifications, both of income and expenditures, for adoption and use by all state departments. Budget requests should be prepared by departments in conformity with such classifications, detailed as necessary to support the requests.

As has been suggested, the general assembly should consider activities rather than items of the budget, so it is believed the legislative body should adopt the activity, — or specific service performed — as the unit of appropriation. Adoption of this suggestion would reduce the size of the budget and the appropriation bill, and require less detail to appropriation accounting records. The basis of the recommendation has been stated under the preceding caption — that the general assembly cannot satisfactorily or even intelligently, in the short time allotted for this important task, determine upon the necessity of either the personal services, supplies and other items which may be required to get done the services they have authorized. These must remain details properly to be considered by the administrative officers. The soundness of these observations is emphasized when it is reflected that the detailed sheets requesting personal services, materials, equipment, etc., are prepared by departments thirty or more months prior to the time the legislative program must be carried out. With fluctuating market conditions, the task imposed to determine unit quantities becomes almost guesswork in many cases.

#### REQUESTS FOR EXPENDITURES

A budget consists of two sections, — the requests for expenditures, and the estimated revenues to meet them.

By statute, the requests are to be submitted on or before the 15th day of November, biennially in the even numbered years, severally by the departments, institutions, commissions and officers of the state, on blanks furnished them, the estimates being submitted in itemized form to the governor, stating the amount of money needed for their wants for the ensuing biennial period. The governor submits these departmental requests, together with his estimate of the current expenses of the state for the same period to the general assembly at the beginning of each regular session.

These are the only provisions of the law relative to the requests for expenditures. It may be assumed that the present form of budget, as to nature of requests, and arrangement of the information, is that determined upon by the governor as best conforming to the letter and spirit of the law. In his decision he has undoubtedly had the counsel of the officers of the state, as well as being informed as to the wishes of the two houses of the general assembly with respect to the requests.

It is recommended, in reference to the requests for expenditures, that the law provide:

- 1 — **That the governor shall furnish the request blanks.**
- 2 — **That there be one form for requests, which form shall be uniform and designate clearly the information desired, and**
- 3 — **That the governor be required to furnish blanks to the departments, officers, etc., on or before July 15 in the even numbered years.**

It is recommended further that the law provide that requests for expenditures shall give a complete and itemized plan of all proposed expenditures for each year of the ensuing biennial period, for each state agency, classified by function, charter and object; that opposite each item of proposed expenditure the budget shall show in parallel columns the amounts appropriated for each of the last two preceding appropriation years, and the increase or decrease.

It is suggested that the director of finance be required to prepare and furnish the information relating to past appropriations, this information to be entered on the blanks prior to their distribution to the several agencies.

#### ESTIMATE OF REVENUES

The present law makes no provision for an estimate of the revenues and borrowings for the ensuing biennial period.

It is recommended with reference to estimates of revenues that the law provide:

- 1 — **That the governor shall furnish blanks for estimates.**
- 2 — **That there be one form for estimates, which form shall be uniform and designate clearly the information desired.**
- 3 — **That the governor be required to furnish blanks to the agencies on or before July 15 in the even numbered years.**

It is recommended further that each state agency shall submit a complete and itemized estimate of its revenues and borrowings for each year of the ensuing biennial period; that opposite each item of estimated revenues and borrowings the budget shall show in parallel columns the revenues for each of the last two preceding appropriation years, and the increase or decrease. It is suggested that the director of finance be required to prepare and furnish the information relating to past revenues, this information to be entered on the blanks prior to their distribution to the several state agencies.

#### LIMITING EXPENDITURES TO INCOME

When these two sets of figures are received by the governor and tabulated by his budget assistants, it becomes his task to correlate the two — that is, to suggest the method of financing the requests, and to limit the requests to the possible income. This is one of the most diffi-

cult problems in the budget process, because it requires a deliberate consideration of all the proposed activities, and a careful weighing of each, in light of the program of service as a whole, to determine the necessity and popular demand for same and the minimum appropriation required for each of the two ensuing years.

This phase of the procedure may be best accomplished through conferences held by the governor with the department officials when preparing their requests, in order that he may question them as to their plans and inform them generally as to their relation to the entire problem of state administration and finances. This practice, in addition to its other advantages, should result in more care and thought being exercised by officers in compiling requests, and reduce the tendency to "pad" requests, made unduly high because a cut is anticipated.

The resultant program should be given wide publicity throughout the state, and provision be made for public hearings, in order that the largest possible number of taxpayers and various organizations of citizens may express themselves on the proposals both for current operation and public improvement projects. The governor will then be able to compile his recommendations in the light not only of the interested department heads, but also the trend of public opinion.

#### CONTINUOUS INVESTIGATION BY GOVERNOR

Section 5 of the Budget Act, in empowering the governor to employ assistants to examine the affairs of any department, contains commendable provision for enabling the chief executive to keep informed at all times of the exact condition of every phase of state activity. Advantage should be taken by the governor of this section of the law, to the end that he employ the necessary staff to make such examinations and report to him. The budget commissioner and assistants should visit the departments, commissions, and institutions, studying their method of operation, and investigating first hand and conferring with the proper officials relative to future plans for work, extension of service, and expenditure of funds.

In past years, appropriations made to the budget commissioner for traveling expenses have been allowed to lapse, to large extent, and no record was obtainable in his office of visits made to departments, institutions, etc., and what findings and recommendations resulted.

It is the express intention of the present budget commissioner to take full advantage of his opportunity to visit and learn about each state activity, as occasionally as time will permit, and to confer with officials as to their plans, in order that he may advise the governor as to the bearing of such plans upon the state as a whole. Adoption of such steps should reduce to a minimum unnecessary and untimely requests and prevent the submission of incomplete and unsound projects.

## CONSOLIDATED APPROPRIATION BILL

The next step is the preparation of a consolidated appropriation bill, to accompany the governor's budget as submitted to the general assembly. No provision is made in the present law for such bill, but is proposed as a part of the constitutional amendment. A general bill is presented under the present procedure, and it is suggested that this practice be continued, but such bill should be all-inclusive.

There is nothing to prevent members of the general assembly from introducing appropriation bills independently of the general bill, and either prior or subsequent to it. It is also the custom to introduce a "Sundry Claims Bill", amounting to many thousands of dollars, independently of the budget. Such practices only vitiate a sound budget procedure, and in the interest of the best possible government for the state the legislature should demand the cessation of such loose procedure.

## INCREASES BY LEGISLATURE

It is a moot question whether the legislature should be permitted to increase the requests as submitted by the governor. It is believed that the general assembly, as the policy determining body, and as direct representatives of the entire citizenship of the state, should have this right. However, should it be determined by them to extend any activity and appropriate an additional amount therefor, they should indicate the revenue which will be available to meet the cost. Of course, it is possible that up to a certain amount there will be unexpended balances available for these increases.

## REQUESTS FOR GENERAL ASSEMBLY AND JUDICIARY

It is a question whether the requests of the general assembly and the judiciary should be included in the governor's budget, due to the fact that these are coordinate branches of the government. To overcome this difficulty, it is suggested that the itemized estimates of the financial needs of the general assembly should be certified by the presiding officer of each house, and of the judiciary should be certified by the director of finance, and shall be transmitted to the governor before the 15th day of January next succeeding for inclusion in the budget without revision by him, but with such recommendation as he may deem proper.

## SUNDRY CLAIMS

As to the sundry claims bill, it is believed that all of the items contained therein should be handled in a regular manner, and be included in the governor's budget. The items would thus require the same consideration as other departmental requests, by a joint legislative committee on

appropriations. Exception could be made of such items as are really emergency, which could be presented in single appropriation bills with his recommendation on each.

#### EMERGENCIES

It is appreciated that in Ohio, having a biennial session of the legislature, it becomes a difficult problem for the governor to anticipate for thirty or more months the amounts which may be required to finance the wide range of activities undertaken by the state. The same difficulty exists in all those states having only a biennial session and requiring an adequate budget procedure. There naturally will result a necessity for handling many items of appropriation as emergencies. The law provides an emergency board, consisting of the governor, auditor, attorney general, and the chairman of the two legislative finance committees, which is authorized to determine upon emergencies, requiring the expenditure of a greater amount than has been appropriated, and to authorize the expenditure of money not specifically provided for by law. This provision is deemed an adequate one, and the continuance of this board is recommended.

Consideration should be given by the legislative body to the feasibility of preparing the budget more nearly currently, as possibly might be done through a committee of the two houses.

#### TRANSFERS BETWEEN ITEMS OF APPROPRIATION

Under the conditions imposed in preparing a budget for a two-year period, the question of authorizing transfers between items of appropriation becomes an important one, and problems of financing activities for which adequate appropriation was not made must be met, without vitiating the control established by the general assembly.

If the proposal that appropriation by activities be adopted and worked out, the problem of transfers becomes simple, as fewer requests for transfers will be found necessary. But even then, unforeseen circumstances will affect some phases of the service and require additional funds. It is believed that the authority for an additional allowance to any appropriation should be vested with the emergency board. The board of control would not need to be continued as it is in fact but another name for the emergency board. Transfers should be authorized to be made from a contingent fund, appropriated to that board, and which for Ohio should be a very considerable amount. Emergency items of the several departments, bureaus, etc., should not obtain. Under modern conditions it is asking too much for any officer to anticipate for thirty or more months his possible demands upon the public treasury.

#### MONTHLY BUDGET OF EXPENDITURES

It is recommended that sections 403-1, 242-1 and 2, and 243 of the General Code, be annulled. This act provides that each appointive office

shall monthly submit "a detailed itemized statement in duplicate of expenditures" to be made during the next month. This is reviewed by the budget commissioner, an allotment determined upon by him, and the auditor and department notified of the amount, and expenditures are supposed to be limited to these monthly allowances. Observation and inquiry among several offices reveal that this report is useless "red tape", and only a needless waste of time and stationery. The reports are valueless for budgetary control.

## SUMMARY OF RECOMMENDATIONS

- 1 — **That, in the budget procedure of Ohio, attention be directed to applying accepted principles of budget making, both in its preparation by the governor and in its consideration by the general assembly, rather than to enacting legislation on the subject.**

Leadership founded on Ohio's general welfare is needed, more than legislation, to obtain a maximum of results in the budget system. This leadership must be genuine, intelligent, continuous and impersonal.

- 2 — **That the activity be the unit of appropriation, as also of preparation of departmental requests and of the governor's recommendations.**

The present unit is the position or object of expenditure, except in cases of capital outlay when the addition, structure or improvement as a whole is used. As the object of the state is to serve the public, the expression of any plan for service should be in terms of the activities or specific services to be undertaken.

The present procedure respecting permanent improvements should be continued.

- 3 — **That the constitution be amended, to ensure to the people at all times in the future an adequate budget procedure.**

The Ohio constitution contains no provision at present relative to the budget. What are believed to be the fundamental provisions of an adequate procedure are indicated in the body of the report. They are designed to afford the popular will protection against the whims of all political interests and elected officials.

- 4 — **That the governor adopt a revised procedure in securing departmental requests for expenditures and estimates of income.**

The proposed revisions contemplate simplified reporting blanks; adoption of definite classifications for requests and ex-

penditures; comparative statistics for study and guidance; conferences with administrative officers; and an ample time schedule for the steps in the compilation of the budget.

- 5— **That the governor submit to the general assembly a complete program of state activities and improvements, proposals for financing them, requests being coordinated with income, and the governor's recommendations concerning the entire program.**

A complete program of work and the financial plan are not now available; the budget does not contain recommendations or comments by the governor; neither the governor nor his administrative officers appear in person before the general assembly or its committees to explain and support the budget.

- 6— **That summary tables, both of requests and estimated income, and of the governor's recommendations relative to these, be submitted.**

These data are not now complete and are not concisely and intelligibly set forth. The general assembly has not available a statement of the state government as a whole, its activities, and method of financing them.

- 7— **That the governor-elect be invited to participate in the preparation of the budget.**

The present law and practice take no cognizance of the expiration of the term of governor just prior to the submission to the general assembly of a biennial budget. Under the proposed reorganization the need for remedying this condition will be emphasized.

- 8— **That public hearings be had on the tentative budget, both by the governor and by the proposed joint legislative committee on budget.**

This is a neglected feature of the present procedure, although it is the only real and direct opportunity the public has of expressing its approval of or objections to the proposed services to be undertaken by the state during the next two years. The meaning of "public hearings" should be made clear through the custom of statewide announcement of same in ample time before they are held.

- 9— **That the governor accompany the budget with one general appropriation bill containing requests for all the operation, maintenance, and improvement projects to be paid from state funds during the ensuing biennial period, except emergencies.**

- 10 — That special or emergency appropriation bills be for a single purpose or object stated therein, having the approval of the governor.
- 11 — That the "sundry claims bill," and appropriation bills introduced independently by any member of the general assembly, be eliminated by including same in the general appropriation bill.
- 12 — That all appropriation measures, and bills requiring appropriations to make them effective, be referred to a joint legislative committee on budget.
- 13 — That requests for expenditure for the general assembly, certified by the presiding officer of each house, and of the judiciary certified by the auditor (proposed director of finance), be submitted to the governor before the fifteenth day of January, for inclusion in the budget without revision, but with his recommendations.

These budget requests are now received in the same manner as those of the executive departments.

- 14 — That the general assembly have the right to increase the governor's requests, provided they indicate the revenue from which to finance the additional cost.
- 15 — That the governor employ an adequate budget staff to keep informed of actual operating conditions in the several offices, departments, institutions, etc.

It is believed that the governor has never fully availed himself of the opportunity afforded him in the budget act in this respect. Continuous contact and study of departmental work and plans is believed essential for the chief executive.

- 16 — That the budget commissioner keep an accurate record of his activities, investigations, conferences, and visits to offices, institutions, etc.

Such record is not available for the work of former budget commissioners.

- 17 — That legislative control over expenditures by objects, as personal service, be maintained through the adoption of supplementary schedules as part of the budget, regulating positions and compensation, etc.

These are now items of the budget.

- 18 — That transfers between appropriations be made only upon authority of the emergency board.

- 19— That a sufficient amount for contingencies be appropriated to the emergency board.

This is the present practice, and it is believed it should be continued.

- 20— That the board of control be abolished, its duties being performed by the emergency board.
- 21— That the claims board be abolished, claims being included in the general appropriation bill and going before the joint legislative committee on budget.
- 22— That the act, requiring the submission by departments monthly of detailed itemized statements in duplicate of expenditures to be made during the month, be annulled.
- 23— That the general assembly consider the feasibility of preparing the budget more nearly currently.

# THE CIVIL SERVICE COMMISSION

Prepared Under Direction of  
DR. L. D. UPSON

By HARRINGTON PLACE

## HISTORICAL

The first successful attempt at civil service legislation in Ohio was put through in the Payne Bill of 1910—a bill making the merit system effective in the cities of the state.

In 1912 the constitutional amendment making civil service effective throughout the state and in the counties thereof, as well as the cities, was carried in a ratio of three for to two against and the law formulating the organization and the procedure was passed the following year.

At the time this law was passed, it was considered one of the best pieces of civil service legislation that had up to that time been enacted.

After the passage of the civil service law of 1913, Governor Cox appointed as the civil service commission of Ohio, Samuel Hoskins of Wapakoneta, President, C. I. Brown of Findlay and C. H. Bryson of Athens. L. L. Faris of Lynchburg was chosen Secretary. During the first year the time of the commission was largely devoted to organization and the development of a policy. Records as to the exact amount of work accomplished are incomplete, but as is usual, there was an immense volume of work in examinations to get out of the way immediately the organization was perfected.

During the first year, there were held 214 competitive examinations for original entrance into state and county service, besides numerous non-competitive examinations as provided for in the 1913 law. In the examinations about 20,000 candidates were examined.

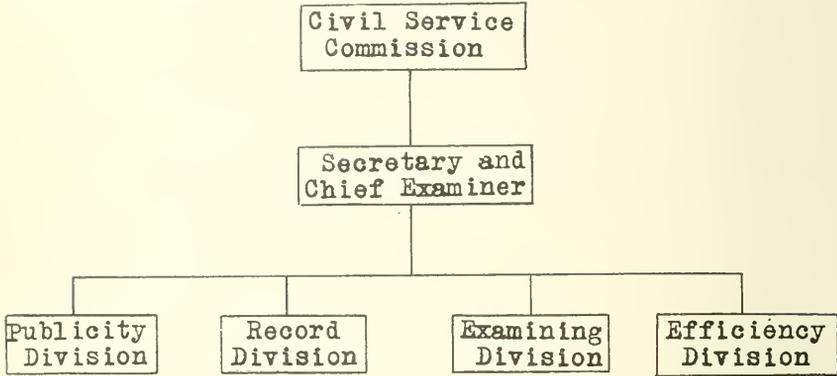
In late 1914 Mr. Faris resigned as Secretary, Mr. Bryson acting in that capacity until July 1915, when all three commissioners resigned.

Meanwhile the legislature had amended the 1913 law in several paragraphs, notably that one relative to the appointment and number of commissioners.

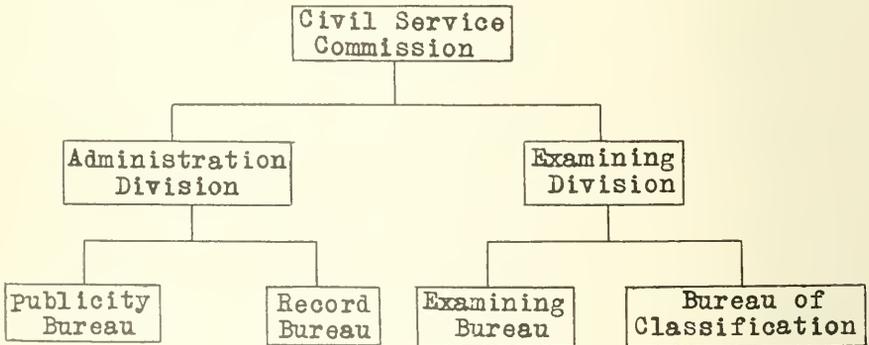
Governor Willis appointed Messrs. Z. B. Campbell, President, C. C. German and S. D. Webb to serve out the unexpired terms and Mr. W. E. Kirshner acted as secretary for a time.

On August 30, 1915, the new commission appointed under the provisions of the 1915 law entered upon its duties. Dr. Z. B. Campbell

Present  
Organization



Proposed  
Organization



was appointed president and Mr. S. D. Webb was appointed the other member of the commission.

A competitive examination for secretary and chief examiner was held and Mr. K. McKinley, the present incumbent, was appointed as that officer from the resulting eligible list.

Early in 1917 Mr. Webb resigned, Mr. George Ewing of Lancaster being appointed by Governor Cox to succeed him. Mr. Randolph W. Walton was appointed on June 15, 1917, to complete the term of Dr. Campbell, expiring August 30, 1917.

Messrs. Ewing, president, and Walton are the present members of the commission.

#### OBJECT AND EXTENT OF STUDY

In undertaking the study of the state civil service commission of Ohio, the first objective is to ascertain wherein the law, the rules and the practice of the commission are not in accord with the best civil service practice, and, as far as consistent, not in accord with the generally accepted principles of employment agencies in private business; and second, wherein the present organization is not properly functioning on a basis of existing laws, and to make such recommendations as may possibly bring about a more efficient and business like administration of matters of personnel throughout the state service.

#### THE ANALOGUE OF CIVIL SERVICE IN INDUSTRY

By way of introduction, we must consider the analogue of civil service in industry, its objects, problems and methods as well as the real function of civil service.

The original function of civil service was to oppose and destroy the abuses of the "spoils system", by a system of checks on entrance to the service, and retention of persons so checked at entrance during good behavior. Until within the last decade a reduction of the "turn-over" and a somewhat higher qualification for entrance were the only noticeable results.

Latterly, efforts have been made by civil service commissions to develop a real efficiency in public service.

Following slowly on the enormous industrial developments of the last two decades or twenty-five years, but developing substantially in the last decade, since employment and labor have been real problems, is the employment department in industry. This is endeavoring to do and accomplishing most that civil service has done for public employment, and much more. Instead of occupying a position comparable with that occupied by the civil service in public activities, the employment department of industry is a most important factor, and its chief is very little lower than the general manager.

The civil service is exactly comparable with the employment department, and both are likened to the purchasing department, the difference being that the two former purchase personal service and the latter, materials, equipment, tools and other goods.

#### PROBLEMS OF EMPLOYMENT

In order to establish a background, it is desirable and necessary to have the problems of employment, whether industrial or in public service, firmly fixed in our minds. The differences that exist are largely those of imagination. Business outside of that known as public business is conducted for profit. In public business, which is everybody's, and is conducted for the public good, the rules of modern business do not seem so clearly applicable, but in the present days of high costs, the opportunity for greater efficiency will be given more attention than is usually the case.

The great, outstanding, reducible factor of production cost is the labor "turnover", or in simple words, the hiring and firing of employes, indiscriminately. This is estimated variously by eastern employers (1916-17) as being from \$40 to \$200 per person discharged. A high official of one of the largest of the automobile factories was recently quoted as saying that unless an employe stayed a year or more in that plant, his services were unprofitable to the company. This is a strong statement and may be taken with a grain of salt, but it is indicative of the importance placed on continuous service. As the "turnover" in public service was and is the factor whose elimination has been sought by civil service, this cannot be emphasized too strongly. The retention of employes in service has been so stressed by employment agencies in private concerns that, we feel, other matters are somewhat neglected or overlooked in the effort in this direction.

Another development in private employment is the "service record", a fact history of individual performance, on which new rates of compensation are based. These records, developed in absolute fairness, come nearer to a solution of problems of industrial unrest than profit sharing and other forms that have been tried. Forming as they do the basis of financial advancement, they enable an individual to rise, without a maximum limit, to the full extent of his individual strength, application and ability.

The success of any employment agency is dependent directly on what it has to offer in exchange for personal service. In other words, to get as many men of the kind that are wanted, the service must be made a little more attractive than any other, and the factors that make for attractive service are:

First — Salary at start. It must be adequate and the same for the same work.

Second — Security in the job.

Third — Opportunity for promotion.

Fourth — Time for recreation and improvement.

Fifth — Pensions and retirement funds.

As the latter two items are matters belonging to the welfare bureau, which as yet has no position in public service, they will not be discussed.

The first three factors apply to any service, however, and are fundamental in salary standardization and in setting up a graded classification.

The application must be obvious in the service of Ohio. The fact that salaries in the state service of Ohio are practically what they were prior to the entrance of the United States into the war makes the wonder grow how there is anyone left who has not been forced to other employment.

The criticisms and suggestions following are made with these essentials, mentioned above, in mind.

#### CRITICISM OF LAW.

The law is based on Article 15, Section 10, of the Ohio Constitution:

“Appointments and promotions in the Civil Service of the state, the several counties and cities, shall be made according to merit and fitness, to be ascertained as far as practicable by competitive examinations. Laws shall be passed providing for the enforcement of this provision.”

Only those sections of the law relevant to the points enumerated heretofore or that are particularly noteworthy will be discussed.

#### APPOINTMENT OF COMMISSIONERS.

Sec. 486-3. The appointment of two commissioners is unusual but not criticised. The method of selecting the commissioners is open to criticism in that the law mentions no qualification of a commissioner save that both shall not be members of the same political party. Emphasis is placed on politics — and its equalization in a body where politics should not be discussed. “Where patronage is lost to the ‘ins’ as well as the ‘outs’ there will be no partisan advantage”. That many evils have resulted, no one will deny. One remedy that has been suggested is to place the civil service commissioners in the classified service.

If the laws were more rigid and the function of rendering decisions were not so large a part of the work of the commissioner, the procedure might be administered by one man, chosen by competition because of his familiarity with the needs of the public service, because of his knowledge of employment methods and technique of examinations, because of his familiarity with service records and efficiency ratings, and also

because of his familiarity with the problems of departmental organizations. The administration of examinations and records by one man is possible. The matter of holding hearings on appeal, etc., would present greater difficulty, but with the aid of a personnel board it could be made fully as effective as is the case at present where there are two, three, and even more commissioners.

#### POWERS AND DUTIES

Sec. 486-7 — First subsection: "prescribe, amend and enforce administrative rules for the purpose of carrying out and making effectual, the provisions of this act."

The 1913 law gave the rules of the commission the force and effect of law. The present law does not, and while the commission has an elaborate set of rules, they have no means of enforcing them if there is, on occasion, a disposition to proceed counter to them. The effect of law should be given to the rules.

#### CLASSIFIED AND UNCLASSIFIED DEFINED; EXEMPTIONS

Study of the constitutional provision fails to develop any suggestion that exemptions to the operation of the competitive feature were to be general. The 1913 law made the mistake of making too many exemptions and the 1915 law amplified them beyond reason.

Elective officers are exempt, of course. There is nothing in civil service that contemplates the restriction of our democratic privileges. The exemption of the heads of departments who may be said to form the "cabinet" of the executive,—i. e., those who assist in forming policies for the administration, is logical. Otherwise there is no reason why a department head should be exempt, as far as the practicability of examination is concerned, and for reasons of economy and the good of the service there is every reason why a department head who is efficient should stay during good conduct and the continuation of efficient service. This applies particularly to department secretaries, who are the "works" of a department generally.

There is nothing impracticable about holding examinations for employes of the general assembly, and it is done in Wisconsin with decidedly beneficial results.

There is no reason for assuming the functions of boards of education in examining teachers. Librarians may be examined; they have been elsewhere.

The reason for exempting three secretaries, assistants or clerks and one personal stenographer for elective state officers is doubtless based on the "confidential" relations existing. Why there should be so much "confidential" matter in affairs of public interest is not entirely clear. The exemption of deputies to an officer is concerned in outlining a policy,

in which work the deputy may be called, is reasonable, but the exemption of a deputy simply because he has been called a deputy some time in the past is unwarranted, particularly in the discharge of purely routine business.

In the legal service of the state, there are reasons why the attorney general should make his own appointments. Unless he is absolutely sure of his subordinate, there might be a leak of information that would result in defeating justice.

Were all responsibility in connection with the determination of the "practicability" of an examination removed from the commission, the latter would be freed from the criticisms that will follow whatever action it may take. The more rigidly such determination is established by law, the freer from complication will be the administration of this law.

As indicated previously, the 1913 law was weak in its section on exemptions. Too many were made then and the changes in 1915 weakened it still more.

The "confidential" and "fiduciary" relations have been made the basis of argument for exemption ever since civil service has existed. Persons have been very successfully examined for such positions for a decade or more in Chicago, New York and other places. It is possible that the examining procedure in Ohio has not covered a full and detailed investigation of the character of applicants for such positions. Had the commission an ample appropriation, it could be done in the case of every applicant as it should be, for the state has reason to expect 100% integrity from *every* employe and should not restrict this requirement to exempt employes alone.

Furthermore, being given such amplitude in exemptions, as is bestowed in the 1915 law, it is only human nature to ask for more and make every effort to get more exemptions, and often an enormous amount of time is wasted in discussing such matters when there should be no discussion or consideration given.

From the standpoint of economy, the changes in the exempt positions, with each change of administration, is one of the most expensive extravagances of the system. As these positions are generally those paying the best salaries, the "turnover" cannot be figured in the same low figures that express "labor turnover", as, too often, the appointee to an exempt position has to learn everything about his job, and may be able to perform those duties only indifferently after he has learned what they are.

The effect on the ambition of subordinates damping as each exemption removes an opportunity for advancement to a subordinate who may have all of the qualifications therefor; so the more exemptions there are, the more expensive is the operation to the state in actual cash outlay per amount of work done, by reason of the "turnover" and also by reason of the killing of ambition.

The unskilled labor class should, theoretically, be regulated by civil service procedure, but at the present time any attempt at the procedure outlined in the law is useless, as the present conditions have rendered it entirely unavailing. It is recommended that this clause be stricken out, at least until conditions are greatly changed.

Notice of appointment of labor, to supply data for checking payrolls, is all that is necessary, and practically all that is now required.

#### RULES AND CLASSIFICATION

Sec. 486-9—The classification of positions is one of the fundamentals of civil service. The classification incorporating standard specifications and contemplating standard salary rates was begun in 1916 and adopted early in 1917.

The "standard specifications" are designed to set up a graded service based on functional lines, and offering a gradual advancement and promotion from the lowest and entrance grades to the higher positions of employment and are a basis for setting up examinations, both original and promotional, and of value in setting up standards of work for the several grades. The results contemplated are set up on pp. 10 and 11 of the specifications.

To accomplish all of these things, or any of them, the needs of the service must be made the subject of a very thorough study and analysis under the direction of the commission.

That this was not done seems evident from the great amount of resurvey work done by the efficiency division and from the fact that for some departments the civil service commission does not hold promotional examinations, but allows the head of department to make nomination therefor, after which the efficiency division makes an investigation of the individual case.

In connection with this matter, it is recommended that these specifications be revised, by a conference between the efficiency division and department heads or representatives, and that the requirements and duties be set up on the basis of the results of the conference in which the duties and responsibilities of positions, and not the peculiar qualifications or temperament of the individual incumbent, are the matters discussed.

No individual cases of imperfections are in mind as the time allowed for the study did not permit the close analysis of any particular position in connection with the specifications. The definitions of duties and qualifications must be worked out with great accuracy to insure the proper selection of incumbents for specific duties through the process of examination.

The same section authorizes the preparation of rules "for maintaining and keeping records of the efficiency of officers and employes", and Sec. 486-18 empowers the commission to make investigations for

the determination of efficiency and to fix standards thereof, and also makes the compliance with the commission's requirements mandatory on officers and employes.

Up to this time there have been no service records prepared and put into general use, and the ratings in promotional work have been approximations at best.

The preparation of service records is a matter that has never been solved entirely satisfactorily in public service, and there has been a natural hesitancy in inaugurating an incomplete or an unsatisfactory system of records. A start should be made in this work as the fact record of performance is the only proper basis of determining merit for advancement or promotion, and it will develop as work on it progresses. This work should be done and the records started before reorganization and other efficiency studies are contemplated.

The classification or standard specifications lack all mention of standard salaries for the several services except the clerical and the engineering group of the professional service.

The establishment of salaries is a legislative function—and one that should be attended to at once by the present legislature. The revision of all salaries and the determination of new rates and ranges of compensation for all groups and grades, should be based on the present cost of living, the market value of the same service in Ohio, and the value of the work.

The present schedule of salaries is so low in Ohio that it is an astonishing fact that there have been any in the service who could afford to stay. That many have been unable to stand the economic pressure is indicated by the "turnover" records, notably in the highway department.

#### EXAMINATIONS: EXEMPTIONS AS TO SOLDIERS AND SAILORS

Sec. 486-10—The constitution authorizes no general class exemption from the application of the competitive examination. The law of able things to the men who defended democracy for us and we cannot assume that the bill was introduced with any but the most patriotic motives. The result on civil service will be essentially the same, however, 1915 introduced the preference provision for veterans of the Civil War, requiring them to file a certificate of discharge merely, and without examination they become eligible for appointment. As bad as this seems, the results have shown that the veterans of the War of the Rebellion are too old and infirm to undertake even public service, and they realize it. However, the Liggett Bill, senate bill number 3, 1919, contemplates bringing veterans of the Spanish American War and the war with the central European powers, including all branches of service and nurses, under the same broad provision.

No one can reasonably refuse land, bonds, pensions, or other valuable things to the men who defended democracy for us and we cannot

assume that the bill was introduced with any but the most patriotic motives. The result on civil service will be essentially the same, however, as though it were deliberately intended to kill all competitive methods of selection for the service of Ohio.

On its face it seems unconstitutional. The result, if the bill passes, will be that eligible lists will be filled with returned soldiers, whose fitness is questionable and whose appointments will be largely, if not entirely, determined by the pressure of one sort or another that may be brought to the appointing officer.

The employment situation now is grave enough to be considered a national emergency. There is a general sentiment among non-combatants that the returned soldiers themselves do not want such legislation. This is evidenced by an editorial in a recent issue of the Saturday Evening Post: "We are not afraid that an army that fought for an ideal and thirty dollars per month will turn spoilsmen when faced with a national emergency". The committee is urged therefore to assist by every means in ascertaining that this bill express the sentiment of the organizations of returned soldiers, and whether there are not other ways of showing patriotic appreciation for this service.

#### APPLICATIONS

Sec. 486-11 — Concerning the application themselves, there is no comment. The charge fees of 50c and \$1.00 for examinations for positions paying below and above \$1,000 respectively is unusual. The revenue derived is inconsiderable. If it was intended to keep out unqualified candidates from the examination it may discourage a few, but a more efficacious method seems to be easily found in more rigid requirements. Otherwise the charge seems too small and picayunish to be made by the great state of Ohio.

#### APPOINTMENTS

Sec. 486-13 — Under the present wording of this section, an appointing officer has unlimited time to make an appointment after the certification of names from an eligible list. An explicit statement that appointments shall be made within fifteen days from the date of the certification would have two results: first, the appointing officer will avoid the appearance of "jockeying" with eligible lists; and second, the civil service commission must certify the names of persons who are not only eligible but available, which is often quite as important.

#### TEMPORARY AND EXCEPTIONAL APPOINTMENTS

Sec. 486-14 — Though temporary appointments are one of the commonest means of evading the strict application of the law, the provision permitting them is absolutely necessary. The number of temporary

or provisional appointments in force is a very good index of the activity and vigilance of the commission as is the length of time for which they are permitted to run. The wisdom of the requirement that successive appointments (temporary) to the same position be not allowed, is doubtful as there is a question whether it is better to incur added expense by changing the appointee, or permit an appointment with some political or personal preferences until the position can be filled by the regular procedure. The retention of one appointee of the temporary character, while being open to abuse, is a more business-like procedure.

#### PROMOTIONS

Sec. 486-15 — The law makes the filling of vacancies by promotion dependent on the practicability of the promotional procedure. The good of the service may sometimes be augmented by the infusion of new blood, and sometimes there may be no one in a lower grade with precisely the qualification necessary for the position vacant.

For the purposes of real organization, there should be understudies in every office under constant training for higher responsibilities, and as one of the factors making employment attractive, the opportunity for advancement should be presented as often as is possible for the determination on the questions of merit and fitness.

Except in unusual cases, there should be the possibility of promotion from lower grades, the good of the service being the only consideration worthy of exception.

The factors mentioned in the law as controlling promotional tests are merit, conduct and capacity in office, and seniority. "Efficiency and seniority in service shall form a part of the maximum attainable in such examination."

As promotional tests may form so vital a part of the machinery of the employment department, more time and space will be devoted to it here than may seem warranted.

Promotion is defined as "advancement to a higher position, grade, class or rank — as to earn promotion by study or bravery". It contemplates a change of duty, and the definition indicates that it should be earned. For the purposes of this discussion "conduct and capacity of office" or efficiency in a lower grade may be considered one factor, seniority is mentioned as another, but the value of seniority as indicative of any positive virtue is questionable. The fitness for or ability to perform the duties of the higher position should be another factor. "Merit and fitness" should be the determining factor in promotion in the civil service if anywhere.

#### SERVICE RECORDS

It is in connection with the determination of merit that the service record is being adopted in private employment generally, sometimes even being made the one basis of wage increases. It is true that conditions

in private employment are such that it is much simpler to apply the service record to such uses, than those in public employment. The fact remains that to be productive of the desired results, promotions must be absolutely "on the square". The service record is a record of facts in connection with individual service. The problem in developing the records is to secure the proper information and give it its proper value. In private employment there are no such safeguards set up as are encountered in public service, and the promotion or advancement is possible as soon as the merit therefor is discovered. The best that can be done in the public service is to give "efficiency" a rating to be used when a vacancy above makes a promotion possible. As the promptness with which merit is rewarded is a vital element in its appreciation, it is good business to attend to such matters promptly, but the public service must do the best possible under the handicap.

The service rating must be done with absolute impartiality and on factors whose value may be given a definite rating rather than expressed in vague terms.

Sec. 486-18 — amplifies the matter of "efficiency" as a factor in promotions, and the failure of the commission to establish some system of rating it is the most serious omission disclosed in the study of its work.

The general plan outlined in subsection 15 and 18 is admirable. It would be strengthened were written and oral tests specified and made mandatory as part of the promotional procedure as a surer means of ascertaining fitness or qualification for the duties of the higher position.

As the promotional system has such close relation to the vital elements of the whole matter of employment, the matters mentioned deserve attention at an early date.

#### TENURE OF OFFICE — REMOVALS

Sec. 486-17-A — The tenure of office shall be "during good behavior and efficient service". The question of removal is the most debated of any in civil service administration. As a matter of efficient and modern employment procedure, the provisions of this section are quite in line.

The breakdown in discipline in an office to which an employe has been reinstated may be obviated by the simple procedure of having the investigation made before action is taken. In modern private systems, the employe is not discharged by a department head or foreman. They make a report, the employment department investigates, and if a change is desirable a transfer is arranged if possible, or some readjustment is attempted. In this connection the employe should not feel that he cannot be removed, and as a matter of conservation, the department head should use every effort to readjust the employe in some way before asking for a discharge if there is any doubt as to the outcome of charges preferred.

It is not the intent of the provisions of the law, and is not the wish

of its administrators to keep incompetent and inefficient public servants in office. The inefficiency should be clearly demonstrated before any attempt at removal is made, and as suggested, the charge could be brought before definite action is taken and most of the objection to the present situation be removed by so doing. In private employment agencies the procedure is, briefly as follows:

The foreman or head of the department in which the unsatisfactory employe works, sends a notice of the conditions existing to the employment department, which at once institutes an investigation and if it is developed that conditions are as represented, an effort is made to transfer the employe to work at which he may be employed efficiently. Sometimes the fault is located at the door of the foreman or department head, in which case the action is taken there. As previously indicated, the conservation of man power is so important that the effort to save a discharge is not abandoned until there is no doubt that the service is better off with the man discharged. Some factories go so far as to make three readjustments of the individual before discharge is finally made.

#### EFFICIENCY

Sec. 18.—As indicated, a start has been made toward getting the necessary foundation for service records and efficiency ratings. The standard graduated classification is only a beginning and while it may seem that more might have been accomplished, the rating of efficiency is an exceedingly difficult matter until salaries are standardized so that all doing the same work are receiving the same recompense, for efficiency is a variable for a grade in which salary should be a constant, practically, but never will be until definite authoritative action to that end is taken.

Whether the efficiency studies comprehend those of reorganization is doubtful and the wisdom of undertaking such studies before the entire service has been won to the efficiency of the examination and other fundamental procedure, is questionable.

#### OTHER SECTIONS OF LAW

The remaining sections of the law have to do largely with municipal commissions and penalties for violations of the law.

The section establishing civil service in the municipalities probably has gone too far in the requirement of civil service for all cities. The operation of the system in small cities is very unsatisfactory and probably unproductive of any real good.

The failure to place any real supervisory functions in the hands of the state commission and to make the state commission a clearing agency for all sorts of civil service information is a disappointment. There should be some centralized control or supervision over the operation of the law in the cities above say — 50,000 population

## ORGANIZATION AND FUNCTIONS OF THE COMMISSION

The functions of the commission, together with the organization of its personnel and the relations of the several units are graphically shown in the chart accompanying. The only modification of the present organization recommended at this time is to place the efficiency division under the direction of the chief examiner, as an adjunct of the examining division.

## WORK OF THE COMMISSION

In making the investigation, practically all work was done in the offices of the commission, going through its records and in conference with the commissioners, the secretary, the examiners and the clerks of the several divisions.

The work done by the commission itself covers a wide range, as it includes the usual administrative functions, functions almost legislative in the formulation of rules, and in hearings and trials its functions are nearly, if not quite, judicial.

## LEGISLATIVE FUNCTIONS

These are expressed in the rules. The criticism of the rules of the commission reflect onto the law itself, as the latter gives the commission no means of enforcing the rules prepared by it. Whatever shortcomings there may be in the rules, are inconsequential in comparison to other matters.

## JUDICIAL FUNCTIONS

These functions are performed in hearings and trials, relative to appeals from rulings of department heads and for discharge after charges have been filed. There have been many of these. A number of cases were investigated in Columbus, in which dissatisfaction had been expressed by individuals having no interest except that of good citizenship. The records of the commission were scrutinized, the commissioners and officers of the commission were interrogated and in each instance the decision rendered was the only one that could have been made in the facts adduced in the testimony, and under the law.

Since leaving Columbus, many allegations as to the unwarranted action of the civil service commission have been made and have reached the field agent. The latter holds no brief for the civil service commission, but does appreciate the unthinking manner of most disgruntled position seekers in making and giving publicity to criticisms on the methods of the civil service commission. If a small percentage of the reports were true, generally the mere removal from office would be no fit penalty.

It is suggested that the committee on administrative reorganization ask the civil service commission to appear with records and make such

statements and answer such questions as the committee deem pertinent. Such charges are serious matters. If true, the state should know them and get its information straight; if untrue, the state should know it just the same, but the commissioners should be given the opportunity to be heard authoritatively in any event. The commission was expecting to be called before the committee as were other departments, at the time the study was made, but at the last advices, the commissioners had had no hearing.

#### ADMINISTRATION

These duties are divided pretty evenly between the record division and the examination division. The publicity division consists of one man only, and the efficiency division of two examiners and a stenographer.

The administrative functions of the civil service commission simply expressed are:

First — To hold competitive qualifying examinations for determining eligibility for appointment.

Second — To establish such eligible lists.

Third — To make certifications from eligible lists to fill vacancies.

Fourth — To see that appointments are made from such lists duly certified.

Fifth — If no list exists, to authorize a temporary appointment.

Sixth — To keep records of service on all employes, to the end that efficiency may be promoted.

Seventh — To control promotional procedure.

Eighth — To check all payrolls — relative to the legality of the appointment of all persons included thereon.

The record division is concerned with all of these functions except the first, sixth and seventh — although it does the actual compilation of the eligible list.

The examination division has the first and second and the efficiency division has the sixth.

#### RECORD DIVISION

A detailed exposition of the minutiae of this and the other divisions, with exhibits of forms, blanks, and records has been prepared and discarded as being unnecessary to indicate the work done. However, a synopsis of the work of the record and other divisions will be useful in following the procedure and indicating its volume.

#### PROCEDURE IN CALLING AND HOLDING EXAMINATIONS.

In order to indicate clearly the procedure of examination work, it may be well to follow through the entire process of calling and holding an examination with some of the detail in connection therewith. The necessity of an examination is disclosed, possibly, by the receipt of a requisition for certification for appointment. In case there is no list of

eligibles the necessity for the examination is disclosed. This is made a matter of record in the record division, and in case the position is a new one it is referred to the efficiency division for a survey. In case the efficiency division reports adverse the commission takes action limited to proper classification. In case no eligible list exists a provisional appointment is authorized by letter signed by the secretary. When this appointment comes in it is referred to the certification clerk, and then to the efficiency division for approval. The commission then approves or rejects and the department is notified. This completes the provisional appointment and the form is referred to the pay roll clerk for record. An attempt is always made to find an appropriate list from which an appointment may be made and referred to the commission for action. The necessity for the examination, of course is now clear, provisional appointment having been made, and in the preparation of bulletins all provisional appointments made since the last issue of the bulletins are included for the next issue.

These bulletins are set up by title and grade from provisional appointments and expired lists, etc. This list goes to the efficiency division for specifications, after which it goes back to the record division and to the examination division for dates of examination, then back to the record division for the preparation of copy for the printer, after which the distribution is handled by the record division.

#### OTHER PUBLICITY

In addition to the bulletin, which is given the widest circulation possible through all the usual official channels of the state, the commission has a publicity clerk whose position is unique in civil service work, as far as the writer has been able to ascertain. This individual is connected with one of the Columbus dailies and it is through this connection that he is able to present all matters relative to examinations or procedure of the commission, and any other business relating to the work of the commission to the people of Ohio as news. The salary paid this publicity clerk aggregates \$720.00 per annum and probably is the best money spent by the state for publicity.

#### PROCEDURE AFTER THE ANNOUNCEMENT OF EXAMINATIONS IN BULLETINS

The examinations have been announced in the official bulletin and through other channels, and applications are being received. These applications come to the record division, are checked as to time received, and are sent to the examining division where the qualifications are checked and returned to the record division, if approved. Cards of admission are sent out. If the applications are disapproved they are referred to the civil service commission with the reasons for official action of the commission.

One week prior to the examinations, the examination clerk prepares a report on applications received for the examinations to be held in each of the five cities of Columbus, Cleveland, Cincinnati, Dayton and Toledo, and ample provision is made for such examinations. After the examination the papers are returned to the record division on the night of the examination with the admission cards, which are checked with the applications. Character questionnaires are sent to the persons named as references in the application. The examination clerk assembles the papers by subjects and makes up grading sheets for each subject and each examination and sends to the examining division for rating. After the examining division finishes its work the papers are returned to the record division and tabulation of cards are made by the examination clerk and the final ratings are established. All purely clerical work in this connection is done in the record division and all eligible lists are prepared here. These lists are then submitted to the examining division, then the civil service commission for approval, after which they are returned to the record division and cards of eligibility and failure are sent out to candidates; eligible cards are prepared for the file and typewritten lists are prepared. The report is then made on the eligible list showing the eligibles serving in provisional appointments and requesting instructions as to certification. Before the end of each month the record division reports on the eligible lists expiring the following month in order that action may be taken terminating or extending the list.

#### ELIGIBLE LIST BEING AVAILABLE

In case there is an eligible list available when a requisition is made the certification is made by the record division and sent to the secretary for his signature. Action on this certification is expected within fifteen days. Persons certified are notified with the reply. If no reply is received within six days a follow up certification is made. If a waiver is made another certification is made as soon as is possible in order to keep the fifteen day limit down. If there is no report received in fifteen days the record division reports to the civil service commission and action is then taken. The secretary writes a letter, a copy being sent to the record division and referred to the payroll clerk, and a report is made on the payroll, if necessary.

#### CERTIFICATION OF PAYROLLS

Roster cards are made up from lists of appointments, also entered on eligible lists. The roster cards are filed by departments and also alphabetically. When the pay rolls are sent to the office of the commission the roll is checked with cards on the roster and notations of the date of checking same is entered on the roster card. These cards are filed in "cardex" files for convenience. The payrolls and the cards themselves

are set up according to the appropriation or apportionment listing for convenience in checking. If the payrolls do not agree in detail with the information on the roster cards as to title, salary, legality of appointment, date of appointment, etc., report is made by the payroll clerk to the chief clerk who checks back, and if the matter is found O. K., is approved. Any matter not approved by the chief clerk is sent to the commission for action and if it is not approved by the civil service commission it is so indicated and sent to the auditor of state for action.

#### EXAMINATIONS

The examination procedure of a commission is the feature of civil service work that will make it successful, or cause it to founder more easily than any other factor, save downright crookedness throughout its administration.

The work of the examination division may be divided generally as follows:

- Preparation
- Conduct
- Rating

All three factors require ability above the average and unquestioned probity.

#### PREPARATION

The specifications set up general duties and qualifications as a basis for examination procedure. The problem of developing a schedule of subjects for an examination, wide enough in scope to disclose all of the vital questions concerning a candidate's ability to perform certain duties, and selecting questions in each subject that will develop the detail without making the examination too long and arduous and at the same time disclosing all of the vital points is a difficult one.

The oral examination is becoming more and more valuable in examination work, since without it, the examination results much as does "buying a pig in a poke". The personality, address and temperament of candidates are so important, particularly in the higher positions, that without the oral examination, for their determination and evaluation a good 50% of the examination is omitted. Stenographic reports of all oral examinations should be kept.

The preparation of questions and the application of the weights must be done by men who know the work of the position for which the examination is held. Every precaution must be taken against the leakage of information of any sort concerning the examination.

#### CONDUCT OF EXAMINATIONS

Examinations must be conducted by experienced men familiar with the advanced methods employed to secure unlawful information, men forceful enough to command attention and respect and courageous

enough to carry out to the letter all provisions covering fraud in examination.

The conditions of the examination should be made to conform as closely as possible to the usual office and laboratory conditions.

#### RATING

Probably there is no work that has been generally done in so slipshod a manner as the rating of civil service examination papers. This applies with especial force to the rating of papers in "experience".

Schedules of rates should be set up before the work is begun and the rating done in accordance therewith. All ratings should be checked, and verified. In questions in which there is a reasonable allowance for judgment or opinion, the ratings should be brought to within 20% of each other, if two are rating the same papers, and when a greater difference exists, the ratings must be reconciled.

In rating oral examinations the rating should be done before another candidate is examined. At least two and preferably three examiners should do the rating, when by the way, the facts adduced in the examination are the least important part of the work unless the examination is confined to the oral.

In all of this work, as elsewhere in public service, 100% honesty is demanded and expected.

The description of the examination procedure that follows will disclose points of divergence, occasionally, with the standards of procedure outlined above.

#### EXAMINING DIVISION

The examining division, while theoretically under the direct supervision of the chief examiner is practically under the supervision of the assistant chief examiner, Mr. Schlesinger. Mr. Schlesinger is an engineer of wide experience who, as indicated, has general charge of the examining division, subject, of course, to the approval of the chief examiner. Mr. Schlesinger also has charge of the technical examinations. The other examiners are Mr. Bailey who has charge of the examinations for stenographers, typists, etc.; Mr. Baker who has charge of the examinations for social investigators and miscellaneous; Mr. Brandt who has charge of the examinations for the clerical service, accountants, bookkeepers, etc. In addition to these examiners the commission has recently employed Mr. Perrin, who was in the Psychological division of the medical corps of the United States Army, who is giving examinations for the skilled trades, doing work in connection with medical examinations and is conducting psychological tests as checks on the regular examinations held by the commission. In the skilled trades, the trade tests used in the army are being used with great success. The most that can be said now, possibly, in connection with the other psychological tests is that they

are a decidedly valuable adjunct, and that they promise to become a very important part of the work of examination in the near future.

Mr. Schlesinger conducts the examinations held in Columbus. The other examiners have no regular assignment but report as assigned to Cleveland, Toledo, Columbus, Dayton, Cincinnati and occasionally in other cities and in county seats. The rating is always done by at least two examiners who check each other. One of these examiners being the individual who prepared the examination. Requests for rerating are received very seldom, there being possibly two requests per bulletin, that is, about two requests to twenty-five examinations.

Since Mr. Schlesinger has been in charge of the examination work no ratings whatever have been changed. The oral examination, which is a very important feature of all modern examinations, has been growing in value, and is now included in all examinations. Outside of Columbus it is the regular examiner, and in those examinations held in Columbus special examiners are often employed in the examination. In lower grade positions, skilled and unskilled labor, guards, etc., the examination is practically entirely oral consisting essentially of trade questions throughout. No stenographic notes are kept as a rule, but it is done in some cases.

In the unskilled trades examination the army tests are being used. In clerical examination the so-called concentration tests are being used with splendid results.

A large number of examinations were scrutinized and studied for the purpose of ascertaining and weighing the scope covered by the examination, and the weights assigned to the several subjects therein. The scope and weights, as a general rule, show very careful consideration of all of the factors from which these schedules must be set up, and no suggestions of any moment are offered in connection with the preparation of these examinations and questions. The practical test in all of the examinations investigated was shown to be thorough and based on the requirement of the position itself. The use of the army or concentration tests, and the so-called "nut" tests, together with the general use of the oral examination indicate a spirit of progress that is most commendable. Merely as an indicative of the quality of the examination assistance that is being employed by the Ohio state commission, it is desired to call attention to the following list of examiners secured for the examination for District Health Commissioners in Ohio:

Ass't. Surgeon Allen J. McLoughlin, U. S. Public Health Service,  
Washington, D. C.

Surgeon L. L. Lumsden, U. S. Public Health Service, Washington,  
D. C.

Dr. Walter F. Rankin, Sec'y. of the State Board of Health, Raleigh,  
N. C.

Mr. Sherman Kingsley, Sec'y. of the Welfare Federation, Cleveland, O.

Dr. Otto P. Geier, Cincinnati Milling Machine Co., Cincinnati, O.

#### EFFICIENCY DIVISION

The efficiency division consists of Mr. Davis and Mr. Rymer, assisted by Miss Shirner, all under the general supervision of the secretary of the commission. The functions of the efficiency division are roughly separated into two groups, those relating to inside office work and those outside of the office. The work inside of the office is confined to the preparation of bulletins, the preparation of standard entrance requirements, analysis of duties, the preparation of new standards on new positions. In the case of promotions made without examination, the efficiency division is expected to investigate the work of the individual whose promotion is requested and report thereon. The efficiency division has prepared quite an elaborate list of factors for consideration in studying matters of service and efficiency and divided roughly into quality of performance, and quantity or volume of work, qualities of action, qualities of mentality, attitude toward work and physical fitness. This division is, of course, charged with the preparation of service records and efficiency ratings. Service records and efficiency ratings have not been developed by the efficiency division. As a matter of fact, there has been no system developed in public service that works with the same smoothness that may be expected in an industrial plant where the quantity and quality of the output, and its value consequently are easily measured.

This fact should not act as a deterrent to the extent that nothing is done, however. It will be far better to install a system, admittedly filled with flaws, and make the attempt to apply it honestly through the service, than to wait for the development of a perfect system by someone else. Should a system evolved elsewhere, be tried, it would in all probability have to be modified before it would meet all the requirements of the Ohio service. Nothing is gained by delaying and in the meantime promotional procedure is becoming demoralized.

Most of the time of this division is consumed in the work of resurveys. Resurveys are requested first, when it is desired to make a change in the duties of an individual, and second when there is an increase in compensation sought. These are necessary by reason of the increasing volume of work and the increase in diversity of the functions of the several departments.

The work of the efficiency division is of the sort that requires time, and the matters handled by it are evolved and not made outright.

The changing conditions require resurveys, a function that enables the commission to garner much valuable information, and prepare more

intelligently for examinations. As is indicated throughout this report, it is felt that this division should confine itself to work in the revision of the specifications until it will be impossible for a person to qualify in examinations and "fall down on the job".

The resurveys are made whenever requests for increase in salary are received on the recommendation of a department head. In present conditions it is hard to see how any request for increase could be refused, and few have been.

The division has done much work in research that has not seen the light and as indicated above, everything in the work requires time for its development and acceptance.

A county survey has been started and it should be completed. When it is realized that there are seven counties in the state whose service is approximately equal to that of the state, its importance may be realized.

Two men cannot accomplish much in this work. A few young men, clerks of the right sort who could do accurate reporting and help out in the routine work, would be invaluable.

A tabulation of the work of the commission, by years, since accurate records have been kept is presented below.

Year	Exams. Scheduled	Exams. Held	No. Applicants	No. Examined	Ave. No. Examined Per Exam.	Qualified	Failed	Appointed
1915 .....	164	154	4,519	4,205	27.3	2,527	1,000	349
1916 .....	220	174	3,771	3,582	20.6	2,428	1,012	498
1917 .....	185	163	3,427	3,127	19.2	2,025	1,104	433
1918 .....	257	255	2,804	2,487	9.7	1,597	774	688

The falling off during the war is clearly indicated in the column average number examined per examination.

The figures for the year 1918 show that the commission was unusually active in holding examinations and that the results of such activity were far below the usual, and that the appointments were more.

This state of affairs indicates the result of war activities and probably some restlessness, and that there were not the usual inducements to take examinations.

Probably the war and the failure to increase salaries will account for practically all of the differences noted.

#### PROMOTIONS

A large percentage of promotions are made without examinations. This is done at the request of the department head, who must give his reasons for making or suggesting the promotion to the civil service

commission with as much supporting data as may be required by the commission. The commission then takes the matter of promotion under advisement and acts thereon.

Until a detailed system of service records is developed and a logical and just method of rating these records for efficiency is worked out, the matter of promotions will never be satisfactorily handled. The most that can be said for many of the systems that have been devised and put into practice to accomplish these ends, is that they have caused heads of departments to think seriously about these matters and they probably resulted in the mere impersonal regard of the individual in connection with the position. The great thing in any system of this sort, however, is to have whatever standards are applied applied with fairness and justice throughout the range of their applicability.

The looseness in the promotional methods is probably resultant largely from the failure to install the service records and efficiency ratings, although in lieu of an almost entire neglect to take action on promotions, an examination that would test the comparative fitness and preparation of a candidate or preferably candidates for promotion could and should be held.

The appointing officer should specify in what particulars his candidate or candidates are particularly distinguished as to service, and such facts should be submitted and verified in addition to the examination.

Without criticising appointments that have been made, the neglect to put the promotional system on a purely competitive basis, — in which "merit" and "fitness" are the determining factors, with "seniority" available to settle tie markings, has been a mistake and is the one serious criticism of the examining activities of the commission.

#### SUMMARY OF RECOMMENDATIONS

- I. The general assembly should amend the law to:
  1. Reduce the number of exemptions.
  2. Take the labor service from civil service jurisdiction.
  3. Include a schedule of adequate salary standards and rates in the classification.
  4. Eliminate the veteran preference clause from the present law and from future law.
  5. Make investigations of charges leading to dismissal, prior to the act of discharge, rather than after.
  6. Make the state civil service commission the clearing agency for civil service matters in the state.
- II. The commission is urged to:
  1. Revise the classification and specifications.
  2. Develop a system of service records and ratings.

3. Follow the promotional procedure as outlined and contemplated.
  4. Keep eligible lists cleared on the basis of availability for employment by the state or the counties.
  5. Prepare a census of state and county employes under its jurisdiction.
- III. It is further recommended that the joint legislative committee on administration reorganization:
1. Ask the civil service commission to appear with records, minutes, etc., and indicate to the committee the reason for actions considered by the committee to be questionable.
  2. Consider a plan to give the civil service commission, as the personnel agency of the state, ample opportunity to be heard in the preparation of budgetary requests for personal service, before both the governor and joint legislative committee on budget. Personal service represents about one-third of the state budget, and the civil service commission has more data relevant to personal service than any other state agency.

# STATE DEPARTMENT OF AGRICULTURE

By DON C. SOWERS,

## SOURCES OF INFORMATION

Conference with secretary of agriculture and heads of bureaus and divisions; reading minutes of board and rules governing department; data submitted by heads of departments to the committee; collected and studied all the forms used by the department; study of annual and special reports.

## HISTORICAL

The first board of agriculture was established in 1846. It consisted of 53 members but the number was reduced the following year to 10. The most important activity of the board during the first quarter of a century, was holding the annual state fair. The fair was held at various cities in the state from 1850 to 1874, when it was permanently located in Columbus.

In 1880, the board began to collect and publish crop and stock statistics and later county auditors were required to compile agricultural statistics, returned by township assessors.

The inspection, analysis and supervision over the sale of commercial fertilizers began in 1881 and the scope of these activities was subsequently increased to include feed stuffs, lime, insecticides, fungicides and seeds.

In 1886, the fish and game commission was created as a separate department. In 1902, two important developments took place; the board of agriculture was constituted the state board of live stock commissioners, and a division of nursery and orchard inspection was created.

A consolidation of the agricultural services was effected in 1913 by the creation of the agricultural commission, composed of four members appointed by the governor at salaries of \$5,000 each. This commission was given control over all the activities of the board of agriculture and in addition, the following departments or commissions were abolished and placed under this commission:

Dairy and food commissioner,  
Fish and game commission,  
Board of control of the agricultural experiment station.

Two years later the board of control was re-established as an independent department and the present department of agriculture was created.

## PRESENT ORGANIZATION

The board of agriculture at the present time consists of ten members appointed by the governor with the advice and consent of the Senate; two for one year, two for two years, two for three years, two for four years, and two for five years. Not less than six members must be practical farmers. The members are unsalaried and receive actual expenses. The board elects a secretary, appoints heads of bureaus, assistants, and employes. Monthly meetings are held. An annual meeting is held in January with the presidents and delegates of county agricultural societies for the purpose of considering the wants, prospects and conditions of agriculture throughout the state. It is required to hold an annual state fair.

The work of the department is at present organized under the following bureaus:

- Bureau of fair administration,
- Bureau of live stock industry,
- Bureau of fish and game,
- Bureau of feeds and fertilizers,
- Bureau of dairy and food inspection,
- Bureau of horticulture,
- Bureau of markets,
- Bureau of agricultural statistics.

The law provides also for the establishment of a state chemical and bacteriological laboratory, but up to the present time, this work has been handled by the laboratory of the state board of health.

The total appropriation for the department for the year ending June 1920 was \$704,695.

## BUREAU OF FAIR ADMINISTRATION

The work of this bureau is the management of the state fair. Provision is made in the budget for a chief of the bureau, a superintendent of fair grounds and stenographic service. An annual appropriation is made for the purposes of the state fair, which amounted to \$110,000 plus \$10,000 for repairs at the fair-grounds in 1919.

The annual report for the year 1919 shows that the total receipts at the state fair amounted to \$147,822 and the total expenditures to \$121,405, making a net profit of \$26,417. This report further states that there is need for more grounds and buildings, for housing patrons in a grand stand and assembly hall, for parking space for automobiles, for display space for machinery and implements, and barns and sheds for housing live stock. It is stated that a grand stand which will accommodate 20,000 persons is needed and that if built, there will be an increase in receipts from \$17,000 to \$35,000.

During 1918, there were 77 county and 16 independent fairs held within the state. The amount paid to these societies amounted to \$58,571 or an average of \$629.80. Four counties and a number of independent fairs received no aid because of failure to conform to the laws relating to the organization of agricultural societies.

#### BUREAU OF LIVE STOCK INDUSTRY

The function of this bureau is the protection of the live stock of the state. It seeks to prevent the spread of infectious and contagious diseases among domestic animals. Horses are examined and tested for glanders, cattle for tuberculosis, swine for cholera and sheep for lip and leg disease, scab, foot rot and nodular diseases. The number and value of live stock in the state in 1919 was as follows:

	<i>Number</i>	<i>Value</i>
Horses .....	862,467	\$74,884,011
Cattle .....	1,768,908	89,494,662
Mules .....	32,277	3,191,885
Sheep .....	1,789,919	16,837,653
Hogs .....	2,304,459	37,783,506
Total Value .....		<u>\$222,195,717</u>

The organization consists of a state veterinarian, assistant veterinarian, 14 field veterinarians, and a small office and stenographic force. The department works in close co-operation with the Bureau of Animal Industry of the United States Department of Agriculture, which has about 12 veterinarians stationed in the state continuously.

A serum plant is operated on a farm near Columbus, at which is employed a pathologist, assistant pathologist, bacteriologist and five or more laborers. Tuberculin and hog cholera serum is manufactured here and shipped by parcel post over the state. Tuberculin is furnished free to the people of the state and hog cholera serum is sold at one cent per cubic centimeter. The proceeds from the sale of serum exceeds the cost of operating the serum plant and farm. A rotary fund has been suggested as a means of overcoming the handicap which the plant works under in not being able to secure a sufficient number of farm laborers due to the fact that the hourly compensation is fixed at too low a figure in the annual budget.

The cost of operating this bureau could not be obtained without making an analysis of the expenditures of the department. The following items in the 1920 appropriation act could be identified as belonging to this bureau. Personal service about \$45,000, pigs for serum plant \$70,000, experimental work on diseases of animals \$2,500, state share of pay due owners of tubercular cattle killed according to law \$60,000, state

share of pay due owners of glandered horses killed \$18,000. Total \$195,500.

The state board of veterinary examiners consists of 3 members, appointed by the governor, one each year for six year terms, together with the secretary of the board of agriculture and commissioner of health who are exofficio members. This board is required to meet during April and July for the purpose of examining and licensing veterinarians. The members receive \$3.00 per day and necessary traveling expenses. A fee of \$2.50 is charged those who present diplomas from accredited veterinary schools and \$5.00 those who must take an examination.

The functions performed by this board are similar in character to those performed by other registration and licensing boards for other professions such as accountancy, dentistry, medicine, etc. In the interest of economy and efficiency, this work should be done by a single division of registration for all professions. It is therefore recommended that this board be abolished and the duties of the board be transferred to the division of registration.

According to a ruling of this bureau, farmers cannot receive compensation for tubercular cattle slaughtered unless the cattle are examined by veterinarians employed by the department. Furthermore, the veterinarians of the department will not make an examination of cattle if they have been previously examined by licensed veterinarians. The operation of this ruling results in grave injustice to those farmers who through ignorance or otherwise do not go at once to the department and secure a veterinarian to do the examining. The licensed veterinarians do not always inform the farmers of the ruling of the department. The result is that the farmer who goes directly to the department for a veterinarian secures compensation, whereas another farmer living across the road who goes to a licensed veterinarian for the examination, will receive no compensation. The evident intent of the law was the eradication of tuberculous cattle and this was to be made possible without working serious hardship upon the owners of cattle by allowing them compensation for cattle which had to be destroyed. It certainly was not the intent of the law to operate unjustly and it is therefore recommended that the ruling should be changed so to correct this injustice. If the department takes the stand that in order to receive compensation for tuberculous cattle slaughtered they must be examined by an employee of the department, then they should employ sufficient veterinarians to make all the examinations required and the previous examination by a licensed veterinarian should not operate to prevent a re-examination and compensation.

#### DAIRY AND FOOD DIVISION

The state dairy and food commissioner was originally an elective official, chosen for a two year term. The office was abolished and the duties transferred to the agricultural commission in 1913 and the state

board of agriculture. which supplanted this commission in 1915 became vested with the duties of this office. The work is now carried on by a bureau of dairy and food inspection.

The functions performed by this bureau are the enforcement of the food and drug laws of the state against fraud, adulteration, or impurities in food, drink and drugs, and unlawful labelling; making sanitary inspections of groceries, meat markets, restaurants, confectioneries, milk plants, dairies, cream stations, creameries, condenseries, canneries, bottling plants and cheese factories. Enforcement of the narcotic drug law. Testing and adjusting the working standards of county and city sealers of weights and measures.

The personnel of the bureau consists of 28 persons as follows: chief, 9 food inspectors, 5 dairy inspectors, 4 drug inspectors, 2 narcotic inspectors, one cannery inspector, 2 inspectors of weights and measures, 2 clerks, a stenographer, messenger and janitor. The total appropriation for the bureau for 1920 was \$63,215.

During the year ending July, 1919, the 15 dairy and food inspectors made 11,365 inspections of stores, plants and food-handling establishments. The report does not state the number of orders issued and the number complied with. 1686 samples of milk and cream were analyzed and about 1000 samples of drugs and foods. The total number of articles analyzed in all the laboratories was 2,005. 28 prosecutions were filed by the state inspectors and \$7044 was collected in fines and fees.

The districts into which the state is divided for dairy and food inspection purposes are governed largely by the place where the inspectors happen to live. The bureau, according to a statement of its chief, does not possess authority to condemn unsaleable food articles; it can only prosecute. No license is required for any class of business except bottling plants; the effectiveness of inspection under such conditions should be at once apparent. Experience has shown that the only effective method of securing results in inspection work is to compel the taking out of licenses which may be revoked upon failure to comply with the orders of inspectors. The division should possess by all means the authority to condemn and destroy unsaleable food products.

It must be apparent at once that such a small group of inspectors cannot inspect all the groceries, restaurants, dairies, etc., in the state of Ohio. Any attempt to do this must result in spreading the efforts so thin as to be of little real value. Instead of attempting to make detailed inspections, the division should devote its energies to supervising, assisting and developing the inspectional services of municipalities and counties. Standard rules and regulations can be promulgated. Technical assistance can be given local units and intensive work can be done in localities which are interested in improving insanitary conditions.

The functions performed by this bureau are strictly executive and have to do with the enforcement of the food and drug laws and securing

sanitary conditions in places where food is held and sold. It has nothing whatever to do with the promotion and development of the dairy industry of the state, and therefore its work is not closely related to that of the board of agriculture.

A study of the present status of the dairy and food control work in the United States shows that the work is performed by various departments of state government: some of the dairy and food divisions are separate independent executive departments, as for example, several states have dairy and food commissioners, food and drug commissioners, etc.; some are divisions of departments of agriculture; some are divisions of departments of health; some are divisions of agriculture experiment stations and some are mixtures of several executive departments and educational institutions. Apparently very little attention has been given to the proper location of such agencies. Good work and poor work has been done under both types of organization and hence a conclusion as to which department should have authority over this work cannot be determined on the basis of the results accomplished in other states.

The following facts point to the conclusion that the logical place for this department, in Ohio anyway, is under the department of health:

1. The inspection of food and drugs and the sanitary inspection of food-handling establishments and dairies is essentially a matter of public health. Health authorities must concern themselves with the prevention of the sale of unclean and impure milk and dangerously contaminated food whether specifically charged with the enforcement of the food laws or not. An examination of the milk supply is frequently necessary in checking the spread of certain contagious diseases, as for example, typhoid fever. The infant mortality of more than one city has been reduced by improving the quality of the milk supply.

2. Local health authorities in the cities and towns of Ohio are charged with the control of the milk supply, food inspection and sanitary inspections, and it is desirable that the state health department should exercise control and supervision over their activities and that they should turn to the state health department for advice and guidance in the solution of their local problems.

3. The analyses of food and drugs and milk samples which are collected by the dairy and food and drug inspectors are made by the laboratory of the state board of health and it would be advantageous to place the supervision of all the work in the same department.

4. The work of this bureau as it is now functioning has nothing whatever to do with the promotion and development of the dairy industry. It exists solely for the purpose of protecting the health of the consumer. Apparently no co-operation exists between this bureau and the bureau of animal industry by way of reporting herds suspected of containing tuberculous cattle.

For these reasons, it is recommended that the inspectional work of the bureau of dairy and food inspection relating to food, drugs and sanitary inspections, be transferred to the board of health. The inspection of weights and measures should either be transferred to the bureau of markets or to the bureau of standards, if it is decided to create such a bureau.

#### BUREAU OF FEEDS AND FERTILIZERS

The purpose of this bureau is to make available to farmers, gardeners, and others, reliable information relative to the composition and value of fertilizers, agricultural lime and limestone, which are offered for sale. It performs the same function with respect to food stuffs, insecticides, fungicides and seeds.

The force consists of a chief inspector, 4 field inspectors, 2 stenographers and clerk. The analysis of samples is done by the laboratory of the state board of health. Dealers are required to be licensed before offering these articles for sale and information setting forth the ingredients of each brand is required to be affixed to each bulk or package. An analysis of each brand is required to be made once each year. The result of these analyses is published by the bureau for distribution.

#### BUREAU OF FISH AND GAME

The function of this bureau is the conservation, protection and propagation of fish, game and wild life. The bureau operates seven fish hatcheries; six of these are for the purpose of re-stocking inland waters of the state with game fish and one of these, the Put-in-Bay hatchery on Lake Erie, produces commercial fish. It is stated that five hundred million fish eggs are hatched annually at this hatchery. A patrol boat, manned by a captain, engineer, fireman and deck hand, is employed in enforcing fish laws on Lake Erie. A fish car "Buckeye" is used in conveying fish from the hatcheries to inland streams.

A game farm comprising two hundred acres is owned and operated at Wellington in Lorain county for the purpose of rearing pheasants. Pheasant eggs are shipped to various sections of the state to be hatched by sportsmen and farmers and then liberated. Over fifty game refuges or sanctuaries have been established where the natural wild life may propagate itself unmolested.

A purifying system has been perfected by the bureau for purifying the waters of streams which have become polluted by manufacturing wastes and therefore made uninhabitable for fish.

The personnel of the department is as follows: one chief, one assistant chief, three clerks and three stenographers; superintendent of pollution; supervisor of Lake Erie district; superintendent, engineer, fireman and two hatchery men at Put-in-Bay hatchery; six superintendents of hatcheries and one or two laborers located at the following hatch-

eries: London, Chagrin Falls, St. Marys, Akron, Newton and one in Pike county; at the game farm there is a superintendent and game keeper, a farmer and several laborers; a crew is in charge of the patrol boat, "Oliver H. Perry" and a man is assigned to the fish car. In addition fifty salaried game wardens are employed throughout the year and twelve game wardens are employed for six months. Two hundred and fifty non-salaried wardens lend what assistance they can in enforcing the fish and game laws of the state.

The revenue of the bureau for the year 1918 amounted to \$201,480 divided as follows: hunters' license \$165,975, license fees paid by fishing boats on Lake Erie \$18,125, fines \$16,185 and all other \$1,194. The expenses of the bureau for the same year amounted to \$162,282.

Two plans have been suggested for increasing the revenue of this bureau. The bureau in its sportsmen's bulletin suggests an angler's license fee of fifty cents a year and the auditor of state in his annual report for 1918 suggests increasing the license fees paid by fishing boats on Lake Erie.

#### BUREAU OF HORTICULTURE

The function of this bureau is the protection of the orchards and nurseries of the state through the prevention and control of insect pests and plant diseases. In addition the bureau has charge of the inspection of apiaries, and the prevention and control of the disease known as the "American foul brood".

The personnel of the bureau consists of the chief, six inspectors and a stenographer. The inspection of three hundred and twenty-four nurseries in the state is made annually and a charge is made for this service in accordance with the schedule of fees fixed by law. Dealers in nursery stock and their agents are required to take out licenses. Last year fifty-five dealers and two hundred and fifty-four agents were licensed. The nursery stock imported from foreign countries must be inspected and goods shipped out of the state must be fumigated and have a certificate affixed.

The duties of this bureau with respect to orchard inspection consist in giving advice to fruit growers and in co-operating with the state university in pruning and spraying and demonstrative work. An annual state apple show is held in co-operation with the state horticultural society and the chief of this bureau acts as superintendent of the horticultural building during the state fair.

Upon request inspectors visit apiaries, disinfect and destroy diseased bees and co-operate with bee keepers in the eradication of diseases which attack bees.

The annual cost of this bureau is about \$20,000 and the revenue about \$2,500.

## BUREAU OF AGRICULTURAL STATISTICS

The work of this bureau is performed in co-operation with the federal bureau of crop estimates.

The office personnel consists of a chief of the bureau and a clerk who are on the staff of the federal bureau of crop estimates and two collaborators employed by the department of agriculture. The field personnel consists of sixteen hundred general crop correspondents who work without compensation other than free passes to the state fair. A special list of correspondents are secured for the purpose of collecting information on special subjects.

The regular work consists in tabulating information received from the crop correspondents and disseminating this information. The information on crops is mailed to all the papers in the state as well as to outside farm and trade papers. It is also published in the official bulletin and monthly Crop Reporter, a publication of the federal bureau of crop estimates and in the market news and exchange bulletin. The abstract of agricultural statistics compiled from returns made by township assessors to county auditors is edited, checked and published by this bureau. From time to time special surveys are made, as for example, during the past year a survey was made of Ohio maple sugar products and of the live stock industry.

## BUREAU OF MARKETS

A start has been made toward the development of a bureau of markets. A comprehensive law dealing with this subject has been passed but up to the present time funds have not been available for the development of the work. The personnel of the bureau consists of the chief, a deputy inspector and one or two stenographers.

The plans of the bureau contemplate an enlargement along the following lines. The following estimate of the cost of enlargement was made in a report submitted by Mr. Croxton and Dr. J. E. Haggerty to the governor and attorney general.

## 1. DIVISION OF INFORMATION AND MARKET NEWS SERVICE.

This bureau would collect and disseminate reliable marketing information relative to supply, prices, commercial movement, commodities held in cold storage, etc., to both consumers and producers. It is thought that with such facts placed clearly before the people their co-operation could be secured in preventing unreasonable prices and in adopting better methods of distribution. The estimated cost of this service has been figured at \$9,850.

## 2. DIVISION OF CO-OPERATIVE ORGANIZATION.

The function of this division would be to develop co-operative groups of consumers and producers along the lines of the Rochdale societies in

England, and the development of commercial or motor truck lines for the distribution and marketing of farm products. For this service a budget of \$8,350 has been suggested.

### 3. DIVISION OF STANDARDS.

The function of this division would be the promulgation and enforcement of reasonable trade standards and to conduct the educational and inspectional work necessary to lead producers to conform to these standards. For this work a budget of \$14,750 has been suggested.

### 4. DIVISION OF PUBLIC MARKETS.

The function of this division would be to encourage and assist local communities in establishing public retail markets suited to their needs; it should also encourage and assist larger cities in establishing wholesale markets. For this work a budget of \$6,000 has been suggested.

The total amount of the suggested budgets for the four divisions enumerated is \$39,350. With the inception of the work indicated, the salaries of the director and his assistant would need to be increased and the added general expenses would bring the total budget of the bureau to approximately \$43,000.

The above outline has for its object not only assisting the producer in the marketing of his products but it also contemplates a service to consumers through the dissemination of information and the development of proper standards and grades for all products. There would seem to be no reason why this work might not successfully be undertaken by the bureau of markets as one of the divisions of the department of agriculture and it is therefore recommended that steps should be taken without delay to enlarging the activities of this bureau in accordance with the scheme outlined above.

### RECOMMENDATIONS

**That the board of agriculture be abolished and that the administrative duties now performed by the board be transferred to a director of agriculture who would be appointed by the governor.**

The present board of agriculture was created in 1915 and was given large administrative powers and duties. The next legislature which met in 1917 amended the law governing this department so as to confer a large part of the administrative duties, which had formerly been performed by the board of agriculture, upon the secretary. The act was revised throughout by striking out "board of agriculture" and inserting the word "secretary". The time has now arrived for the final step, namely, placing all the purely administrative and executive duties in the hands of a director of the department. The evident purpose of having a large board of ten members was to bring to bear upon the agri-

cultural problems of the state the advice and counsel of the leading agricultural and business men of the state. This function has been interfered with to some extent by compelling these men to assume administrative duties. Both the department, itself, and the state would benefit by relieving these men of routine executive duties and permitting them to devote all their time when in session to the consideration of the agricultural interests of the state. If desired an advisory board might be created for this purpose.

Experience has shown that an administrative board is of itself objectionable. Its very existence means delay since all important questions must await the next meeting of the board. Responsibility for action is diffused among the board members and prompt action is seldom taken. If the board is active and interferes with the management of the department factions develop among board members and the work of the department is obstructed. If the board is inactive and becomes merely a rubber stamp for executive action the public is lulled into a false sense of safety by the supposed protective board.

An examination of the minutes of the board of agriculture shows that at each session the board has acted upon a large number of purely administrative matters such as the approval of appointments, promotions and dismissal of employes concerning which the board has little knowledge and little time or opportunity to investigate, consequently, it must rely almost wholly upon the decision of its secretary. Better results would be secured if all such purely administrative matters were left to the discretion of the executive officer and the board confined itself to the task of furnishing advice, suggestion and guidance to the administrative officer.

**That the inspectional work of the bureau of dairy and food inspection be transferred to the board of health and the inspection of weights and measures be transferred to the bureau of standards in the department of trade and commerce or to the bureau of markets.**

The reasons for this are set forth in the text of this report.

**That the state board of veterinary examiners be abolished and the duties of this board be transferred to the division of registration in the department of education.**

**That the bureau of markets be enlarged in accordance with the outline described in the text of this report.**

**That an operation study be made of the department.**

Several of the departments issue licenses and collect fees. It is suggested that if all of this work were centralized in one office under the director of agriculture considerable saving might be effected through the elimination of one or more positions.

**That the budget of the department should be so arranged as to show at a glance the cost of each bureau.**

Both the secretary of the department and the budget commissioner are interested in knowing the actual cost of operating each bureau and by different re-arrangement of the budget items this information would be readily available without additional effort. The fees charged by several of the bureaus are supposed to be sufficient merely to cover the cost of operation and this should be an added incentive toward a better system of budget making.

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## **THE ORGANIZATION OF STATE FARMS UNDER THE CONTROL OF THE BOARD OF ADMINISTRATION**

Prepared Under the Direction of  
**DON C. SOWERS,**

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Of the 21 institutions under the control of the state board of administration, 16 have tracts of land comprising over 100 acres. Statistics of their forage, grain, vegetable and dairy production are given below. The grain and forage crop acreage relates to the crop year of 1918 since information for 1919 was not all available at the time of making this report.

## GRAIN AND FORAGE PRODUCTION, SEASON OF 1918

	Acres Owned	Acres Rented	Corn for Grain		Corn for Silo		Wheat		Oats		Timothy		Clover		Alfalfa		Other Field Crops, Acres
			Acres	Yield per Acre	Acres	Yield per Acre	Acres	Yield per Acre	Acres	Yield per Acre	Acres	Yield per Acre	Acres	Yield per Acre	Acres	Yield per Acre	
Athens Hospital	965				66	7.5									35	2.8	4
Cleveland Hospital	101	22.5															
Columbus Hospital	304																
Dayton Hospital	764		140	39	55	10	35	28	5	16	55	1.3	40		96	3	
Longview Hospital	188										4	1.5			10	3.6	
Lima Hospital	574		30	33	30	6.6	70	39	45	60	50	1.2	30	1.7	25	2.2	
Massillon Hospital	850	524	40	30	79	7.6	52	15.6	77	55	75	1.5	35	2.6	25	2.2	41
Toledo Hospital	529	253	58	57.3	40	7	22	44	66	53	53	1.7	6	1.3	34	2	46
Ohio Hospital for Epileptics	661		25	33	60	9			50	31			20	1.5	15	2	
Institute for Feeble Minded*	1,887		195	24.5	48	12.5	250	13	25	41			120	1.2	85	3.6	15
Ohio State Sanatorium	355		25		15	14.3	26	25	6		14	2.1	19	.7	7	3.4	3
Boys' Industrial School	1,230		15	33.3	60	5	50	11					12	.9			5
Girls' Industrial School	189																16
New Prison Farm	1,418		160	50	40	10	55	22.5					30	2.2	42	3.8	10
Ohio State Reformatory	636		Data not available														
Ohio Reformatory for Women	257		Data not available														

During the year July 1, 1918 to June 30, 1919 the value of forage produced was \$167,910, while that purchased amounted to \$184,791. In this table the grain produced is given in bushels; the forage in tons.

\* Season of 1919.

ACREAGE OF VEGETABLES, SEASON OF 1919

	Beans, Dry	Beans, Green	Sweet Corn	Cabbage	Peas	Potatoes	Tomatoes	Other Vegetables	Total Vegetables
Athens Hospital	2	9	10	3	2	3.5	10	18.5	55
Cleveland Hospital	.....	6	5	6	0.5	2	5	4	28.5
Columbus Hospital	.....	16.5	24	9	5	44	11	38	148
Dayton Hospital	1	15	27	12	2	21	13	52.5	143.5
Lima Hospital	2.5	2.5	10	2.5	1	4.5	2	18	43
Longview Hospital	.....	4	4	5	.....	17	3	11	44
Massillon Hospital	9	.....	24	20	8	47	11	25	44
Toledo Hospital	27	8	10	12	.....	45	8	19.2	129.2
Ohio Hospital for Epileptics	42	26	2	3	1	21	30	19	149
Institute for Feeble Minded	3	23	15	16	2.5	68	11	27.5	166
Ohio State Sanatorium	1	.....	1.5	0.7	0.1	5	2.5	2.7	13.5
Boys' Industrial School	6	20	18	10	5	51	5	10	125
Girls' Industrial School	.....	3	5	2	1	1	5	10	26
Prison Farm	27	3	40	40	36	36	13	4	130
Ohio State Reformatory	3	3	30	10	.....	41	8	28	123
Ohio Reformatory for Women	2	.....	8	.....	.....	.....	1.5	4	15.5

## MILK PRODUCTION PER COW ON STATE FARMS.

	No. of Cows June 30, 1919	Lbs. Milk per Cow	Lbs. Milk per Cow
		July 1, 1918 to June 30, 1919	July 1, 1919 to Sept. 30, 1919
Athens Hospital .....	77	8786	2210
Dayton Hospital .....	97	7075	1691
Lima Hospital .....	22	5580	No data
Longview Hospital .....	44	5350	No data
Massillon Hospital .....	93	7578	1764
Toledo Hospital .....	60	8339	2121
Ohio Hospital for Epileptics.....	91	6607	1549
Institute for Feeble Minded.....	147	6817	1496
Ohio State Sanatorium.....	34	6988	1866
Boys' Industrial School.....	76	6251	1743
New Prison Farm.....	184	7950	1661
Ohio State Reformatory.....	..	....	....
Reformatory for Women.....	..	....	....

During the year June 30, 1917 to June 30, 1918 the state institutions consumed 8,154,365 lbs. of milk of which 6,101,923 lbs. were produced on the state farms. They consumed 528,292 lbs of butter of which 181,549 lbs. were produced on the state farms.

In addition to the above, the state institutions produce about 20% of the meat, 30% of the lard and 20% of the eggs consumed. In the crop season of 1918 they produced 4500 bushels of apples, 293 bushels of cherries and 89 bushels of plums, 12 bushels of peaches, 1,865 quarts of currants, 2,229 quarts of gooseberries, 21,410 quarts of raspberries, 2,546 quarts of blackberries and 39,812 quarts of strawberries. (The fruit and berry production at Mansfield is not included in the foregoing statement as the information was not available at time of making this report.) The total value of fruit produced on all the farms for the year ending June 30, 1919 was \$18,762 while that of the vegetables was \$285,208.

A study of the state farms would seem to show that for the past few years there has been a steady growth in the amount and value of the agricultural production. It is believed however that the following recommendations if put into effect and carried out would lend to further economies and greater net returns. These recommendations are based upon the records of farm production, upon visits to the state farms, and upon consultation with practical dairymen, gardeners, and those versed in soil fertility practice.

## RECOMMENDATIONS

**1 — That the appropriation for the operation of the state farms be made in the form of a rotary fund.**

At the present time such a fund is provided for the operation of the manufacturing establishments under the control of the board of administration. (Sec. 1866 G. C.) The farm output is equivalent to that from the factories. The present method of making the appropriation is not conducive to efficient operation. When for instance a cattle sale is held to dispose of the surplus dairy bulls, it is necessary for the board of administration to pay all the expenses incurred by the sale out of their appropriation. Extra expenses incurred by the board for the sale might be returned many fold in the higher sales price received, yet the expense thus incurred would be taken from the appropriation for the year while the receipts are not credited to them. The present method frequently results in seeming economies which are in reality very costly. A revolving fund would also do much to relieve the present handicap due to a fixed appropriation with fluctuating costs and prices.

**2 — That a higher grade of herdsmen be employed.**

The milk production per cow is much less than it should be. Each of the larger herds is under the care of a hired herdsman. On August 1, 1919 there were 444 head of pure bred Holstein cattle in the state owned herds. Many of these are of as good quality and breeding as any cattle in the state yet the milk production per cow for the various herds is below what it should be. If cattle of this quality are to be developed to their full capacity and greatest profitableness they must be under the care of a high grade herdsman. The employment of low grade herdsmen has resulted in some of the cows going unbred, with consequent decreased production. A calf from Johanna Concordia at Athens sold for \$1500 in October 1918. After increasing her record to 37.9 pounds an offer of \$3000 has been refused for her next calf. If better herdsmen were employed the average annual milk production for several of the larger herds could be increased 1200 lbs. per head with little increased feed cost. With better production records on the part of their dam more of the young stock would bring high prices when sold.

The wages paid the herdsmen on the state farms range from \$70 to \$100 per month. If this wage were doubled and more competent herdsmen employed the net profits from the herds would be greatly increased.

**3 — That feed grinding equipment be installed.**

Cheaper milk production could be secured if part of the clover and alfalfa hay fed to the dairy cattle were ground. With the present high price of feed a considerable saving could be made by grinding these feeds. This is not now done.

#### 4 — **That the concentrated dairy feeds be mixed at a central mixing plant.**

Better results would be secured if the concentrated dairy feeds were mixed at a central point such as at London and then shipped to the several farms.

#### 5 — **That more potatoes be raised.**

The state farms raise about one-half of the potatoes consumed by the institutions. In the year 1918-19, \$87,899 was paid out for the purchase of potatoes. In the year 1917-1918, 34,206 bushels were raised on the farms while 41,793 bushels were purchased. Potatoes are a staple, they are a crop requiring much labor per acre and can be largely cared for by unskilled labor such as the patients provide. It would seem desirable that further effort be made to bring the production of potatoes up to the needs of the institutions. If this were done a large saving would be made.

#### 6 — **That more fruit and berries be produced.**

The farms are now producing comparatively little fruit and few berries as noted in the figures herein given. A few new orchards are coming on. These are intensive crops requiring much labor per acre. These crops can be grown and the labor is available. Their production should be increased commensurate with the consumption demands of the institution.

During the year of 1918-19 the value of vegetables produced was \$285,208, while only \$12,134 was paid out by the state institutions for canned vegetables and \$8,295 for fresh vegetables. These purchases were largely at those institutions having no land. This is a very creditable showing. It would seem however that the vegetable acreage and the canning facilities at the London farm might well be increased to the point where they will produce all the canned vegetables required by the institutions having no land.

#### 7 — **That the dairy herd feed records be put on a uniform basis.**

At the present time there is a lack of uniformity among the herdsmen as to the method of reporting feed costs for the dairy herds. This should be put on a uniform basis if the records are to be of value.

#### 8 — **That financial statements should be definite.**

The agricultural report for the year ending June 30, 1919 gives \$1,016,706.64 as total receipts from all farms, and a total expenditure of \$557,703.68. With the receipts are included \$167,910, the value of the forage produced on the farm. Much the larger part of this forage is consumed by the livestock on the farm and not sold. The livestock produced upon this forage is also counted as a receipt. It is true that the

value of forage thus produced and consumed is figured as an expense so that the balance between receipts and expenditures is correct. This method of compilation however is misleading, it gives one an exaggerated opinion of the volume of business transacted.

9— **That rented farm land be purchased.**

Several of the state farms are renting additional farm land. At Massillon 524 acres are rented, at Mansfield 607 acres. Much of this land has been rented for several years. The farming of rented land is neither to the best interests of the state or the land. If such of the rented land as is deemed advisable to retain were purchased the farming operations thereon could be greatly improved. Much of the rented land needs drainage, lime and fertilizer.

10— **That in selecting institutional farms a requirement be that they have sufficient good gardening land to supply the needs of the institution.**

The desirability of this is apparent. Not all of the present farms have good gardening land. The women's reformatory at Marysville might be mentioned in this connection.

# OHIO AGRICULTURAL EXPERIMENT STATION

By DON C. SOWERS,

## SOURCE OF INFORMATION

The experiment station at Wooster was visited; conferences were had and correspondence exchanged between the director of the station and members of the board of control; special reports were submitted by the director to the committee; published reports of the station were studied and conferences were had with individuals and officials who have personal knowledge of the work of the station.

## PURPOSE OF THE STATION

The experiment station is established for the prosecution of practical and scientific research in agriculture and forestry and for the development of agricultural resources. It seeks to bring to the aid of the farmer the light which modern science throws upon his work and to extend this knowledge by continuous scientific research and experimentation.

The organization of experiment stations in general, under the United States experiment station law, known as the Hatch Act, passed in 1887, came quite largely as a response to the needs of the colleges for experiment and investigation in agriculture as a means of developing and strengthening their teaching. Scientific research in agriculture is a comparatively new profession. It is based upon and made possible by the development of the sciences of chemistry and bacteriology. Leibig's epoch-making work "Organic Chemistry in its Relation to Agriculture", published in 1840 is said to be the foundation of this work.

## HISTORICAL

The first American experiment station was established in Connecticut in 1875. The Ohio experiment station was established in 1882 and is therefore one of the oldest stations in the country. It was organized under an independent board of control. The station was located at the State university where it remained until 1892 when it was removed to Wooster, Wayne county, its present location under a law authorizing the different counties of the state to offer a bonus for its location. Wayne county offered the largest bonus, namely \$85,000. This law was after-

ward declared unconstitutional and the state redeemed the bonds which had been issued by the county. The reasons for this removal were, first, that the fertile bottom lands near the university were not adapted to experimentation relative to the upbuilding of worn-out soils; second, because the university would soon need this land for its own use, and, third, the growth of the city of Columbus with its need for sewers, water mains and conduits would not permit the land to remain undisturbed.

The station was placed under the government of the agricultural commission in 1913 where it remained for two years when it was again placed under an independent board of control.

#### PRESENT ORGANIZATION AND WORK

The present board of control consists of five members appointed by the governor for overlapping terms of five years. They receive no compensation except actual necessary traveling expenses.

The total appropriation made by the general assembly for the work of the station during the year ending June 30, 1920, was \$232,785. In addition to this the United States Government contributes \$30,000 yearly to the station.

The scientific staff of the station includes a director, director of soils and research, 8 deputy chiefs, 8 heads of departments, 4 associates, and 32 scientific assistants; 10 or 12 foremen, herdsmen, engineers and others of similar rank; 16 to 20 office assistants, stenographers and clerks and 100 to 150 laborers, the number varying with the season. The present Director, Charles E. Thorne, has been in charge of the station continuously since 1887.

The scientific staff are engaged in the following activities: Agronomy, animal husbandry, botany, chemistry, dairying, entomology, forestry, horticulture, nutrition, soils and farm management.

The station has its own printing plant and publishes the following material: A press bulletin, which is sent weekly to the 700 newspapers of the state; current bulletins, which are mailed regularly to about 70,000 farmers; and technical bulletins issued in smaller editions.

During the month of June farmers visit the station from the several counties. Between June 12th and 30th last year the director reports that "Parties were on the station grounds from Knox, Sandusky, Columbiana, Richland, Medina, Van Wert, Wood, Lorain, Muskingum, Summit and Delaware counties, while at the annual Wheat Field Meeting, held June 27th, which was a rainy day, there were about 1500 people on the grounds, coming from a radius of 60 miles or more. One or two county delegations came 800 to a thousand strong. Altogether we estimated the number of visitors during the month at five thousand to

six thousand persons." Similar meetings are also held on most of the county and district experiment farms.

Some co-operation exists between the experiment station and the college of agriculture. Members of the faculty assist in the compilation of certain publications which are regularly used in the college classes and members of the station deliver lectures at the college.

The work of the experiment station is not confined to the fields at Wooster but is scattered over the state in 17 different experiment farms and forests, each of which carries some particular lesson. Difference in soil and climate in various sections of the state make it necessary to conduct experiments under different conditions. Four district stations, or test farms are operated as integral parts of the main station and 1700 acres of forest land are used for the study and development of state forests. The following table gives the location, acreage, value and primary purpose for the establishment of each farm:

	<i>Value</i>		
	<i>Acres</i>	<i>Dec. 1918</i>	
Experiment Station, Wooster, Wayne Co.	474	\$439,000	Chosen after a soil survey as being best suited for studies in soil fertility.
Northeastern Test Farm, Strongsville, Cuyahoga County ...	125	17,500	Study of heavy clay soil, which differs materially from the soil at Wooster.
Southeastern Test Farm, Carpenter, Meigs County .....	300	26,700	Study of agricultural conditions in hilly counties. Sheep husbandry studies are centered here
Southwestern Test Farm, Dayton, Montgomery County	53	13,700	Study tobacco industry and cereal products on the soils derived from glacial limestone drift.
Northwestern Test Farm, Findlay .....	20		leased Soil fertility in this section of state.
Athens County .....	221	2,800	Study of forests.
Lawrence County .....	1,500	7,800	Study of forests.
	<hr/> 2,673	<hr/> \$507,500	

A tract near Elyria containing 42,000 acres is leased at an annual rental of \$590 and operated in co-operation with the United States Department of Agriculture as a timothy experiment farm. In addition to the above there are ten county experiment farms owned by the several counties but operated and managed under the supervision of the experiment station

#### EXPERIMENT STATIONS IN OTHER STATES

A study of the organization of experiment stations in other states reveals the fact that in all but four states, namely, Connecticut, New

York, Ohio and Georgia, the experiment stations are established and conducted as departments of the agricultural colleges. In New Jersey the station is located at the agricultural college but is governed by a special board of control.

A table showing the state appropriations to experiment stations shows that Ohio is liberal in her support as compared with other states:

EXPENDITURE FOR AGRICULTURAL EXPERIMENT STATIONS FOR YEAR 1917\*

	<i>State Appropriation</i>	<i>Total Amt. Available</i>	<i>No. on Staff</i>	<i>Number on Mailing List</i>
Ohio .....	\$269,313	\$333,882	73	65,000
Illinois .....	196,500	296,525	99	41,000
New York .....	136,098	147,493	38	49,000
Texas .....	135,000	194,809	45	45,000
Minnesota .....	128,376	233,319	95	7,600
California .....	120,281	238,578	125	35,790
Iowa .....	105,880	185,280	55	36,920
New Jersey .....	98,400	167,605	36	10,000
Wisconsin .....	97,500	136,903	106	32,011
Indiana .....	91,000	408,596	62	43,000

Five states made appropriations ranging from fifty thousand to one hundred thousand; eleven states appropriated sums ranging from twenty-five thousand to fifty thousand; eleven states made appropriations ranging from ten thousand to twenty-five thousand; eight states made appropriations of less than ten thousand and five of these latter made no appropriation.

It appears from the above figures that the Ohio station has not been handicapped by a cramped financial position, a situation which is common in other states and which exists in the case of many other state activities.

The suggestion has frequently been made that the experiment station should be made a part of the agricultural college. It is claimed that the students of the college of agriculture are being deprived of a great opportunity in not having access to the fields and laboratories of the station and that there is considerable duplication of buildings, laboratories and other facilities under the present organization.

The logic and material advantage of a union of the station with the college is now quite generally conceded as shown by the fact that in all but four states the station is a part of the agricultural college. The advantages of such a union may be briefly summarized as follows: A well-rounded system of agricultural services requires research, teaching and extension work. Research and experimentation are necessary to furnish the facts that are disseminated through teaching and extension activities.

\* Report of the U. S. Department of Agriculture on Work and Expenditures of Agricultural Experiment Stations, 1917

The teaching and extension departments are important means of giving publicity and effectiveness to the facts and suggestions resulting from the activities of the experiment station. There are advantages also from the association of the working force of the station with the agricultural college faculty, in that opportunities are presented to professors and instructors to engage in research. Many men hesitate to join a college where such opportunities for research in agriculture are not possible. The facilities afforded by libraries, laboratories and other equipment would become available to the station, without expensive duplication. Students would be afforded opportunity to study experiments under way and to test out their ability and inclination to undertake research work.

The disadvantages of such a union are as follows:

First, there is a danger that the station would not secure as liberal financial support if it were a part of the university. This involves the danger that teaching and extension work will over-shadow the experimental work in the public mind and that the station, by losing its identity in the larger organization will be deprived of some measure of its contact and prestige with its constituents.

Second, there is the danger that the research men on the staff of the station may be assigned to duties in other departments — teaching and extension work, and thereby the research work would suffer.

While these objections may arise they do not necessarily inhere in the union of the station with the agricultural college. The advantages which will accrue both to the station and the agricultural college seem to outweigh the disadvantages and accordingly it is recommended that such union be made.

#### RECOMMENDATIONS

It is recommended:

- 1 — That the agricultural experiment station be transferred to the control of the board of trustees of Ohio State university and that the board of control of the agricultural experiment station be abolished.**

It is recognized that it is absolutely impossible to move the experimental fields of the station at Wooster. The experiments which have been conducted there for over a quarter of a century should be continued unmolested, but much of the laboratory work and animal husbandry work can be done at Columbus as well as Wooster. A union of the two activities would eliminate the necessity of having duplicate buildings and laboratories and at the same time increase the educational value of the research work to the students.

- 2 — That the scientific investigators at the experiment station be placed in the same category with respect to civil**

**service as that occupied by the instructors and teachers connected with the university.**

Every argument that applies to the teacher applies with even greater force to the scientific investigator. Furthermore, it is not desirable, even if it were possible, to limit the members of a station's staff to Ohio trained men. In such scientific research the station needs the broader vision which comes only from experiments under other conditions of soils and climate. The station has never been able to keep its staff filled with Ohio trained men and on the staff now are men from six other states and three foreign countries.

- 3— **That the director of the station be requested to make a special study and report on the subject of state forests and reforestation, covering what is being done in other states and foreign countries and including the formulation of a comprehensive state policy with respect to forests. If necessary, a special appropriation should be made for this work.**

# ADJUTANT GENERAL AND COMMISSIONER OF SOLDIERS' CLAIMS

By GAYLORD C. CUMMIN

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## ADJUTANT GENERAL'S DEPARTMENT.

The organization, powers and duties of this office are prescribed in the General Code in part as follows:

1. The adjutant general and the assistant adjutant general are appointed by the governor to serve at his pleasure. (G. C. 79).
2. "The adjutant general shall be in control of the military department of the state and perform such duties as pertain to the adjutant general and quartermaster general under the regulations and customs of the United States Army." \* \* \* (G. C. 82).
3. The adjutant general shall be the superintendent of the state house buildings and grounds, and shall provide office space and quarters for the various state departments in either state owned or leased buildings and shall make and sign leases. (G. C. 146).
4. "The adjutant general shall be the director of state armories." This provision repeals the law creating the state armory board.

Interviews were had with the present adjutant general and former incumbents, employees, officers of the Ohio National Guard and citizens. The National Guard was extinct entirely during the late war and is now being reorganized. It would be of little use to make a careful study of the organization inside this department as far as it concerns the National Guard during this reorganization period, and besides a large part of the duties performed in this connection are due to federal statutes and requirements over which this state has no control. Whether it is wise or not to proceed with the reorganization of the National Guard and Naval Militia is entirely outside the scope of this investigation. The duties of the adjutant general as superintendent of buildings will be discussed in a separate report on that subject.

### RECOMMENDATIONS.

1. **That a department of military affairs be created with the adjutant general as the administrative head appointed as at present, to have complete charge of all the military affairs**

**of the state including the commissioner of soldiers' claims, and that all non-military functions be placed elsewhere.**

As a matter of principle it is believed better to charge the adjutant general with only military duties. Should an emergency call the National Guard into service it might be impossible for the adjutant general to give attention to non-military administration for quite a protracted period. His function as superintendent of buildings is therefore removed and attached to the proposed department of public works and conservation as more fully discussed in the separate report on the superintendent of grounds and buildings. The office of the commissioner of soldiers' claims is consolidated with the department of military affairs for reasons discussed in the report on that office.

COMMISSIONER OF SOLDIERS' CLAIMS.

*Powers and Duties.*

Section 811 of the General Code provides for the appointment of the commissioner of soldiers' claims by the governor with the advice and consent of the senate for a term of two years.

Section 814 of the General Code provides that "On demand, the state commissioner of soldiers' claims shall furnish the necessary instructions and advice to soldiers, sailors and marines of Ohio, their heirs or legal representatives, respecting their claims against the United States for pensions, bounty, back pay or otherwise by reason of military or naval service, assist in the collection of such claims and perform such other duties as the governor requires."

Section 815 of the General Code provides that "The commissioner of soldiers' claims shall furnish blanks, prepare applications and give instruction to soldiers, sailors and marines or their heirs, for the purpose of admission to state and national military homes \* \* \* the Madison home for soldiers, their wives, widows and mothers and army nurses and the Xenia soldiers' and sailors' orphans' home. On request he shall furnish the soldiers relief commission of any county of the state copies of the state laws relating to soldiers' relief and burial funds."

Section 816 of the General Code provides that "For the purpose of assisting soldiers in hospitals or others totally disabled, in prosecuting claims, the commissioner of soldiers' claims *shall* visit officially the soldiers' home at Sandusky and the national military home at Dayton at least every three months."

The commissioner of soldiers' claims and other persons familiar with the work of the office were interviewed and consulted.

This office performs an important service for those whom it is expected to aid, and will undoubtedly be called upon for a still greater measure of service due to claims arising from the late war.

*Recommendations.*

1. **That the office of commissioner of soldiers' claims be placed under the proposed department of military affairs, and the commissioner appointed by the adjutant general for an indeterminate term without the advice and consent of the senate.**

This function naturally belongs in a department of military affairs, and such a connection will give a department head who will be interested in seeing that this function is not starved. The functions as contemplated by the law will not be in any way impaired by the consolidation, and other benefits may be derived as suggested in further recommendations herewith.

2. **That the office of commissioner of soldiers' claims and war record clerk be combined in one person.**

This consolidation is entirely feasible without the service suffering in any way and will save one officer.

3. **That the holder of the office of commissioner of soldiers' claims be commissioned as a notary and no separate notary employed.**

At present a notary is employed at \$35.00 per month who practically gives his full time. This is an entirely useless office and should be abolished.

4. **That necessary appropriations be made so that the provisions of Sec. 816 of the General Code may be complied with.**

The section of the general code referred to is that which requires the commissioner of soldiers' claims to visit institutions at least every three months for the purpose of personal interviews with those needing his services. This is a useful provision of the statutes and should be of great service to those served. As no appropriation has been made this duty is not being performed and the wards of the state are not getting the service contemplated.

# AUDITOR OF STATE

Prepared Under the Direction of  
DR. L. D. UPSON,

By C. E. RIGHTOR and HENRY STEFFENS, Jr.

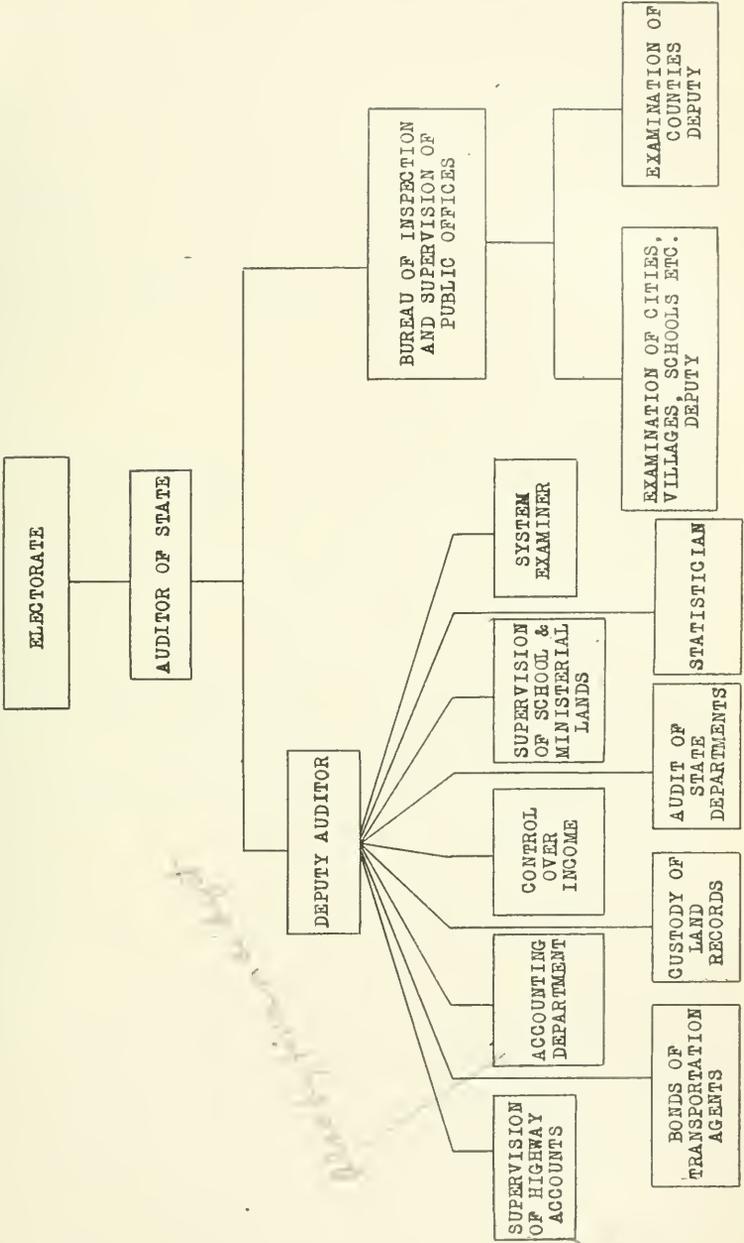
## AUDITOR OF STATE.

The survey of the work of this officer was made by conferences with the auditor of state and those in charge of the chief functions of the office and by a general observation of the operations of these activities. Copies of accounting and reporting forms, letters and bulletins of instruction, and copies of the annual reports of the office from 1913 through 1918 and other publications were obtained and studied. Communications received by the committee relating to the work of this office were examined in connection with the survey.

The spirit of cooperation with the field agents was evident in every officer and employe who was interviewed, and all questions and requests for information were given careful attention.

The Ohio constitution provides that the auditor of state shall be one of the six public officials of the executive department elected by the people (Art. III, Sec. 1), and that his term of office shall be four years (Sec. 2). It is further prescribed by constitution that should the office of auditor become vacant through death, impeachment, resignation, removal or disability, the governor shall fill the vacancy until the disability is removed, or a successor elected and qualified (Sec. 18); and that he shall receive for his services a compensation to be established by law (Sec. 19). Section 20 of Article III requires that the auditor shall, at least five days preceding each regular session of the general assembly, report to the governor, who shall transmit such report, with his message, to the general assembly. In Article VIII, Section 8, the auditor of state is named as one of "The Commissioners of the Sinking Fund" of the state, and the duties of the commission are prescribed. Article XI, Section 11, names the auditor as one of three officers who shall, at each decennial period, ascertain and determine the ratio of representation and number of representatives and senators each county or district shall be entitled to elect. The foregoing are the only references in the constitution to the auditor of state. Thus, while the position of auditor is a constitutional one, there is no constitutional provision for the duties inherent to it. In the absence of such provision, it may be assumed that

PRESENT ORGANIZATION



determination of powers and duties of the office is delegated to the general assembly. By statute, the auditor is designated the "chief accounting officer of the state." As such, he has been charged by various statutes with extensive powers and duties, of both an auditing and controlling and an administrative nature.

To perform the diversified duties of the chief fiscal officer of the state, the auditor's office is organized in two main divisions,—the auditor's office, and the bureau of inspection and supervision of public offices. There was no chart furnished by the auditor showing the organization of his office, and the accompanying chart is designed to show the existing organization.

The auditor's office is under the direct supervision of the deputy auditor, and comprises the following chief functions, which are discussed separately:

- Accounting department
- Control over income
- Audit of state departments
- System examiner
- Supervision of school and ministerial lands
- Custody of land records
- Bonds of transportation agents
- Supervision of highway accounting
- Statistician.

The bureau of inspection and supervision of public offices is under the supervision of the auditor as chief inspector, with two deputy inspectors in direct charge of the two functions:

- Inspection of cities, villages, schools, townships, justices of peace, and utilities
- Inspection of counties.

In addition to the foregoing duties, the auditor is a member of a large number of executive boards in an ex-officio capacity, and is required also to perform numerous administrative activities of a minor nature.

The apparent intent of the people in creating the office of auditor of state has not been observed consistently throughout past years of legislation, in that statutes have been enacted delegating to other officers of the state duties and powers of a financial nature, which belong properly within the domain of the auditor's office, and on the other hand charging the auditor with duties other than of the nature of financial control.

#### ORIGIN OF OFFICE OF AUDITOR

With the expansion during past decades of the public services being undertaken by state governments, and the resultant growth in revenues and expenditures, and also with the general adoption of biennial sessions

of the legislature, the necessity developed for a continuous supervision of state finances by a permanent official. Experience dictated that no longer could committees from the legislative body perform this work adequately. The position of auditor was created to afford the necessary check on the treasurer, the official charged with receiving the public revenues from the several collecting authorities and paying the bills of the state. Today, the treasurer may, in general, make no disbursement except upon warrant issued by the auditor. The auditor keeps accounting control over financial transactions, and generally has been empowered to supervise the accounts of state departments and institutions and to prescribe uniform systems of accounting. The auditor has thus acquired, by statutory requirement, the duties of an accountant, permitting disbursements of state funds when made in accordance with legal authorization, and is not in general an auditor serving as an instrument of economy and efficiency.

#### THE AUDITOR IN OHIO

There is apparent in Ohio no recognition of the distinction between the function of auditing receipts and disbursements, revenues and expenditures, and determining the justification of the cost of the several activities of the state government, and the function of controlling state finances through the accounting for revenues, expenditures, and values. As is indicated in the preliminary report of this committee, (December, 1919), it is believed highly desirable, and indeed essential, that the two distinct functions should be recognized by the general assembly, and provision be made for their conduct by two independent officials. The function of audit, including the continuous analytical audit of operation results of every office, department, institution or other agency of the state, should be lodged with a single officer, to be elected by the people (or by the general assembly), who would be independent of the executive department and free to criticize its performance when necessary. The function of accounting, controlling revenues, expenditures, and property values, and other administrative duties of a financial nature, should be placed within a department of finance, whose head should be appointed by the chief executive of the state.

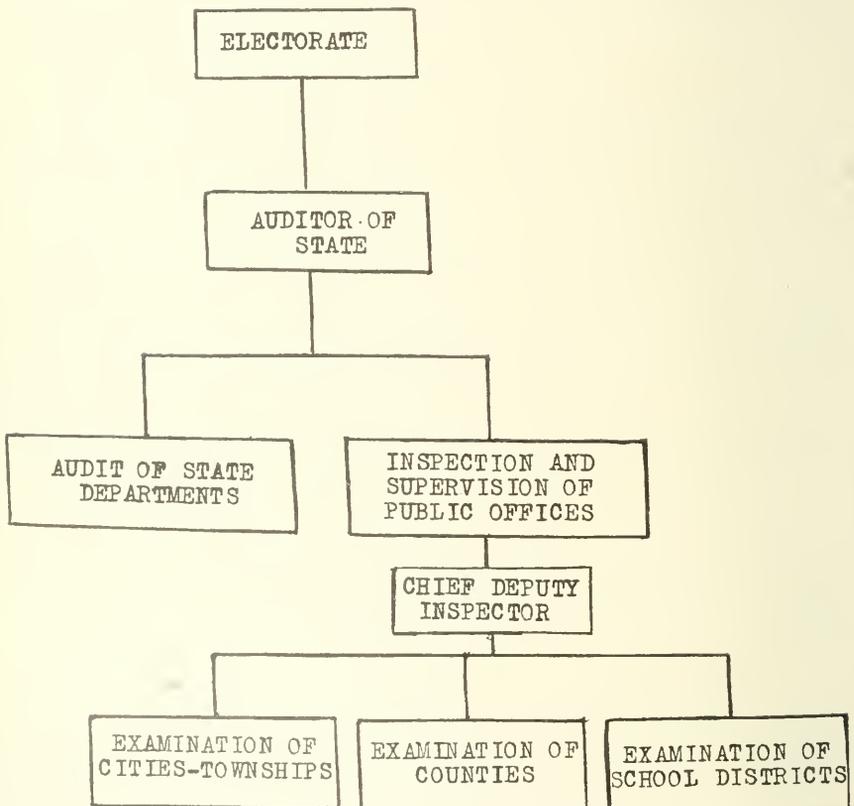
The necessity for a single, independent check upon the several branches of the government is being recognized in the federal administration, as pointed out by President Wilson in his message to Congress on December 2, 1919. Upon that occasion the president recommended that ascertainment be had of the economy and efficiency with which the moneys appropriated by congress are expended. At the present time the law provides only for the ascertainment of the lawfulness of expenditures. No one is authorized to ascertain the wisdom, economy or effectiveness of expenditures. The president advocated, therefore, the establishment of a staff of auditors in the treasury department, who should be highly trained officials, with permanent tenure of office, free

of obligations to or motive of consideration for the present or any subsequent administrations, and that they should be authorized to examine and report upon the methods of expenditure and results obtained by the various executive departments. The reports of these auditors would be made to congress and the secretary of the treasury.

#### PROPOSED ORGANIZATION

To furnish the proper organization of the state government called for by modern conditions, it is recommended that the state of Ohio revise

#### PROPOSED ORGANIZATION



the extent of functions performed by the auditor of state, limiting such duties to those of an auditing nature, and extending his authority to include not alone the inspection of the books of account and financial records, but also to conduct examinations of the methods of administration of each office, institution, etc., to determine upon the economy, efficiency, and adequacy of the public service being undertaken.

This office would continue to be constitutional, but would be removed from the executive branch of the government. The term of office should remain at four years, and the duties be set forth by statute. Provision should be made by law for reports of findings of the auditor to be made to the general assembly, the chief executive, and the citizens of the state.

If considered preferable by general assembly, that body could provide through constitutional amendment for the election of this officer by its vote. In event of election by either the electorate or the legislature it is believed the public service would be promoted by having established definite and ample qualifications for the position of auditor of state, and requiring that those elected to the position should be capable of meeting the prescribed standards. The people, or the general assembly, could demand specific performance during the incumbency of the elected official.

The duties of the office of auditor of state, as proposed, would naturally divide into the examination of state departments, institutions, etc., and the examination of minor subdivisions of the state. It is recommended that the present functions, as described in this report, remain in the office:

Audit of state departments

Bureau of inspection and supervision of public offices

All other functions of the present office of auditor would be transferred to other departments or offices, as will be indicated.

It is further recommended that a new office be created within the executive branch of the state government, to be titled the director of finance. This officer would be appointed by the governor and serve at his pleasure. He would in fact be the chief financial officer of the state, and his duties would be only those functions of the state government that are essentially of a financial nature, including the assessment, equalization, levy, collection, custody, disbursement and management of public revenues.

The creation of this office would require constitutional amendment, and would include also the elimination of the state treasurer as a constitutional officer, his duties to be transferred to the director of finance. The functions of the present tax commission would also be transferred to this office, as would the duties of the state purchasing agent, state printing board, and certain of the activities now performed by the secretary of state and other offices.

Specifically, the following bureaus would be created within the office of director of finance:

Bureau of accounting

Bureau of income and taxation

Bureau of motor vehicles — licenses  
Bureau of treasury  
Bureau of purchasing

#### PRESENT PROCEDURE

The auditor of state controls the receipts and disbursements of all state activities currently, except of the industrial commission, which conducts its own financial transactions, reporting same daily to the auditor. The system in the auditor's office was examined from the inception of a purchase order through preparation of the voucher and warrant, and of a payroll through the warrant, these transactions being carried into the appropriation ledgers and cash disbursements records of the auditor's and treasurer's offices; also the procedure in recording receipts was traced, from the reports of departments to the auditor to the entries in his records and those of the treasurer.

No attempt is made to comment upon the detailed procedure, except to note that mechanical equipment has been introduced to a large extent, resulting in a saving of time and personal service. Conferences with those having charge of the several activities disclosed that they appreciate the unsolved problems of the office. It is believed that the success of any procedure depends upon the individuals responsible for its operation, and it is suggested that provision be made that the officials in charge be enabled to remedy recognized defects.

The inauguration of the office of director of finance of periodic staff conferences will do much to bring about a better appreciation of the benefits to be derived from a comprehensive accounting procedure, thereby inspiring the employes to greater efforts. Such conferences should discuss the purpose of the accounts, and most effective means of obtaining these ends.

The department, to attain the proper esprit de corps, must adapt the practice in vogue in banking institutions, of handling each day all the transactions occurring that day.

The following pages treat in general of the work of the office of auditor of state as at present organized.

#### DEPARTMENT OF ACCOUNTING

This department is under the direction of a chief bookkeeper, and keeps financial records, for both cash and appropriation accounts, audits income and disbursement documents, and draws warrants. To perform this work the department employs 2 clerks on auditing payrolls and invoices; 3 clerks on writing and filing warrants; 1 clerk posting the journal distribution to appropriation control accounts and reporting warrants paid; 1 clerk posting detail appropriation accounts; 1 clerk analyzing disbursements in detail; 1 clerk preparing disbursements records; 1

clerk on sales ledger and auditing requisitions on the purchasing agent, and preparing monthly reports of appropriations; and 1 clerk on the revenue receipts and disbursements journal.

Examination of the procedure of this department discloses that a complete financial statement of the state is not now available from the existing records. It is believed a general ledger should be maintained by this department, carrying controlling accounts of the state's finances, so that currently a balance sheet, complete for all kinds of assets and liabilities, a statement of income and expenditures, and in addition a statement of appropriations, may be prepared. For these records, definite classifications of accounts, of both income and expenditures, should be established.

#### INVENTORY OF PROPERTY

No ledger control is had by this office over the state's investment in properties, — lands, buildings, equipment, and improvements. It is believed that the total value represented in these properties should be reflected on the general ledger of the state, and be kept currently. It is appreciated that inventories now had by the auditor's office of the equipment of the several state offices, departments and institutions, are effective as a control on the personal property of the state. It is believed, however, that the total investment should be carried in the general records of the department of finance, and not kept merely as a memorandum card record.

#### APPROPRIATION ACCOUNTS

The appropriation accounts of the auditor's office are incomplete in that the books of account do not now record the incurrence by offices, departments, etc., of contingent liabilities in the form of open market orders and contracts for materials, equipment, etc. Only with the control by the auditor of this form of financial transactions can this officer prevent the incurrence of indebtedness in excess of the amount authorized by the legislature, and the principle of appropriation accounting be satisfactorily carried on. From the description of the system in vogue in 1917, it is apparent that it was complete and entirely satisfactory. It is recommended that the auditor re-establish this appropriation accounting procedure in its entirety, so that the office may exercise proper control over expenditures. Failure to provide such control may result in the accumulation of unknown liabilities to be paid from subsequent appropriations, thereby defeating the very purpose of appropriations.

The monthly report of balances to the credit of appropriations, as now submitted to each division of the state government, should be of greater value, as it should show, for each appropriation:

Total appropriation  
 Total disbursements  
 Total encumbrances  
 Unencumbered or free balance

The unencumbered or free balance of the appropriation is the one amount that the administrative official can put to any use. It indicates to him the extent to which he may carry on any activity. Such report will render unnecessary the maintenance within all departments of appropriation accounts.

As a substitution for the recording of contingent liabilities, the auditor instituted the present practice of addressing a request to each office prior to June 30 of each second year for a statement of the total amount of contingent liabilities against each appropriation item. When this information is received by him, such amount is continued as an appropriation, to meet the liability upon delivery of the services or goods, and the balance of the unexpended appropriation is lapsed. This practice affords no control, as figures may be reported arbitrarily.

The routine of the department appeared, from observation by the examiners; to be conducted in a satisfactory manner. It is possible that through blanketing of vouchers for each vendor, and the writing of one warrant for each account, will not deprive the department of any control or legal obligation, but might reduce the clerical work of the office, as well as prove a convenience to the claimants of the state, especially if an abbreviated statement of the items covered by each warrant is furnished them by the office.

The department of accounting should be transferred to the proposed department of finance.

#### CONTROL OVER INCOME

This division, under the direction of the auditor of income, maintains all records in connection with the accrual or collection of income, the source of entry being a copy of the revenue voucher filed with the auditor by the collecting or accruing office. The range of accounts is extensive, including current and delinquent accounts of all kinds, with state institutions, the tax commission, and other departments, trust fund accounts, inheritance tax, forfeited lands, accounts with counties in settlement of taxes, excise taxes, insurance, etc., collections of which revenues are made by the treasurer. These records are all handled by one auditor of income, and are in very satisfactory condition.

Further and continued effort should be made to perfect the control over income, so that it will include all the revenues and receipts accruing to the state.

This activity should be transferred to the proposed department of finance, bureau of income and taxation.

#### AUDIT OF STATE DEPARTMENTS

The audit of state offices, departments, institutions, etc., is under the direction of a supervising examiner, who has four examiners and

three assistants. The supervising examiner also conducts special examinations of the political subdivisions of the state.

The statutes provide that there shall be made an audit of financial transactions of each public institution not less than six times a year, and also when there is a change in the personnel of any office, board, etc. It is believed that the frequency of inspection should be determined by the auditor.

The purpose of the audit of state departments is not merely to examine the financial records as to their completeness and the regularity of transactions, but attempt is made to determine whether the law is being carried out in all respects in the conduct of the office or department.

To promote efficiency of the examiners, informative bulletins are prepared and distributed as occasion requires, and a model form of report has been laid down, which is of large suggestive value to the examiners. These features add to the effectiveness of results which have been achieved by this office since 1902.

A general examination of the reports of the audits of some of the departments and institutions indicates an appreciation of the responsibility of the work, which has undoubtedly achieved many valuable results. It is a question of policy whether the reports should go into a detailed description concerning the methods pursued by any department, as this takes time. Suggestions relative to procedure may be accomplished through consultation with and memoranda to the administrative officials. There is ample evidence that the audit and its suggestions are welcomed by the several departments.

A complete inventory of state property, including lands, buildings, structures, and equipment is operated by a supervising examiner, and shows a total investment of over \$71,000,000. It is reported that this inventory is kept up to date, through analysis of vouchers and revenue-vouchers. When an officer is checked out of office, any irregularity is adjusted, and on some occasions collection of cash has been made for missing property.

#### SYSTEM EXAMINER

The time of the system examiner is devoted to analyzing revenues and cash receipts and reporting same to the auditor, to auditing the accounts of the state treasurer, and to devising accounting procedures for the auditor's or other state offices and departments as may be required through the enactment of legislation.

Examination of the accounting systems in several of the departments of the state government discloses that the auditor of state has not invariably prepared, and does not now invariably assist in devising, a system of books which will meet the requirements of new legislation. It is believed that the auditor should give more attention to preparing the accounting records of all state offices, departments and institutions,

with the view to making the entire system as nearly uniform as possible with respect to the information to be recorded and made available from the books.

A uniform revenue-voucher for all departments has been devised and is now in use. However, it has been found impossible thus far to get the operating departments to make full use of it in reporting revenue accruals. Receipts are reported on the form, however, and are classified in detail by the system examiner. This form is not used by county treasurers in their reports to the auditor of state.

Greater authority should be given the incumbent of this office so that the systems and procedures developed may be put into effect.

#### SUPERVISION OF SCHOOL AND MINISTERIAL LANDS.

This division is under the direction of deputy supervisor of school lands, under the provisions of the Garver Act of 1917.

Prior to 1914, the lands that had been dedicated to school and ministerial purposes were locally administered, but experience dictated that central control by the state was provident, and laws were passed placing the control of such lands with the auditor of state. Adequate appropriation to enforce the laws has not been made, but a deputy has made substantial progress, and the efforts of the office have meant greatly increased revenues to the local subdivisions affected.

The scope of the law charging the auditor with responsibility for administration of these lands is very broad, including judicial action in cases affecting the settlement of claims, determining of values for sales purposes or rentals, etc.

It is believed that the supervision of these lands is beyond the proper scope of the auditor of state, and that the entire responsibility for them should be transferred to the proposed department of public works. The auditor of state would then be in a position to review the transactions and pass upon their legality and effectiveness, thus making possible the check upon them which is desirable on all public transactions. To date the work of locating certain of the lands originally dedicated for the purposes of school and religious purposes has not been undertaken, and special examinations necessary because of changed conditions, presence of coal, oil or other minerals, etc., have not been made, because no appropriation was made by the general assembly. It is believed that a complete record should be compiled of all such lands, through the necessary surveys, field studies, examination of local records, etc. This, it is evident, is more properly the work of a department of public works than of an auditor.

#### CUSTODY OF LAND RECORDS

The auditor of state is custodian of all original land records, field notes, surveys, etc. The statutes prescribe a schedule of fees for furnish-

ing copies of these documents. This function is under the direction of a clerk, who prepares copies of documents upon request.

It is recommended that this activity be transferred to the office of the secretary of state, as the custody of these land records is merely a matter of preservation of records rather than of finance.

#### BONDS OF TRANSPORTATION AGENTS

The statutes provide that any person selling steamship or railroad tickets to or from foreign countries, or receiving money for transmission to foreign countries, shall engage in such business only after obtaining from the auditor of state a certificate of compliance. A bond of \$5,000, to the state of Ohio, is required of each agent, which is filed with the auditor, and a record of all such bonds is kept by the auditor.

This activity is supervised by a clerk in the auditor's office, who issues certificates of authority, and accepts bonds after their approval by the county auditor of the county in which the agent's office is situated. Each certificate and bond must be renewed annually, for which a fee of \$5 is collected by the auditor. The bonds are filed at the desk of the clerk.

It is recommended that this activity be transferred to the proposed department of trade and commerce, as it is a matter of regulating a business and not primarily a financial activity of the state.

#### SUPERVISION OF HIGHWAY ACCOUNTING

By the provisions of an Act of 1917, the auditor of state shall prescribe the methods of accounting for the highway department and direct the accounting force of that department. To carry out this duty an examiner under the supervision of the supervising examiner is assigned to this work. The procedure has been established, and but a portion of the examiner's time is required to supervise the work from day to day.

It is recommended that this activity be transferred to the proposed department of finance.

#### STATISTICIAN

This officer is charged with the duty of preparing and publishing the annual report of the auditor of state.

The work of collecting and compiling data for this report consumes about six months of the year, --- from July to January. The section devoted to county government statistics is compiled with difficulty, owing to the frequent changes in county auditors and their lack of information as to the procedure of their office.

The auditor's annual report since 1913 has been greatly condensed as compared with issues prior to that date. Twelve hundred copies are published, and circulated to a selected mailing list of public officials,

libraries — especially high school, — and to individuals, and the demand is greater than the supply.

From two to three months prior to the issuance of the bound report, it is the custom of the auditor to prepare and have published "advance pages" of material to be contained in the report, relating to subjects of popular interest. These advance pages to the number of 5,000 are printed, and distributed to the members of the general assembly and citizens of the state.

Payment of the annual report and of advance pages, and other literature emanating from the auditor's office, is through the appropriation to the state printer. This course is a matter of budget procedure and is common to all offices in the issuance of reports. It is believed, however, that there should be an appropriation to the auditor of state for the estimated amount of his printing bill. Thus the analysis of the cost of operation of the office would be more nearly in accord with the facts. The same principle is applicable to all offices, and is discussed in the report on State Printing.

During the remaining months of the year the statistician has time available for research, and information is compiled relative to the several state departments for inclusion in the annual report, and for bringing this information up-to date. As a result, many facts of an informative nature appear in the auditor's annual report, under each state office or department. While there is no doubt that the material thus compiled and made available to the public at large is of large educational value, it is a pertinent question to enquire whether the auditor of state should be engaged in presenting such information, and whether the facts are, or should be, available in other reports, and therefore duplication of effort and expense result.

The auditor, by virtue of his duties both as auditor and as ex-officio member of the state printing board, has compiled during the past several years a number of reports and bulletins, on diverse subjects. These include "Ohio Interrogation Points" — which is in its eighth edition, — Ohio Live Stock, Cost of Education, Debt and Taxation (1918), etc.

It is recognized that the statutes provide that the auditor in compiling his annual report for the year, may include such remarks and suggestions relative to state finances as he deems proper for consideration by the general assembly. Yet it is a question for discussion whether the auditor, as the chief financial officer of the state, is the proper official to prepare and disseminate the information contained in these publications. That the publications have met with cordial reception by the public, and have received the commendations of public officers and citizens alike because of the information they have made available, in some instances for the first time, is sufficient token that their issuance is amply worth while.

Even granting that the superintendent of education, the board of agriculture, or other offices or departments concerned in the publications, or which should be responsible for their issuance, have never in the past done their full duty to the public, yet it is pertinent to raise the question as to the proper source for the documents. Except such information as is clearly of a financial nature, and therefore of direct concern to the auditor of state, it is believed that the chief executive of the state should, by virtue of his responsibilities to the people, be entrusted with the duty of informing the citizens about their state government. It is, therefore, suggested that the issuance of publications of all administrative departments, including those of the chief accounting officer, should be prepared and distributed through a bureau of the governor's office. This is discussed in detail under the report on that office.

It is suggested that the nature of information contained in the auditor's publicity should be informative only,—it should be non-political, unbiased and impartial. In "Debt and Taxation (1918)", the auditor discusses classification of property, a question before the electorate of the state in 1919 for their determination as to its adoption. It is stated, among remarks: "The way to encourage home builders and home owners in Ohio is to vote 'No' on the classification amendment this fall."

This is distinctly propaganda of a political or other nature, and should never be allowed to emanate from a public office. Instead, a rational discussion of all aspects of the question might be undertaken, if attempt was made to give all the facts available on the subject.

The foregoing citation is not in accordance with the general character of publicity that the auditor has given to the taxpayers and voters of Ohio. During his incumbency in the office the present auditor has given out a large number of public statements concerning the financial conditions and problems of the state and its subdivisions. In these he has manifested an unusual spirit of fairness and fearlessness, regardless of whether the executive, legislature, judiciary or other public officer, or even the people themselves were to be commended or censured. It is such pronouncements by a public official, elected to act as watchdog of the public treasury, that reassures the public that the office is a necessary one in the scheme of democracy.

As a result of the agitation of the auditor for the strengthening and improvement of the methods of public finance, several pieces of constructive legislation have been enacted for the state. Even now there are several bills before the general assembly that would promote even more economical and effective government, but owing to the selfishness of local administrators—as opposed to the general good of the public—there is sufficient resistance in the legislative halls to prevent their adoption, temporarily. Not all recommendations of any public officer meet with the reception they deserve, and with the frailties of human nature

not all recommendations of any one official prove sound. The legislative body of today, however, has before it a number of opportunities to promote the economy it seeks, in both state and local government.

#### BUREAU OF INSPECTION AND SUPERVISION OF PUBLIC OFFICES

This bureau was created in 1902, and is under the direction of the auditor of state as chief inspector and supervisor. The bureau serves as a means of providing central control by the state over the financial accounts and reports of every political subdivision of the state and of every local public officer. Not only are all county, municipal, village, township, and school offices, and public utilities, inspected and supervised, and uniform systems of records and reports prescribed, but the official acts of these public officers are investigated and they are instructed in their official duties. The beneficial results of the establishment and maintenance of the bureau cannot be measured in dollars, but during the period of its existence vast sums have been reported for recovery by the several subdivisions of the state, and even larger benefits have been obtained in the increased efficiency and economy of local governmental administration through the instructional work of the bureau and the preventative factor in such central agency. It is probable that the public service, in the form of a protection to taxpayers' interests, performed by this department of the auditor's office has never been appreciated by the citizens of Ohio. In the control of its political subdivisions through the bureau, however, Ohio has assumed a foremost position among all the states.

The bureau is under the supervision of two deputy inspectors and supervisors,—one having charge of the examinations of cities, villages, townships, justices of the peace, school districts and public utilities; and one having charge of county examinations. To assist them, a staff of 41 examiners and 19 assistants has been developed,—26 examiners, 11 assistants and one engineer being assigned to the work in cities, etc., and 15 examiners and 7 assistants to county examinations.

The examiners send in detailed written reports of their investigations, which are examined by the deputy in charge, and are then transcribed in triplicate for submission to the district, the official concerned, and the legal officer of the district, as required by statute. The office receives numerous enquiries from public officers, citizens, and examiners, and these are given consideration. In addition, two series of bulletins containing pertinent information and instruction to officers and examiners—one for cities, schools, townships and utilities, and another for counties,—are issued by the bureau as occasion requires.

Examination of the work performed by the bureau during the past ten years discloses a substantial increase, due to a number of causes,—the natural growth in number of taxing districts, their population, the range of public services performed by them and the volume of records

resulting thereby; the adoption by the State of Ohio of the "home rule" amendment to the constitution, and consequent diversity of laws under which different political subdivisions have operated since 1912; the effect of the world war upon the districts, in change of public officials, variation in costs of service and materials, and consequently in examining the offices and determining upon legality and economy of official acts and transactions; and to new legislation regulating the newer phases of public service undertaken by government units.

There are in Ohio 88 counties, 80 cities, approximately 800 villages, 3,600 townships, and 5,000 school districts, all requiring periodical examination — each township, village and school district once in each two years, and other public offices once in each year. In addition, many special examinations must be made. All cities, villages, and counties submit to the bureau a detailed financial report annually on forms furnished by the bureau.

Owing to the wide scope of the examination and the natural expansion in supervisory powers and duties of the bureau, it is believed that there should be a reorganization of the bureau by the creation of the position of chief deputy supervisor and inspector of public offices. This officer should be appointed by and be subject to the auditor of state, and should have immediate and sole responsibility for the direction of the activities of the bureau. It is believed further that there should be established under this officer an organization of three distinct services, instead of two as at present. The additional deputy thus appointed could be assigned to the supervision of school districts and townships, to the relief of the deputy now including these units with others under his direction. Such tripartite subdivision of the work of the bureau was provided in the original legislation creating the bureau, but for political or other reasons the number of deputies was reduced to two. Re-establishment of these three deputies is recommended, and in the interest of efficiency in organization it is desirable that their work be placed under the direction of a single responsible official. Such organization should result in a maximum of economy and effectiveness in the administration of local districts of the state and afford the state an increased capacity of control over their activities. The consideration in effecting such reorganization should, of course, be that of public service rather than politics.

In enacting legislation effecting such reorganization, it is believed that recognition should be given to the responsibility of the positions of chief deputy and the three deputies in charge, establishing qualifications for the position, and establishing for each a rate of compensation sufficient for the responsibility and duties.

It is further suggested that the feasibility be considered of employing all regular and permanent examiners by the state on an annual salary basis, in lieu of a per diem. This course would permit that they

be called to the auditor's office for conference and instruction, particularly to include the theory and technique of accounting. It is probable that those examiners best qualified should be organized into a group whose duty it would be to specialize in the devising and installing of accounting systems in the various subdivisions of the state, and periodically to examine systems as to their operation and completeness.

#### EXPENSES OF CONDUCTING THE BUREAU.

The expense of inspection and auditing any taxing district it is provided by law shall be borne by the district, upon the auditor's certification to the county. The amount of charge for each examination is determined by the bureau bookkeeper from daily time and cost records. The total expense is approximately \$135,000 annually, and current costs for the service are advanced from a "rotary fund" of \$35,000 appropriated by the general assembly, which fund is later reimbursed by the local districts.

The expenses of maintenance and operation of the bureau are borne by the counties in proportion to their census. This levy is computed by the auditor of state, who notifies the county auditors the rate to be levied. It is suggested that the entire cost of the bureau, both examination and administration, should be borne by a direct charge to the district, rather than a portion of the expense being raised by tax levy. The entire time, effort and expense of the bureau, administration as well as examination, are of a regulatory nature, serving the local districts rather than any direct and tangible service accruing to the state. The amount of levy is nearly \$20,000 annually, which would no longer need to be raised by a direct tax therefor if the recommendation is adopted.

It is recommended that this bureau continue as a department of the auditor of state's office, under the proposed reorganization.

# OFFICE OF SECRETARY OF STATE

Prepared Under Direction of  
DR. L. D. UPSON

By ARCH MANDEL

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## PRESENT ORGANIZATION.

The secretary of state is a constitutional officer, elected for a term of two years and receiving an annual salary of \$6500. He is ex-officio member of a number of boards, as discussed in the various reports of the survey.

The secretary of state is the chief election officer of the state, supervising the election machinery and enforcing the election laws; custodian of the state's archives; superintends the publication and distribution of the session laws; compiles the Ohio general statistics; supervises the registration of births and deaths; records and files documents of incorporation and issues certificates of incorporation; regulates the operation of motor vehicles and has under his jurisdiction the purchasing of supplies for various state departments.

To carry out these powers and duties the department of state is organized by the following bureaus or divisions, the functions and the organizations of which are described in detail later in the report:

**Bureau of statistics and elections.**

**Bureau of corporations.**

**Bureau of motor vehicles.**

**Bureau of vital statistics.**

**State purchasing department.**

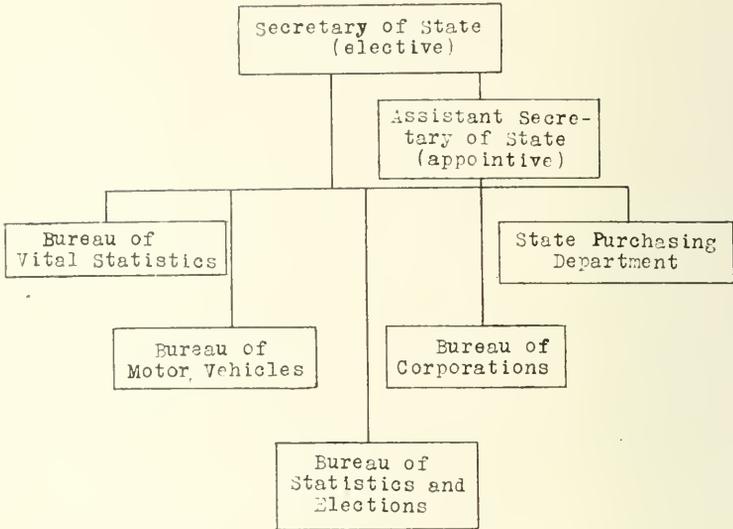
## PROPOSED ORGANIZATION.

It is recommended that:

1. **The head of the department of state be a secretary of state, appointed by the governor and serving at his pleasure; that the secretary of state appoint an assistant secretary of state to serve at his pleasure.**
2. **The department of state continue to have custody of the state's archives, publish and distribute sessions laws and be the official custodian of state papers and records including land records; also to have the supervision and enforcement of the election laws.**

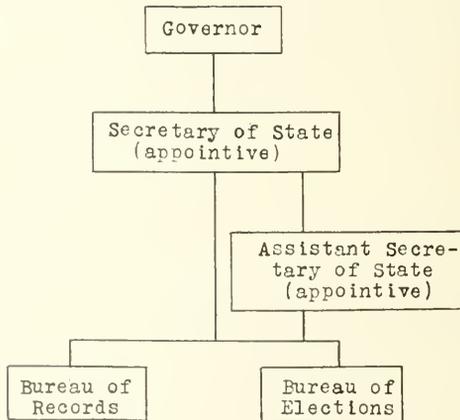
DEPARTMENT OF STATE

Present Organization



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Proposed Organization



3. All the functions now carried on by the bureau of vital statistics, bureau of corporations, bureau of motor vehicles and the state purchasing department be transferred to other departments as recommended in the detailed reports on those bureaus.
4. The proposed department of state, for the purpose of carrying out its duties, be organized to consist of a bureau of records and a bureau of elections, the first in charge of a chief clerk, the second in charge of a director of elections, both officials to be placed in the competitive classified service. The bureau of records will carry on in addition to the duties specified above, the general administrative details of the department of state.

The organization of the present and proposed organization of the department of state will be discussed more fully in following detailed reports

## BUREAU OF STATISTICS AND ELECTIONS

### STATISTICS.

Source of information: Interviews with the secretary of state, written communication from the secretary of state; interviews with the statistician, study of reports.

### DUTIES.

The secretary of state shall annually prepare from official reports and from the other reliable sources to which he may have access, tables of statistics of the state and report same to the general assembly.

The secretary of state is also the official custodian of the state laws and documents.

Section 2 of Article XV of the state constitution provides that "there may be established in the secretary of state's office, a bureau of statistics, under such regulation as may be prescribed by law."

### ORGANIZATION.

To carry on the many details connected with election matters and with the preparation of statistical reports, the secretary of state employs a statistician.

There is also employed in the office proper a superintendent of distribution, a stockman and an assistant, who have charge of the various statistical publications, election supplies, session laws, state maps, etc. For the amount of work in connection with the distribution of documents the number of persons employed is excessive. Were the office of the

secretary of state the center of distribution of all public documents issued by the various departments, it is possible that a superintendent of distribution and one or more assistants would be needed, but at present it seems that one person is sufficient to take care of all the distribution done.

#### REPORTS AND DOCUMENTS.

The statistician compiles annually a bulky volume under the title of "Ohio General Statistics." This publication is replete with statistics of questionable value and even if its contents are of any value the form in which they are presented discourages use being made of them. Certainly there are not twelve or fifteen thousand persons in Ohio who are sufficiently interested in the volume to even want it. Yet that is the number printed annually. Little interest seems to be taken by the departments in submitting material for this report. It is just another thing that must be done. In addition to the "Ohio General Statistics", each department publishes fully its own reports and statistics. Election statistics are also compiled by the statistician.

Session laws, attorney general's opinions, constitutional debates and various state maps are kept in the secretary of state's office and distributed from there. Maps are sold. These can be sold more conveniently by the highway department, which publishes them.

#### RECOMMENDATIONS.

1. **That a bureau of reports and publications be created in the office of the governor, the head of which shall edit and distribute all departmental reports and publications.**

(See report of Gaylord C. Cummin on "Public Printing")

In the last analysis the governor is responsible for the administration of public business by the state government and since it is the accomplishments of his departments that are published, it is logical that he, through his agent, supervise and criticise the publications as they are issued. The printing commission performs this function now and the manner of its functioning is the best recommendation for its abolition.

2. **That a bureau of records be created in the office of the secretary of state.**

This bureau will have the custody of all documents and laws, will superintend the publication and distribution of the session laws and will perform the administrative detail of the department.

3. **That the collection and publications of statistics by the secretary of state be discontinued except such statistics as may be part of the functions of the bureau of elections.**

(See Dr. Allen's report on the "Bureau of Vital Statistics".)

The recommended bureau of reports and publications of the governor's office will supervise the collection and publication of whatever statistics the state may publish.

#### ELECTIONS.

The secretary of state, by virtue of his office, is the "state supervisor and inspector of elections and the state supervisor of elections."

As such he appoints, upon the recommendation of the executive committees of the two political parties in the county casting the highest and next highest number of votes in the state at the next preceding election, the deputy state supervisors and inspectors and the deputy supervisor of elections. These officials and the clerks of the election boards are removable by the secretary of state for misfeasance or malfeasance in office or for any other good cause.

Included in the supervision of elections is the preparation of all forms of official ballots, the arranging, publishing and distributing of all publicity matter pertaining to initiative and referendum questions and constitutional amendments, recording and filing election returns and compiling election statistics.

All the detailed work connected with the carrying out of the secretary of state's duties as the supervisor of elections is done by the statistician.

#### RECOMMENDATIONS.

- 1. That a commission be appointed to revise and codify the election laws and to create less cumbersome and less expensive machinery for carrying on elections.**

It is a matter of common knowledge that the election machinery of the state of Ohio is cumbersome and more expensive than need be. A number of abortive attempts have been made to reform the processes of election in Ohio.

The present election laws are an accretion of laws and amendments passed from time to time, adding continually to the already complex set of regulations. The laws need reviewing, so that consistent and unified regulations may be prepared.

As the study of the election laws and their application is a subject for extended study outside of the province of this survey, no detailed recommendations as to changes in the election laws are given. However, following are listed a number of changes that would result in greater economy in operating the election machinery, and at the same time would safeguard the interests of the voters:

1. Abolition of the full time paid boards of deputy supervisors and inspectors and boards of deputy supervisors.
2. Creation of ex-officio election boards made up of county and city officers.

3. Carrying out the administrative details connected with conducting elections in the office of the county clerk.
4. Introduction of quadriennial registration in those cities — having a population of 100,000 or more — where annual registration is now required.
5. Providing for all-year-round registration in those cities where registration is required. At the present time registration is required in all cities having a population of 11,800 or over. Quadriennially, one or two special registration days may be advisable.

## CORPORATION DIVISION.

### SOURCE OF INFORMATION.

Secretary of state, assistant secretary of state and corporation adviser.

### POWERS AND DUTIES.

Articles of incorporation shall be filed with the secretary of state who shall record every certificate relating to such corporations thereafter filed.

The secretary of state shall not file or record any articles of incorporation wherein the name is likely to mislead the public as to the nature or purpose of the business or if such name is similar to existing corporations.

The secretary of state shall each month file with the tax commission a list of all new corporations, changes in capital stock of existing corporations and dissolutions.

### ORGANIZATION.

The division of corporations is under the direct charge of the corporation adviser, who is appointed by the secretary of state and serves at the latter's pleasure.

### PROCEDURE.

Applications for authority to incorporate and to do business as a corporation for or not for profit in the state of Ohio, are submitted to this office, and if the articles of incorporation meet all the legal requirements, they are recorded and filed.

Every month the corporation adviser submits to the state tax commission a list of incorporations allowed. On the other hand the tax commission reports to the corporation adviser any increase made to its capital stock by any corporation, on failure to pay taxes.

With the granting of the certificate of incorporation the responsibility of the secretary of state ceases. However, before a corporation for profit is allowed to operate its sale of securities, its financial ability to carry on the business must be investigated and approved by the com-

missioner of securities. The corporation division of the secretary of state's office makes no investigation.

Corporations operating not for profit are not investigated except in those instances where the corporation wishes to operate a day nursery, orphan asylum, or other institutions dealing with children, when an investigation is made by the state board of charities. The failure to investigate corporations organized to operate hospitals, eleemosynary institutions or other philanthropic agencies is a serious matter, because of the possibility of allowing irresponsible groups to exploit the public and to operate institutions that are a menace to the community and to the inmates. All such institutions should be under the constant supervision of a state agency.

#### REPORTS BY CORPORATIONS.

All corporations operating for profit render reports of one kind or another to the corporation adviser of the secretary of state's office, to the commissioner of securities and to the tax commission. Public utility corporations make a fourth report to the public utilities commission. In other words, corporations do business with three and sometimes four state agencies, furnishing separately much common information. This procedure complicates matters both for the state and for the corporations.

#### RECOMMENDATIONS.

1. **That there be created a bureau of corporations in which will be concentrated the functions now delegated to the corporation division of the department of state and to the commissioner of securities.** (See report of Gaylord C. Cummin on the "Commissioner of Securities".)

Such concentration of functions will enable the state to maintain complete records of the history and operation of corporations, thereby affording a simpler yet more effective method of supervisions of corporations. The advantages of combining in one agency the investigations and granting of certificates of incorporation are obvious.

2. **That the bureau of corporations be made a subdivision of the department of trade and commerce and that the head of this bureau be placed in the classified service.**

The department of trade and commerce will concentrate under one head the relation of the state to financial organizations of all kinds.

3. **That corporations organized not for profit but which will operate hospitals, eleemosynary institutions or other philanthropic agencies be investigated and approved by the board of administration before a certificate of incorporation is granted.**

This recommendation contemplates the right of investigation at all times and the power by the board of administration to recommend for cause the withdrawal of the charter.

**4. That an effort be made to reduce the number of reports required by the state of corporations.**

It seems practicable to make the bureau of corporations the single recipient of reports from corporations and to have this bureau make such certifications as are necessary to any other agencies of the state. This does not mean that less information should be requested of corporations, but it does seem that duplication of furnishing similar information to the number of state agencies be eliminated.

## DIVISION OF AUTOMOBILES.

### SOURCES OF INFORMATION.

Registrar of automobile licenses, correspondence with automobile licensing agencies of the other states.

### ORGANIZATION.

In direct charge of the automobile licensing division is the registrar who is appointed by the secretary of state and serves at the latter's pleasure. The division has twenty permanent employees—including clerks, typists, cashiers, shipping clerk and inspectors. During the height of the year's work, temporary employees are added to the permanent force. It is interesting to note that although the number of licenses issued in 1919 was more than double the number issued in 1915—over 500,000 against less than 200,000—the number of permanent employees remained the same.

No branch officers in other parts of the state are maintained but the assistance of forty-two automobile clubs has been enlisted which, without cost to the state, use their machinery and organizations to issue automobile licenses in their respective cities and vicinities. These clubs are all under bond and remit money collected at the close of every week's business. This practice of using automobile clubs is a commendable one and should be continued as long as their cooperation can be secured.

### OPERATION.

Although it was not the intent of this survey to make an operation study, a general review of the office procedure revealed the fact that the records kept were good and afforded a ready reference to all licenses issued, to whom issued, etc. The number of clerks employed had apparently enough to do to maintain up-to-date the system used.

In connection with the system it is suggested that cross filing by factory number and by motor number would enable the automobile

division to detect the seeking of licenses for stolen automobiles. In view of the fact that the value of the automobiles stolen reaches into the hundreds of thousands annually in the state of Ohio, it would seem worth while as a service to the people of the state to maintain a complete record of stolen automobiles to be operated in cooperation with police departments of the state. In fact, because of its inter-state aspects, the recovery of stolen automobiles needs the cooperation of the state licensing agencies, working through clearing houses formed by groups of adjacent states. To maintain the records suggested more clerks will be needed.

Compared to other states, Ohio is operating its automobile division very economically. The following tabulation of information received from other states shows this to be the case:

<i>State.</i>	<i>Total No. Licenses of All Kinds Issued.</i>	<i>No. Employees.</i>	<i>Total Salary Roll.</i>
Massachusetts . . . . .	245,547—Vehicle—(Sept. 30) 264,657—Chauffeur		\$76,805 00
Missouri . . . . .	238,000		\$23,800 00
	(Law provides maximum of \$1,000 for each 10,000 plates)		
Iowa . . . . .	356,474		\$55,000 00
Pennsylvania . . . . .	476,246	38 regular 29 temporary	
Illinois . . . . .	472,650	50	
Wisconsin . . . . .	234,340		\$12,500 00
Ohio . . . . .	500,000 plus	20 regular	\$24,005 95

The above table, while not statistically scientific, indicates enough to warrant the statement made.

It is inevitable, because of the seasonal nature of the work, to have some of the employees — cashiers, shipping clerk and others directly concerned with issuance of licenses — idle a great portion of the year. This will be corrected if the automobile division is included in a department where idle time can be used.

#### AUTOMOBILE LICENSE DIRECTORY.

Every year the automobile division issues 200 copies, in 19 volumes, of an automobile license directory containing the name and address of every automobile owner and the number of the license issued him. Each volume costs \$900 to publish. The copies are furnished to automobile clubs and to all chiefs of police and sheriffs in Ohio.

The value of the directory lies entirely in the promptness of its publication. Although over 300,000 licenses were issued in January 1919, up to November 1919, when the survey was made, volumes containing a directory of only 200,000 had appeared. In other words, in the eleventh month of the year the volumes printed did not cover even the first month's issue of licenses. Under these circumstances the \$19,-

800 which was spent in 1919 for a directory is practically wasted and the printing of the directory may just as well be discontinued.

The secretary of state is considering a plan by which one-half the cost of publishing these volumes can be saved. It is to have the work done by multigraph instead of by the present process of printing. This plan is recommended as convenient and economical, particularly if the state should adopt the recommendations relating to the establishing of a multigraph shop, made by Mr. Cummin in his report on "Public Printing". It is further suggested that instead of publishing the directory in bound form, a loose leaf form be adopted, so that at the end of every week the licenses issued during the week could be published on detached sheets and mailed out. Those receiving the directory could provide themselves with a standard loose leaf binder for filing the directory.

#### RECOMMENDATIONS:

1. **That the automobile division be transferred to the department of finance and be called the bureau of motor vehicle licenses.** (See C. E. Rightor's report on the "Department of Finance".)

Under the contemplated organization of the department of finance, it seems logical to place the issuing of automobile licenses in that department. Furthermore, it will permit sufficient flexibility so that the leisure time of some of the employees of the automobile bureau will be made productive.

2. **That a graduate scale of fees, based upon horse-power and weight of automobiles, be adopted.**

Not only will this produce a larger revenue but it is entirely fitting that the more powerful and heavier vehicles pay more than the smaller and lighter ones. With the present cost of building roads and in view of the vast sums spent on extending good roads, the present fee is entirely too low.

3. **That the law fixing the license fees include the provisions requiring county auditors to issue licenses in their respective counties, and that they be compensated only for the actual cost of clerk hire during the first two months of the years.**

This does not mean that the assistance of the automobile clubs should be discarded, for during the peak load of the year the combined services of the county auditors and the automobile clubs will not prove more than is needed.

Furthermore, reducing the congestion in Columbus will enable the automobile bureau to operate its office procedure more satisfactorily.

As to compensation for county auditors, it will be found that only during the rush season — the early part of the year — will it be necessary for them to hire additional help.

4. **That the automobile license directory be published promptly or else be discontinued; also that it be published as suggested in the body of this report.**
5. **That more permanent employees be added to the automobile bureau in order that the additional records, suggested above, be installed and maintained.**
6. **That all chauffeurs and all persons driving automobiles be licensed.**

This will not only furnish a substantial revenue to the state but would enable the state and local authorities to eliminate careless and reckless driving by the power to withhold and to withdraw licenses from individuals convicted of operating motor vehicles in any manner detrimental to public welfare.

## STATE PURCHASING DEPARTMENT.

### SOURCES OF INFORMATION.

Interviews with present and former purchasing agents and a survey of records and procedure followed.

### ORGANIZATION.

The state purchasing department, a subdivision of the office of the office of the secretary of state, is under the direct charge of the state purchasing agent who is appointed by the secretary of state and whose term of office is coterminus with that of the secretary of state. The purchasing agent employs three clerks, one stenographer and one stock-keeper.

The state purchasing agent buys supplies, materials and equipment for all departments, except the —

Courts.

Board of administration.

Ohio national guard.

All educational institutions.

Boards of election supervisors.

Agriculture experiment stations

Public printing.

In addition to these statutory exemptions the highway department, through a ruling of the attorney general, may buy its own supplies. The department accordingly does practically all of its own purchasing.

These exemptions leave the state purchasing agent very little to do because the few departments for which he functions. He purchases only minor supplies, materials and equipment. The total purchases made by the state purchasing agent for the year ending June 30, 1919, amounted to \$242,000 as against over \$5,000,000 expended by the board

of administration alone by its purchasing agent. Accordingly it is self-evident that the state of Ohio has no state purchasing department in the true sense of the word, and as long as the impression is had that the present department is a state purchasing department it serves only to stand in the way of the creation of one that may be really effective as an agent of economy.

The purchasing agent also conducts an exchange department through which he sells non-usable equipment turned in by the various departments.

#### PROCEDURE IN PURCHASING AGENT'S OFFICE.

Modern procedure as to requisitions, bids for proposals, orders and store records are used. Buying is competitive within limits, the limits being automatically set up by the lack of uniform specifications.

A store-room in which is kept standard stationery and office supplies commonly used by departments is operated.

The purchasing department as now operated is merely another step in the life of requisitions and orders, and except for the supplies kept in store it performs a very minor function in the business of the state.

No attempt was evident of standardizing commodities used or of buying on definite standard specifications. Paper stock, the largest single item bought by the purchasing agent, is bought on sample, no effort being made to fit the quality to the use to which it is to be put. The letting of the printing itself is done through the Printing Commission. (See report of Gaylord C. Cummin on "State Printing".)

In instances where it seems more advisable for a department to do its own buying directly, the purchasing agent has the right to grant a release to the department for the purchases of any particular commodity. This practice may be carried to extremes, as was noted in the instance of the bureau of fish and game, where a release was granted for a whole year for practically everything the bureau buys. As a rule, however, a standard release is given covering the purchase of stamps, telephone, etc., the purchase of which can be done, just as well, by the department itself.

#### RECOMMENDATIONS.

- 1. That a state purchasing department, to buy for all departments, institutions and commissions, be created.**

Large economies can be effected through the quantity buying that would result if all purchases were made through one agency. In the few instances where it might be found impractical to do the actual purchasing by the purchasing agent, specific releases could be issued.

The board of administration, with its institutions in all parts of the state, finds it advantageous and practical to buy through one agent located in Columbus.

**2. That the purchasing agency be made a bureau of the department of finance.**

The recommendation of the creation of the department of finance and its functions is discussed by C. E. Rightor in the report on the "Department of Finance".

**3. That at the head of the bureau of purchasing be placed a qualified purchasing agent, to be placed under the classified service and to hold office as long as he proves competent.**

Political affiliations furnish meager qualifications and training for acting as a state purchasing agent with every change of administration. Buying is recognized as a technical job for which specific training and experience is required, and it is only fair to the citizens of Ohio that a man buying supplies, materials and equipment for millions of dollars annually, be qualified to do so economically and efficiently.

The board of administration presents a good example of what a qualified purchasing agent can do.

By making the purchasing agency a subdivision of a department rather than an independent department, continuity of service can be had, even if the head of the department is changed bi-annually.

**4. That all printing be let through the state purchasing agent on competitive bidding, just as any other commodity is bought.**

There is no good reason why the buying of printing should be done by a special commission. (See report of Gaylord C. Cummin on "Public Printing".)

# THE DEPARTMENT OF FINANCE

Prepared Under the Direction of  
DR. L. D. UPSON

By C. E. RIGHTOR

To conduct all the administrative activities with respect to the financial affairs of the state, it is recommended that a new department be created, to be called the department of finance. This department will assume those functions that have to do with the levy, assessment, collection, disbursement and custody of state funds, and maintenance of adequate records thereof, which are now performed by the auditor of state, and to some extent by other offices. The head of the department, who would be titled director of finance, should be an administrative officer, appointed by the governor and removable by him at pleasure.

The activities properly falling within the province of the department include the following:

- Bureau of accounting
- Bureau of income and taxation
- Bureau of motor vehicle licenses
- Bureau of treasury
- Bureau of purchasing.

## BUREAU OF ACCOUNTS.

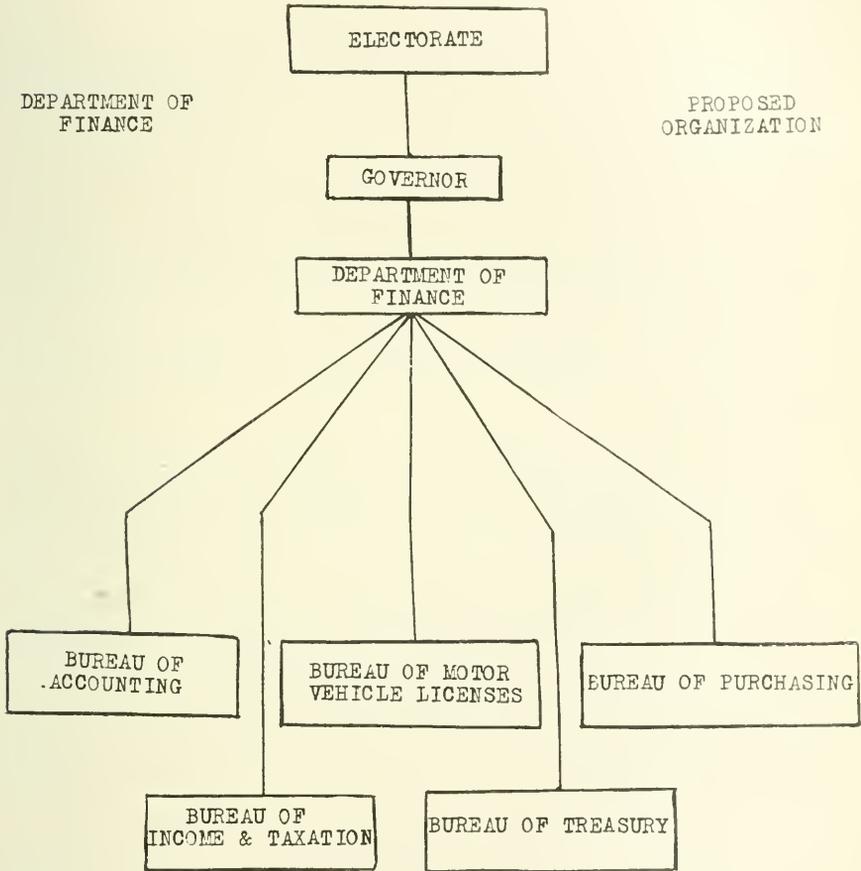
The department of accounting should be transferred from the auditor of state to this department. The office should be under the direct supervision of a chief accountant, who should be subject to civil service regulations.

## BUREAU OF INCOME AND TAXATION.

This bureau should be established to perform the work of assessing and levying taxes on corporations, foreign insurance companies, banks, etc.; supervising the assessment and equalization of general property valuations, and the computation of state taxes on property; determining franchise valuations and taxes on same; and the issuance of all licenses and collection of all fees upon the recommendation of the departments concerned, except motor vehicle licenses. These activities are now performed by several offices, dependent upon the particular kind of income.

The head of this bureau should be a qualified accountant, subject to civil service requirements.

For the purpose of equalizing assessments of the several counties of the state and fixing the aggregate assessment of real and personal property on which the state tax is levied, an ex officio board of equalization, consisting of the head of the bureau of income and taxation, the director of finance, the attorney general and the auditor of state, should be created within this bureau.



#### BUREAU OF MOTOR VEHICLE LICENSES.

The function of issuing motor vehicle licenses now conducted by the secretary of state should be taken over by this proposed bureau. The reason for recommending this transfer is that the activity is primarily one of producing an income for the state. Owing to the extent of the work, it is proposed to establish an independent bureau, rather than include the work within the bureau of income and taxation.

It is felt that a separate bureau for this work should not prohibit the director of finance from transferring employees from this bureau to other bureaus within the department, as occasion requires dependent upon

seasonal or other fluctuation of the work, and thus should permit him to keep his permanent staff a minimum number.

The function of motor vehicle registration is also regulatory, and requires close cooperation with local police, sheriffs, courts, and other officials. Reports should be kept in loose leaf form, to promote prompt cooperation and permit copies to be prepared easily for transmission to local officers.

It is also suggested that the inauguration by the bureau of the practice of using city and county offices throughout the state as distributing agencies, without payment of any fee or other compensation therefor, would facilitate performance of this work. This practice has been successful in some other states.

#### BUREAU OF TREASURY.

It is further recommended that the director of finance have the duty of and responsibility for the collection of all state income, and the custody and disbursement of all state and trust funds and securities. This activity should be conducted through a bureau of treasury, the head of which should be a treasurer, selected by the director, subject to civil service regulations.

The work of this proposed bureau is now performed by the state treasurer, and the constitution provides that the treasurer shall be one of the executive officers of the state. Owing to the fact that the duties naturally falling to this office — namely, the collection disbursement and custody of state and trust funds, is but one of the several steps in the process of state finance, it is believed that the work should be placed on the same plane as, and be handled in a manner similar to, the coordinate steps. Further, with provision for an audit of the transactions and records of the office at any time, by an independent office of auditor of state, there does not exist the necessity for a separate department of the treasury which obtains when the functions of audit and accounting control are under the supervision of a single officer.

It may be pertinent in this connection to remind the citizens of Ohio that while the constitution of the state provides for a state treasurer as one of the six executive officers chosen by the electorate, for a term of two years, the duties of such office are not specifically set forth in the constitution. In the absence of a definite delegation by constitution of the powers and duties of the office, it may be assumed that the framers of the document contemplated that such duties as are inherent to the general conception and definition of such office would be prescribed by statute. This is the course that has followed. Review of the laws affecting the office of state treasurer discloses that the responsibilities and duties delegated to the office are fundamentally of an administrative nature, — to act as banker. In light of this fact, it is believed that a proper organization of the state government dictates that these duties should

be performed by an administrative officer under the control of the chief executive of the state.

The removal from constitutional provision of the office, therefore, would not have any deterrent effect in getting done the work which naturally accrues to the office, but would, on the contrary, strengthen the position of the chief executive as the official responsible for the proper performance of these administrative activities. This action would reduce by one the number of offices for which the citizens would exercise their electoral privilege at each biennial period, but it may safely be asserted that the electorate cannot choose a state treasurer intelligently because a vast majority of voters cannot have a personal acquaintance with the candidates for the position or with the successful candidate. It is believed preferable that the citizenship should concentrate their attention on getting a strong chief executive and then holding him responsible for putting qualified men in the administrative departments of the government.

This conclusion has no reference to the present incumbent of the office, who is deemed a highly capable public officer.

#### BUREAU OF PURCHASING.

The function of purchasing all commodities (other than personal services) required by any office or department of the state, including all contractual services, supplies, materials, equipment, and property, whether by open market order or by contract, can most satisfactorily be undertaken through a central office, from the point of view both of economy and service to the state offices.

While the function of purchasing is not inherently a part of the work of a department of finance, it involves the exchange of values for the work of the state, and in the process of reorganization and consolidation it is believed inexpedient to create a separate and independent department of purchasing.

This bureau should be in charge of a purchasing agent, appointed by the director of finance, and should be a qualified officer for the duties of a position, subject to civil service regulations.

The purchasing activities of the secretary of state, the state purchasing agent, the board of administration, the highway department, and the Ohio state university, and other offices now exempt, should be combined in this one central office. The position of supervisor of state printing and the state printing commission would also be absorbed by this bureau.

The results made possible through such concentration of purchasing all supplies, materials and equipment for a going organization of the vast size of the state of Ohio are indicated in Mr. Arch Mandel's report on "State Purchasing", and need not be restated.

# TREASURER OF STATE

Prepared Under the Direction of  
DR. L. D. UPSON

By HENRY STEFFENS, Jr.

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An examination of the work of the state treasurer was made through conferences with that officer and his subordinates, and an inspection of the books and records, files, and the routine procedure of the office.

The work of the office is administrative in character, and for reasons discussed at length in the report on the department of finance, bureau of treasury, it is believed the organization of the state government would be improved by a constitutional amendment abolishing the state treasurer as an executive office of the state, and legislation transferring the duties of the office to the proposed department of finance.

The office of the state treasurer concerns itself with—

1. The collection and receipt of all moneys due the state;
2. The cashing of warrants drawn by the auditor of state;
3. The custody and record of the securities and several trust funds placed in his care;
4. The billing of excise taxes;
5. The keeping of the necessary records indicating the cash balances at the various active and inactive depositories;
6. Records analyzing the receipt and disbursement of the state funds.

The work of the office appeared to be conducted in an efficient manner, as was evidenced by the fact that on the day of the detailed investigation of the procedure, records, files, etc., the "daily work" was up to date. This condition is due in no small degree to the personal attention given the routine of the office by the treasurer.

The provision that no money be paid into the treasury except upon an order of the auditor establishes a good control over revenue and cash receipts. The entire procedure and records, as outlined and explained, appear to afford complete control and record of the transactions of the office.

The state is to be complimented upon the high rates of interest it receives upon its several deposit accounts. Rates are obtained by competitive bids, and interest is collected quarterly on daily average balances.

As indicated by the treasurer, larger and more secure vault accommodations should be furnished this office for the safe keeping of the

securities of the several trust funds placed in its care, as depository bonds, Miami Conservancy District funds, Industrial Commission securities, trust and savings bank deposits, insurance securities, etc.

The records of these trusts are comprehensive and the procedure incidental to the filing and exchange of securities and clipping of coupons, and records of such steps, are adequate. The present practice of prebilling excise taxes and the procedure for the control of the collections in this office and the office of auditor of state appear to be commendable.

The cashing of the auditor's warrants by the treasurer's check is an acceptable procedure. Should the proposed reorganization of the state government become effective, it may prove advisable to simplify this procedure by eliminating the separate warrant.

As is indicated in the auditor's annual report for 1918, a study should be made of positions in the state service requiring bonds, so that adequate surety bonds may be had for all such employees of this office, the cost of which should be paid by the state.

The records of cash balances, interest earnings and distribution of income and disbursements, indicate clearly the transactions of the office. The detailed analysis of income and disbursements does not appear to be a necessary duty of the office.

The annual report of the treasurer should contain only such facts and figures as are informative of the trusts placed in his care.

Because of the volume and nature of the securities deposited with the state treasurer, it is suggested that consideration be given to the possibility of filing a duplicate copy of the records of these securities in a safe place in some other building in the city so that in case of loss a duplicate record of these trusts would be available.

It is believed that it would be a sound and commendable policy for the treasurer to establish an official record, annually, of the trusts held by him for the state by filing with the secretary of state a complete statement of the nature and value of all such trusts.

# TAX COMMISSION

By DON C. SOWERS

## SOURCES OF INFORMATION

Conferences with two of the tax commissioners, the third member having resigned; with the secretary of the commission and heads of the divisions; study of office methods employed and forms used; and study of laws and annual reports.

## PRESENT ORGANIZATION

The tax commission was created in 1910. It consists of three members appointed by the governor for a term of six years. The members receive a salary of \$4,000 each. The principal duties of the commission are the following:

1. Supervision over local tax officials in the assessment of real and personal property.
2. Assessment for taxation of all public utilities and of certain taxes on domestic and foreign corporations.
3. Supervision over the inheritance tax.

For performing these duties four more or less well defined divisions have been created as follows:

- Division of supervision of local officials.
- Division of public utilities assessment.
- Division of domestic and foreign corporations.
- Division of inheritance tax.

The members of the tax commission exercise supervision over these divisions in the following manner; one member devotes practically all of his time to the supervision of local officials; another supervises the work of public utilities assessment and taxation of domestic and foreign corporations and the third member with the assistance of stenographers handles all the business connected with the inheritance tax. Each member does a large amount of detailed work in connection with his department. The result is that each member becomes engrossed in the detailed matters connected with the operation of his particular department and devotes little time or thought to the work of the other divisions or the work of the commission as a whole. Matters requiring the attention of the commission are discussed and decided, for the most part, in informal conferences between commissioners.

The members of the commission are deserving of commendation for their zeal and industry in performing the detail work of the commission but the economy of having them perform such duties is questionable and the efficiency of this commission form of organization is at least debatable. Better results would probably be obtained by placing all the work of the commission under one administrative officer selected for his ability and experience in appraisal and taxation matters and then permit him to divide the work into suitable departments with competent persons placed in charge of each bureau.

#### SUPERVISION OVER LOCAL TAXING OFFICIALS

The duties of the tax commission with respect to the assessment of real property are as follows: it has power to order the initial assessment or a re-assessment of real estate in any taxing district or in an entire county where this procedure is found necessary, and it hears appeals from decisions of county boards or revision in cases where owners of property are not satisfied with re-assessments. With respect to the assessment of personal property it prescribes for county auditors the blanks used by individuals in listing personal property and prescribes other forms used in the assessment and collection of taxes; it receives and checks the tax rates as determined by the county budget commission; it issues instructions to county auditors and boards of revision and assessors and gives information and advice to local officials with respect to the operation of the tax laws. It is supposed to equalize tax valuations in the various counties and to determine whether or not the law requiring valuation at full market value is complied with. The work done in this regard amounts to little more than a compilation of the tax valuations in the various counties as few adjustments are made.

#### HISTORICAL.

The first tax machinery in the state was the board of equalization and assessment. This board consisted of the state auditor, ex-officio member, and one member from each state senatorial district. The first board contained fourteen members but by 1841 there were 37 members. In 1900 the number had fallen to 33 due to a rearrangement of districts. Re-valuations were made upon the order of the legislature in 1835, 1841, 1846, 1853, 1860 and decennially thereafter to 1910 when the period was shortened to four years. Equalization under this type of organization resulted in decreasing valuations. The politicians on the board sought to protect the interests of their constituents by reducing tax values. This was carried to such an extent by means of flat sum reductions or percentage reductions that in 1859 the legislature forbade the reduction of the aggregate by more than ten million dollars. Since 1910 no general re-appraisal of real estate has been made due to the frequent changes in

the tax administrative system. In 1913 the Warnes law placed the assessment of real estate in the hands of centrally appointed county assessors to be known as deputy tax commissioners. In 1915 the law was changed to make the county auditor the county assessor ex-officio with general authority over the assessment of real and personal property. As the law now stands the county auditor is in full charge of the assessment of real estate and the assessment of personal property is done by self assessment of the individual with provision for assessing those who fail to list by assessors.

The results of the efforts of the tax commission in its supervision of the local assessments are negligible. The state and all its local subdivisions are in dire financial straits and yet there has been no general assessment of real estate since 1910. The commission today has no machinery for checking up on the assessment of real estate made by county officials to see if property is being assessed at its true value and it has accumulated little information on this subject from year to year which might be used as a means of compelling compliance with the law. In the absence of this basic information the equalization of the assessment as between counties has had to be performed in a perfunctory manner. While the whole state has been disturbed and exercised over the taxation problem, the tax commission has come forth with no constructive program and it has available but few facts which would throw light upon the problem. As good or better results might be expected from a single administrative official.

The tax commission has jurisdiction on appeal from local taxing authorities. Formerly two or more members went to the counties heard the testimony and rendered a decision. More recently the practice has been for one member to go and hear the testimony, secure the facts and on returning to Columbus, consult with the other members and render a decision. In some cases the hearings were heard in Columbus. The number of appeal cases which are brought before the commission in a year are small and this constitutes a relatively unimportant part of the commission's activities.

#### DETERMINATION OF THE VALUE OF PUBLIC UTILITIES

Public utilities corporations submit detailed report on standard forms to the tax commission showing the value of their properties. These are checked and analyzed by the auditor and his staff and the value determined for taxation purposes. Corporations are notified as to the value tentatively fixed and hearings are scheduled for the purpose of giving them an opportunity to be heard. After these hearings the final value is determined. The decision of the commission in each case must rest upon the basis of facts as determined by its auditor and staff. In reaching a sound conclusion based upon facts, the judgment of one man skilled

and experienced in matters of valuation and taxation is as apt to be as trustworthy as the judgment of a group of laymen who might be appointed to such position for divers reasons. The corporations have recourse to the courts when they deem the decision unfair, which is ample protection for them.

#### DETERMINATION OF GROSS EARNINGS AND AMOUNT OF CAPITAL STOCK OUTSTANDING OF DOMESTIC AND FOREIGN CORPORATIONS

Reports submitted by corporations of their gross earnings and capital stock are the basis for the work of the tax commission in performing this activity. The problem is to determine by every means available whether the statements made are accurate and this is purely a question of fact and not a question of policy.

#### SUPERVISION OF THE INHERITANCE TAX

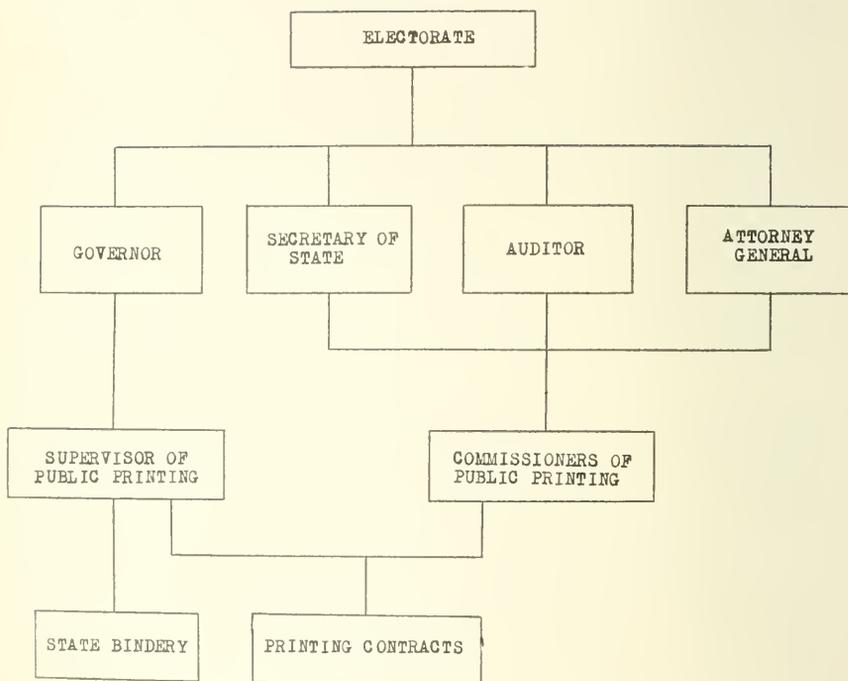
The tax commission performs no judicial function with respect to the inheritance tax. The power to decide is placed with the county judges. The duties of the tax commission are purely supervisory and hence of an administrative nature.

The work of the tax commission bears a close relationship to the work of the department of finance. The initial step in the process of securing state revenues is the determination of the valuation of property for taxation purposes. This is the chief function now performed by the tax commission; it supervises the assessed value of real estate and personal property and fixes the valuation placed upon public utilities and establishes the tax base for domestic and foreign corporations. It seems logical that all the activities which have to do with assessing, levying, collecting and disbursing state funds should be placed in one department.

It is therefore recommended that the functions of the tax commission be transferred to the bureau of income and taxation in the department of finance. The work of this bureau would be performed under the supervision of a single individual appointed by the director of finance. This bureau could be expanded by the creation of another division to handle the additional work which will arise in connection with the levying and collecting of a state income tax and in this way all financial and fiscal affairs of the state would be consolidated in a single department. Such a consolidation would be in the interest of efficiency and economy.

For the purpose of equalizing assessments and performing other quasi-judicial duties or functions now performed by the tax commission a board of equalization would be created consisting of the director of finance, the attorney general and the director of trade and commerce.

STATE PRINTING  
(Present Organization)



# STATE PRINTING

By GAYLORD C. CUMMIN

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The printing for the various state departments must by statute be secured through the supervisor of public printing with the consent and under the instructions of the commissioners of public printing, except where the publication is specifically authorized and provided for by statute in which case the commissioners of public printing have no authority.

## COMMISSIONERS OF PUBLIC PRINTING.

*Powers and Duties.* Sec. 745 General Code, provides that "By virtue of their offices the secretary of state, the auditor of state and attorney general shall be commissioners of public printing.

They shall have the power to determine, except as otherwise specifically provided by law, the number of volumes into which each publication shall be divided, the manner of binding, quality of paper and kind of type to be used in all reports, publications, bulletins or pamphlets published at the public expense."

## CLASSES OF PRINTING.

Sec. 754 General Code provides that all printing be divided into seven classes:

1. Legislative printing in bill form.
2. Legislative journals and documents forming part thereof.
3. Reports and documents in pamphlet form.
4. General and local laws and joint resolutions.
5. Blank circulars, etc., not including those in pamphlet form.
6. The bulletins of the agricultural commission.
7. Reports, etc., required to be bound not contained in the (2) (3) and (4) classes.

*Contracts.* "Each class shall be let in separate contracts." "The printing for the (7) class may be let in one or more contracts as the commissioners of public printing in their discretion may require."

*Biennial Lettings.* Sec. 755 General Code provides that the contracts must be for two years, and provides the procedure under which the commissioners of public printing are to advertise and let same.

*Binding.* Sec. 779 General Code provides that the commissioners of public printing are to provide for necessary binding according to their discretion.

## SUPERVISOR OF PRINTING.

*Appointment and Qualifications.* Sec. 746 General Code provides that "The governor with the advice and consent of the Senate shall appoint a supervisor of public printing who must be a practical printer and whose term of office shall be two years."

*Powers and Duties.* Sec. 748 General Code provides that \* \* \* "the supervisor of public printing shall examine and correct all proof sheets of the printing for the state, see that the work is executed in accordance with the law and when necessary prepare indexes for public documents. The printing for the opinions of the attorney general, 'Ohio General Statistics' and all publications approved by the commissioners of public printing shall be ordered through him, and he shall see that the number of copies ordered is received from the printer and delivered to the proper department."

Sec. 749 General Code provides that "The supervisor of public printing shall audit the accounts for printing and binding and keep a record of the cost thereof, the amount of paper used, and the expense of each document."

## STATE BINDERY.

Sec. 750 General Code provides that "The supervisor of public printing shall have charge of the book-binding establishment at the school for the deaf, he shall provide the necessary materials, implements, machinery and fixtures therefor; he shall have supervision and control thereof and exclusive management of its practical operation."

*Paper furnished by the State.* Sec. 764 General Code provides that "The paper for such printing shall be furnished by the state \* \* \* and

Sec. 752 General Code provides that the secretary of state shall deliver the paper to the printer.

The legal fact base was supplemented by interviews with the past and present supervisors of public printing, and department heads, by questionnaires sent to departments, by a study of stationery, forms, pamphlets, bulletins, reports, etc., issued by the state.

The appropriations for printing, paper and binding total \$303,548 annually on the face of the appropriation bill for the present biennium, but this does not cover all the printing that may be done under that bill. The printing for state universities is not under the control of the commissioners of public printing nor is it ordered through the supervisor of printing. The cost of printing the lists of automobile registration numbers by the division of automobiles is not included, and there are other minor exceptions.

## RECOMMENDATIONS.

**1. That the commissioners of public printing be abolished.**

The commissioners of public printing are an ex-officio commission which common experience shows does not function, and Ohio's experience confirms this judgment. The officials concerned have troubles of their own, and have not the time or energy to pass upon the large amount of detail with which they are charged on this commission. There is also a constant tendency to be exceedingly liberal in passing upon what should be printed by the departments represented on the commission, and besides the commission is open to constant pressure from the various departments for authorization for printing which may easily be yielded to for reasons of "courtesy" or politics.

Furthermore the mere fact that so much supervisory power is placed in the hands of the commission leaves the only full-time man concerned with a feeling that he has no authority and discourages him from action looking toward savings. The appropriation control suggested in recommendation No. 8 will be much more effective in curbing extravagance and ill-advised publications than the commission could possibly be.

**2. That the office of supervisor of public printing be abolished and all printing purchased through the central purchasing agent.**

The purchase of printing is a purchasing function and should be handled in the same fashion as are other commodities and services. There is no need for a separate organization for such a purpose. (See C. E. Rightor's report on Department of Finance.)

**3. That the present law governing the purchase of printing service be amended in the following respects:**

- (a) **That the classification of printing be abolished.**
- (b) **That contracts be let for single jobs or groups of jobs at the discretion of the purchasing agent.**
- (c) **That biennial contracts be allowed but be no longer mandatory.**
- (d) **That the procedure necessary for letting contracts be shortened and simplified.**

The contract provisions that each class of printing with the exception of the seventh class must be let as a whole and for a period of two years results in neither the best prices nor the best service. It is quite probable that fairly low prices have been had under this law, and tying up a long term contract *at times* may be very advantageous, but at other times may be equally disadvantageous. A prospective bidder figuring on such a contract tries to predict what his costs are going to be during the two year period, adds a profit, quite probably less than he usually adds, and a certain amount for insurance to cover the chance for error in his cost estimate. When industrial conditions and prices are abnormal, as at

present, he must bid high to discount possible rises in cost; if costs are lowering he discounts that perhaps to some extent in his bid. Any price bid now for a two year period would of necessity contain a large margin for possible increase in cost.

Furthermore the fact that a bidder for any class must either drop some of his commercial business or especially equip to handle this large volume of state business gives him a great advantage over other contractors after he has once secured a contract and is properly equipped. He can bid slightly lower than others and still make a much greater margin of profit. When the contract is once secured by a contractor it is nearly impossible for anyone to get it away from him in the future.

Every print shop has certain times when its regular business is slack and at such times it is willing to take printing at practically cost in order to operate to capacity. By letting printing contracts by the job it should be possible to have a large proportion of state printing done during these slack periods which will result in average lower prices to say nothing of greatly improved service. It is recognized that certain kinds of printing must, as a practical matter, be let as a whole but this should be left to the discretion of the purchasing agent and he held responsible for results.

Perhaps the most serious feature of the present contractual procedure is its effect upon service. The delays on certain kinds of printing are out of all reason. Exact data as to printer's delays is difficult to get on account of delays in the bindery which will be later discussed, and lack of proper reporting system by which the supervisor of public printing is furnished with the necessary data. There is no question, however, that the delays are serious. Annual reports from time of furnishing copy to printer to delivery take periods of 18 months,  $12\frac{1}{2}$  + months, 6 months, 5 + months,  $4\frac{1}{2}$  + months, etc. the plus sign indicating that such documents are still in the hands of the printer, or printer and binder. Bulletins and pamphlets take from 210 days to 151 days, 92 days, 70 days, 59 days on down. The average for one department with bulletins 12 pages and under being 40 days. Stationery, forms, etc., take from 107 days, 60 days, 30 days, 20 days on down, the average in one department on all orders for a year being 27 days. The session laws for 1919 have been in the hands of the printer since June and were delivered in November to the state bindery. This delay seriously inconveniences judges, lawyers and officials charged with law enforcement and the public generally.

One especially striking case is the list of automobile registration numbers which are printed for the information of police departments, sheriffs, etc., and which should be issued promptly to be of service or use. Although over 500,000 numbers have been issued in the present year the last number in lists published to November 1st was 312,000. This is a very expensive publication consisting of an edition of 200 in 24 volumes at a cost of approximately \$900 per volume or a total of

\$21,600, and nearly half will be absolutely useless when published. Complaint is also made concerning the delays in printing bills and resolutions of the legislature.

Annual reports delayed from 4 to 18 months are of little use, and such delays as occur in other kinds of printing are certainly an intense annoyance to the departments concerned.

This delay in printing arises largely out of the letting of contracts for all the printing in one or more classes to the same firm. The contractor, although he may be already overloaded with state printing is given additional work as it may be ordered by state departments, and this simply means that work deemed of lesser importance must wait. It is quite possible that quicker action could be secured by bringing pressure to bear upon the printing contractors, but this will not be nearly so effective as the change in the manner of handling contracts here proposed.

**4. That it be made permissive and not mandatory for the state to furnish the paper to the printing contractors.**

Under certain conditions it *may be* advantageous to have the state buy and furnish the paper for printing, but under other conditions it may be equally disadvantageous. When the cost of carrying a paper stock of an average value of \$30,000, the cost of space for storage, cost of store-room operation, and rehandling of paper stock, is taken into consideration the economy of the present method is open to grave question especially under average market conditions. The power to buy and furnish such paper is valuable but it should not be mandatory.

**5. That if paper is purchased by the state, it shall be upon standard specifications instead of by sample.**

The wisdom of this step is evident to those with a knowledge of the paper business. The federal government has worked out such specifications in much detail and they are available for the asking.

**6. That a study be made of what minimum grade of paper will be satisfactory for certain purposes, and departments be compelled to adhere to the standards decided upon.**

Numerous instances could be cited in support of this recommendation but a few will suffice to make the point clear. Most of the stationery for state departments is on 24 lb. stock. Twenty pound stock is considered heavy enough for business stationery and this small change would save the state on this item alone nearly \$800 per year. Instances of bidding blanks on expensive bond paper, forms on ledger stock, etc., are numerous. This could easily be corrected by the exercise of a little care and would result in a saving of thousands of dollars annually with no damage to any one. The use of standard stationery for inter-departmental correspondence should be stopped and a cheaper grade used for that purpose.

**7. That standard specifications be formulated by the purchasing agent for different kinds of printing and all work be performed under such specification.**

This is a simple thing to do and will greatly shorten and simplify the procedure in letting contracts.

**8. That appropriations for printing, paper included, and binding be made to the several departments as are appropriations for other services, and requests for such appropriations be accompanied by detailed estimates to prove necessity.**

With but few exceptions appropriations for printing service are not made directly to the departments as for all other services nor is the amount appropriated based upon departmental estimates. Lump sum appropriations are made for printing to the supervisor of public printing, \$23,968.83 for 6,694,400 separate pieces or more than one for each man, for paper to the commissioners of public printing and in a few cases directly to departments. The appropriation for binding is simply an appropriation for operating the state bindery. This gives a "pōt" containing \$249,518 from which all departments can draw for printing and binding providing they have the permission of the commissioners of public printing. This is an exceedingly vicious condition as there is every reason why each department should try to get as much of this money as possible, as it does not appear in their reports as expenditures of their departments, and they are not answerable to the appropriating powers for such expenditures.

The legislature is not given the necessary information under this scheme to be able to judge of the adequacy or inadequacy of the appropriation for such purposes. For instance, the total expenditures for "flat work" that is, stationery, forms, small circulars, etc., during the last fiscal year was \$93,397.66. The legislature should certainly be allowed to argue the question as to whether it is necessary for the board of agriculture to spend \$11,754.53 for flat work in one year, the division of vital statistics \$6,723.49 or more than twice the expenditure of \$391.44 by the state department of health. The industrial commission spent \$23,968.83 for 6,694,400 separate pieces or more than one for each man, woman and child in the state. The inspector of building and loan associations spends for this class of work \$191.08, the inspector of banks and banking \$1624.96. Does the 83rd General Assembly realize that it has spent \$43,874.83 on printing and paper exclusive of journals, copies of acts and the session law? It is not claimed here that these amounts are not necessary, but the appropriating officials should be informed as to their necessity. Would the governor have recommended or the legislature granted such appropriations as above had they been given the opportunity?

The same is true of other classes of printing of which a few instances will be cited. The last annual report of inspector of building

and loan associations cost \$3,281.81, banks and banking \$1,931.89, auditor \$910.87, secretary of state \$3,481.82, public instruction \$1,288.03, Ohio general statistics \$8,750.20, all these figures being exclusive of binding. As there is no cost system in the state bindery and as all binding for the state is done there it is impossible to give such cost for these reports. The responsible officials should look over these reports and decide whether they are worth the money. With this change some incentive to economy will be given departments, and more attention paid to the necessity for expensive forms, embossed stationery, etc. As such expenditures will be charged directly against the departments there will be less tendency to get out reports for general publicity purposes which have no connection with the work of the departments such as "Ohio Interrogation Points," "Ohio Live Stock". The instances cited being valuable as reports but certainly not even remotely related to the duties of the auditor of state.

**9. That all reports, bulletins, etc. be edited by an official editor in the office of the governor appointed to both criticise and suggest.**

This recommendation brings up the entire matter of state reports. Although some progress has been made in cutting down the size and numbers of state reports there is still a great amount of labor, paper and ink wasted on voluminous reports that convey but little information and are of little interest or value to the governor, the legislature or the public at large. This is particularly regrettable because of the vast amount of interesting and valuable work being done by state departments which the public should know about and in which they would be interested but which is not printed. Any officer who is preparing a report should ask himself two questions, namely: Have I anything to tell? and Can I tell it so that people will read it? Unless these questions can be answered satisfactorily he had better not write a report. The reports of the auditor of state would indicate that he satisfactorily answers these questions as most of his reports are interesting and readable. The tendency to print pages of meaningless statistics for the apparent reason that they have always been published should be curtailed.

The consolidated report of the state "The Ohio General Statistics" needs a very thorough editing. The information of general public interest contained therein could be condensed into a small fraction of the space now occupied and to be of value the information should be in a form more easily and pleasantly digested by the average citizen. Graphical diagrams to convey statistical facts are far more illuminating to the lay mind than are tables of figures. A little careful study with a view to having this report convey to the public a picture of the results of an administration's stewardship would turn a book which is a burden on the hands of those charged with its distribution into a medium of real value. One quarter of the money spent on publication, expended upon a report

of the character suggested above, would be of much more value to the state. As a means of discouraging intelligent interest in state government "The Ohio General Statistics" is a masterpiece. (Edition 12,000 copies.)

There is still considerable duplication in matter reported in various state reports and a large saving can be made if intelligent study is concentrated on the problem.

This recommendation contemplates the appointment of an editor who knows a news story when he sees it, and he should be charged with allowing no unintelligible report to escape to the public.

**10. That an up-to-date multigraph and mimeograph shop be installed in connection with the printing of stationery, forms, legislative bills, automobile registration lists, and pamphlets, and lists in small editions within the limit of the equipment.**

A large amount of printed matter needed by the state is in small editions of less than 1000 copies. No printing set-up can be economical for such purposes. Legislative bills are issued in editions of 600 copies, the "enrolling copies" in editions of six. The six "enrolling copies" of the acts passed by the present General Assembly up to their recess cost, in round figures, \$5,000. This work can be done more cheaply and more quickly by means of multigraph than it can be printed. Stationery and many standard forms can also be printed on a multigraph with savings of from 40 to 60%. On "flat work" alone a properly equipped multigraph shop would save from \$20,000 to \$30,000 annually with equal results and much greater expedition. The lists of automobile registration numbers could be made promptly with such equipment at a saving of \$12,000 annually. Such equipment would cost over \$4,000. Certain lists, form letters, trial forms, etc., can be made with great economy on a mimeograph and the cost of such equipment would be a few hundred dollars. The state purchasing department of Wisconsin made such installation as suggested above and reports a saving of \$97,000 the first four years, so it is believed that the figures of savings given above are conservative.

**11. That a system of checking be installed so that the purchasing agent has the necessary information to check quantities and dates of delivery to bindery and departments.**

There is no such system now. The supervisor of public printing sends an order to the printing contractor. He hears no more about it until the bill is presented or a department complains about delivery. The bindery is not informed of the order to the printer and never knows what is on the way except by accident. When delivery is made to the bindery no report of quantity or condition is made to any one. No report is made by a department on final delivery. It is hard to conceive how the supervisor of public printing can intelligently audit bills under such conditions. One very simple form would correct at once this loose method of doing business.

**12. That the state bindery be either properly and decently housed or else be abandoned.**

The state bindery is housed in three floors and a small basement of a building in the rear of the Grand Theatre Building on State street next to the City Building, for which the state pays \$4,000 per year. This building is entirely unfitted for the work to be performed, is a fire trap and insanitary. Its structural features are so bad that the machinery has to be placed where the floor will hold it and not where convenience dictates. The floors sag, the structural connections are lessons in how not to frame a building. The toilets are filthy, the women's rest room must be seen to be appreciated. A large part of the wiring is open cleat work, the transformers are in a chamber at the foot of the elevator shaft where they will cause the maximum amount of damage should electrical trouble occur. The only fire escape is beside the elevator where it stands the best chance of being useless in a fire.

The state of Ohio has passed many forward looking laws concerning the conditions under which persons shall labor, and yet requires its employes to work under conditions for which its own inspectors would severely censure a private owner.

Outside of these conditions it is not possible to arrange the machinery to do the work of the state efficiently in the present quarters. The bindery is apparently doing better than might be expected under most discouraging physical handicaps. Serious delays now occur in getting work done, and if service is desired this department should be housed in a proper building and properly equipped for the work with which it is charged.

**13. That a cost system be installed in the bindery and sufficient help given to operate same.**

The necessity for this is obvious.

**14. That the appropriation for operation of the bindery be made in the form of a rotary fund, that the department be billed for the work done and the fund reimbursed in that manner.**

The result of the present inflexible appropriation is shown in the inability to give service. It is perfectly evident that in a function of this kind the funds for operating should depend upon the amount of work to be done. At present the bindery is snowed under, a number of departments clamoring for deliveries, and the bindery cannot add an employee or work over time in order to give the service desired.

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The attention of the legislature is called to the fact that another biennial contract will be let in November, 1920, and the suggested statutory changes herein recommended should therefore be made before that time so that full advantage may be gained therefrom.

# COMMISSIONER OF SECURITIES

By GAYLORD C. CUMMIN.

Sec. 744-14 of the General Code provides: "The commissioner of securities shall execute all the laws enacted to regulate the sale of bonds, stocks and other securities and of real estate not located in Ohio and to prevent fraud in such sales, heretofore executed by the superintendent of banks; and shall also execute all laws enacted to regulate the loaning of money without security on personal property \* \* \* heretofore executed by the superintendent of banks." \* \* \*

"The 'Blue Sky' Law has two important functions:

*First*—The licensing of all individuals, co-partnerships or corporations dealing in securities (the law defining securities as stock, stock certificates, bonds, debentures, collateral trust certificates or other similar instruments evidencing title to, or interest in, property) or real estate located outside of Ohio. To secure a license, the applicant must be of good business repute and submit references and other information to the commissioner to establish this fact. The department also has authority at any time to examine the books and records of any licensee to determine whether or not the business is being properly conducted.

*Second*—Any securities, and real estate, located outside of the state, offered for sale, must be approved by the commissioner before being sold or even offered for sale within the state. However, the statute contains broad and varied exemptions as to securities, and these exemptions preclude any possibility of hampering stable commercial business. After approval, a certificate of corporate compliance is issued. To obtain this Certificate, very complete information must be filed with the department by the applicant, including copy of articles of incorporation certified by the officers of the particular state or province granting same, rules, regulations and by-laws, method of operation, financial condition, complete description of all property, both tangible and intangible, salaries to be paid officers, amount of stock given for promotion, organization, patents, formulas, trademarks, etc., and the terms upon which the stock is to be sold, as well as certified copies of all contracts relative to carrying on the business." (Report of Commissioner of Securities, 1918)

## DIVISION OF CHATTLE LOANS.

This division administers the "Lloyd Act" regulating chattle loans.

Sec. 6346-I of the General Code provides: "It shall be unlawful for any person, firm, partnership, association or corporation to engage

or continue in the business of making loans on plain, endorsed, or guaranteed notes or due bills or otherwise, or upon the mortgage or pledge of chattels or personal property of any kind, or of purchasing or making loans on salaries or wage earnings, or of furnishing guarantee or security in connection with any loan or purchase as aforesaid at a charge or rate of interest in excess of eight percentum per annum including all charges without first having obtained a license so to do from the commissioner of securities and otherwise complying with the provisions of this chapter.

Sec. 6346-4 of the General Code provides that investigation shall be made of business of every licensee at least once a year to see whether said licensee is complying with this act.

Sec. 6346-5 of the General Code fixes maximum interest and fee charges allowed.

Interviews were had with the commissioner and various employees as well as citizens who had had business relations with the department either as complainants or petitioners; reports etc. were consulted.

The department seems to be making good progress toward giving the public protection and unquestionably has saved investors from considerable losses. The reports of inspections seem to be workman-like and as thorough as could be expected from the time that the inspector is able to give to one report. This department is one of the few of its kind that makes examinations of corporate property outside the state and it can easily be seen that the recent growth in the number of oil companies in Texas, Louisiana, Oklahoma, etc. adds greatly to the demands upon the time of the inspectors. One result of the small number of inspectors is that the commissioner himself does some inspection. This is regrettable as it prevents him giving full attention to deciding important matters and supervising the operation of the department. No fault is found with the amount of work he is doing. In fact he is trying to do what about three men should do. This is not fair to the man, the department or the public, and conditions that make it necessary should be corrected.

#### RECOMMENDATIONS.

- 1. That the commissioner of securities be made part of the same department that issues papers of incorporation and that he be appointed for an indeterminate term by the director of said department.**

This is not only logical but would be of mutual advantage, and give better service to the public. Persons desiring to incorporate must now go to the secretary of state and after complying with the required formalities are issued a charter. They can sell no securities until given permission by the commissioner of securities, who is not even in the

state house which fact leads to possible misunderstanding, loss of time and effort on the part of the citizen.

2. **That the commissioner of securities be provided with sufficient inspectors to properly perform his function.**

This department is more than self-supporting and expects this year to net the state about \$40,000.00, and yet has so few inspectors that they are now weeks behind. The inspections, per inspector average five and one-half per week, which is more than can be made properly. At present everyone in the department who is capable of doing so, including the commissioner, is making inspections. The result is delay and an inferior quality of work from lack of time. This condition is apparently partly due to the commissioner not foreseeing the growth of the department when making his budget request. As the income of this department is proportional to the work coming to it, some form of a rotary fund would solve this problem. In any event relief should be promptly given.

3. **That newspapers, etc., be required to submit to the department for approval copy of proposed advertisements of securities and real estate located outside the state.**

The department should have a close check on such advertising. It should have power to prevent not only mistatements of fact but misleading statements if it is to protect the public adequately. It should be noted that a statute giving such powers should be so drafted that exception is made of lots in adjoining states, to relieve newspapers in border cities of undue hardship.

4. **That a special examiner be provided to cover illegal advertising, circular letters, etc., and to check up the compliance of holders of certificates with conditions imposed by the department.**

This has already been recommended by the department and is a necessity if such work is to be properly performed.

5. **That inspectors be provided to run down unauthorized persons selling securities not approved by the department, especially among the foreign population of the cities.**

This is a much needed phase of the protective work that should be done by this department, and is not being attempted because of lack of help. At present such sales are only called to the attention of the department after the damage is done. It is understood that considerable losses have

occurred especially among the foreign speaking population of our cities.

6. **That a study be made of the department to see whether forms cannot be devised that will shorten the present large amount of clerical work.**

It is believed that such a study might be productive of results but it should be made with care. The form habit is very dangerous and liable to become a burden to real work. This result should be avoided.

7. **That the chattel loan division be placed in the department charged with control of corporations.**

This function has nothing to do with securities but properly belongs to the department dealing with corporations and with other financial inspectional services.

8. **That the division of chattel loans be given statutory control over pawn shops and pawnbrokers.**

A function charged with control of chattel loans without control over pawnshops is an anomaly. A proper statute controlling and regulating pawn shops would be of advantage to both public and owner. At present such regulation is by local ordinance. The pawn shops of Cleveland have come voluntarily under control of this department and it is understood that pawnshops in other cities are contemplating a similar step.

9. **That the suggestions made in the 1918 report of this division be seriously considered and if possible covered by statute.**

These suggestions are as follows:

1. Limit size of loan to one borrower.
2. Control of pawnshops and pawnbrokers (see No. 8 above).
3. Change in interest charges and inspection fees.
4. Give power to refuse license for cause.
5. Explicit definition of "office," of "place of business."
6. Reduction in percentage of salary and wage earnings to be assigned.
7. Provision for submission of advertisements and circulars to the division for approval.
8. Possible regulation of installment houses.

The reasons given in the report are sufficient to justify serious consideration of the proposals.

# STATE INSURANCE DEPARTMENT

Prepared Under the Direction of

By DR. L. D. UPSON

By C. E. RIGHTOR

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The survey of the insurance department was made through conferences with the superintendent of insurance and his subordinates, review of the procedure of the office and report blanks, examination of the statutes affecting the superintendent of insurance, and of the annual reports prepared by that official.

## ORGANIZATION.

The department is under the direction of the superintendent of insurance, who is appointed by the governor with the advice and consent of the senate, for a three-year term. The superintendent may appoint a deputy superintendent, with the same qualifications as his own, with power to perform the duties of the superintendent in case of his absence or disability. He shall also appoint a warden, and may employ, with the approval of the governor, an actuary and such clerks and examiners as the business requires. The superintendent, with the approval of the governor, fixes their compensation.

The duties of the superintendent, by Section 617 et seq. of the General Code, are to "see that the laws relating to insurance are duly exercised and enforced". In event of violation, he shall cause the suspected person to be arrested, furnishing the proper prosecuting attorney with the information. He may examine the affairs of any insurance company doing business in the state, and have access to its papers, books and documents; issue and revoke licenses to do insurance business; require deficient companies to discontinue business and defaulting companies to be dissolved, taking charge of the same if necessary; and evaluate policies of all life insurance companies annually. Every insurance company must furnish the department annually with sworn statements as to its assets, liabilities, profits, losses, etc., on forms prescribed by the superintendent; and the superintendent shall prepare an annual report as to the general conduct and condition of each company, compiling a separate report for life insurance companies, and another for companies other than life.

The superintendent has at present the following organization :

- 1 deputy superintendent
- 1 chief examiner
- 1 actuary
- 1 statistician
- 1 license clerk
- 5 examiners
- 5 assistant examiners
- 4 assistant actuaries
- 2 assistant statisticians
- 3 stenographers
- 7 clerks (4, part time)

The examiners and assistant examiners constitute the field force, making examinations of companies and preparing reports on same, under the direction of the chief examiner. During two months of the year they examine the annual reports of companies, at the department offices. The actuary does the work designated by his title, and the statistician compiles the figures from the annual reports, and other data required by the department; the bookkeeper keeps accounting records,—as to fees charged companies, collections of same, payrolls, requisitions, etc. He also keeps the accounts of securities of insurance companies, amounting to nearly \$13,000,000 and pays the premium on his own surety bond of \$10,000 in this connection. License clerks issue certificates of compliance to companies, and licenses to agents, solicitors and brokers. The deputy superintendent performs the legal work of the department, and makes preliminary examinations.

#### EXPENSES OF THE DEPARTMENT.

The expenses of the superintendent and assistants are paid from the general revenue fund of the state, as appropriated therefor. Expenses of examinations are paid by the state, except that if the examination is made upon application of an insurance company the expenses are paid by such company. The retaliatory provision prevails for companies of other states. The expenses of conducting the department for the year ending June 13, 1919, were approximately \$52,000.

#### INCOME FROM INSURANCE COMPANIES.

The superintendent of insurance collects from each insurance company doing business in the state fees for filing a copy of its charter, statements, and other papers; for the issuance of licenses; and from each life insurance company, for the annual valuation of its policies; the schedule of these fees is fixed by Section 657. Section 661 provides for the collection of a fee for each license and renewal issued. At the time

of filing each annual statement of gross premiums charged for insurance placed (less return premiums), each company pays to the superintendent a tax of 5% of such net premiums (Sec. 664). A tax of 5% of gross premiums is collected by the superintendent on all unauthorized insurance written in the state. (Sec. 664-1).

To maintain the department of state fire marshal, each fire insurance company doing business in the state pays a tax of one-half of one per cent on gross premium receipts, (after deducting return premiums and reinsurance), as provided by section 841, such income being placed to the credit of a special fund for the maintenance of that office.

The superintendent computes a tax of  $2\frac{1}{2}\%$  of the net premiums (gross premiums less returns and reinsurances) of all insurance companies incorporated by the authority of another state or government, as shown by the annual statement of the company; this income is paid by the company to the treasurer of the state, and the amount credited to the general revenue fund of the state (Sec. 5433).

The total income to the state from the foregoing fees and taxes for the year ending December 31, 1918, (the last figures available) was as follows:

Fire marshal's tax, $\frac{1}{2}$ of 1% (collected by state treasurer)	\$115,336
Taxes on foreign insurance companies, $2\frac{1}{2}\%$ of net premiums (collected by state treasurer).....	2,133,581
Fees of insurance companies for conducting business, filing statements, charters, issuance of licenses, examinations, etc. ....	191,179
Tax of 5% on unauthorized insurance.....	10,071
Total .....	<u>\$2,450,167</u>

The insurance business is one of the largest sources of income to the state.

#### EXTENT OF INSURANCE BUSINESS.

The department supervises the business of 696 insurance companies, of which 513 are other than life companies, and 183 are life, fraternal and assessment companies giving accident and sick benefit insurance. During the year 1918, the 183 life, fraternal, and accident companies had in force 4,203,000 policies, with an insurance value of \$2,324,000,000. Net premiums paid these companies by policy holders during the year amounted to \$58,717,000, and losses paid to policy holders amounted to \$30,786,000.

Of other than life insurance, 199 stock fire and marine companies, 145 assessment fire and miscellaneous associations, 72 mutual fire, and 97 miscellaneous companies, wrote risks in Ohio during the year 1918 amounting to \$3,905,850,000; policy holders paid \$56,742,000, and received \$26,617,000. The total risks in force at the close of the year

1918, therefore, for all insurance companies, amounted to \$6,880,000,000; policy holders paying to the companies \$122,000,000 and receiving \$57,000,000. These figures make apparent the extent of insurance, and emphasize the direct concern of every citizen in the proper regulation and conduct of this class of business.

To show the relative importance of Ohio with several other states, in the extent of insurance and state regulation of same, the following figures were prepared by the superintendent of insurance:

COMPARATIVE INSURANCE STATISTICS, FOR SIX STATES, FOR THE YEAR 1918

State	No. of Companies, Life, Fire, Miscel- lanous	No. of Examin- ations made by the Insur- ance Dept.	Value of Risks in Force	Income from Fees, Licenses and Miscel- lanous	Income from Taxes	Total Income	Total Expenses of Insurance Dept.	Percent of Dept. Ex- penses to Total Income	Percent of Dept. Ex- penses to In- come from Fees, etc.
Illinois.....	611	44	\$74,000,000,000	\$158,830	\$692,870	\$761,700	\$90,000	12. %	56. 7%
Massachusetts.....	541	33	Not given	130,982	Not given	Not given	92,746	....	71. %
New York.....	702	107	129,000,000,000	282,910	1,967,740	2,250,650	408,648	18. %	144. 4%
Pennsylvania.....	920	Not given	75,000,000,000	182,924	2,000,000	2,198,924	93,470	4.25%	51. 1%
Ohio .....	683	36	127,000,000,000	186,815	2,015,675	2,202,490	51,580	2.34%	27. 6%

It will be apparent that a business of this magnitude and diversity requires close and continuous supervision by the state. The law provides (Sec. 625) that the superintendent may "examine the affairs of any insurance company doing business in the state", and that he shall make "each year an examination of the assets of every life insurance company organized under the laws of this state". He may publish the result of such investigation, and may requisition any bank for information relative to the financial transactions of any insurance company.

The department endeavors to examine Ohio fire insurance companies once every two years. There are eleven ordinary life, five assessment life, and nineteen fraternal life insurance companies organized under the Ohio laws, and requiring annual examination. There are also 25 mutual fire, 139 assessment fire, 9 stock fire, and 24 miscellaneous insurance companies other than life, organized under the Ohio laws, which may be examined at the discretion of the superintendent. For companies organized under other state laws, it is customary for the department to accept the examination of the home state department, except under unusual conditions.

It is found possible to make only the statutory examination of the larger life insurance companies of the state, due to the limited number of examiners and comprehensiveness of a thoroughgoing investigation; the examiners work in pairs throughout the state as required. During the year 1918 36 examinations were made, and for 1919 it was hoped at the time the survey was being made (November) to exceed this number somewhat.

The department cannot make the necessary number of examinations, nor make them complete, because of insufficient staff. The interests of the public cannot be best served under these conditions. Further, the companies are handicapped through the lack of examinations, as in some cases they cannot secure a certificate of authority from other states to transact business without being able to present a copy of the state superintendent's examination bearing a recent date. It is also stated that in the issuance of licenses the department is from four to six months in arrears each year, due to the volume of this work and insufficient clerical assistance. While the qualifications for examiners as established by the civil service commission are sufficiently high, it is difficult to obtain an eligible list because of low compensation. Montgomery, in his "Auditing Theory and Practice" has written as follows:

"The examinations made by the state insurance commissioners are similar in purpose to examinations of banking institutions made by the national and state governments. The chief ends sought in these examinations are to ascertain whether or not the company is solvent and to prevent any violation of the insurance laws.

“As it is to be expected, the state examinations vary considerably as to the efficiency with which they are conducted. It is not to be wondered at if the staff of the department, whose members may have been recruited largely through the medium of political appointments, does not possess technical ability or experience of a very high order.”

The report forms used by the department are the recently revised and standard forms adopted by the National Association of Insurance Commissioners, and make available to the department all pertinent information relative to the business and soundness of each insurance company.

As with the department of banks and department of building and loan associations, one of the most important functions of the insurance department is the work done on behalf of the public as policyholders and stockholders, as well as for the benefit of the insurance business as a whole. An accurate knowledge of the condition of any company is revealed in the departmental examination and annual reports, together with the follow-up correspondence which this gives rise to, and as a result of the information thus obtained, the department gives special attention to the companies experiencing financial difficulties, or conducting their affairs in a questionable manner.

#### RECOMMENDATIONS.

**1 — That the insurance department be transferred to the proposed department of trade and commerce.**

At present the department is an independent unit of the state government, the superintendent reporting directly to the governor. The function performed by the department is regulatory, and is coordinate with the work of the department of banks, department of building and loan associations, and other activities. It is believed that the best results in administration of the state government as an entity may be obtained only by establishing organization units on a functional basis, and placing each department under the direction of a single responsible official appointed by the governor.

The advantages which might accrue from such reorganization, both in economy and in efficiency of administration, are discussed more fully in the report on “Department of Banks” under recommendation Number 1.

**2 — That, as a separate bureau of the department of trade and commerce, the internal organization remain substantially as at present.**

It is believed that the superintendent of insurance should be appointed by the director of the department of trade and commerce, subject to civil service regulations. Continuity of policy in administration of the affairs of the department would be more secure under such plans than at present, when the superintendent is liable to removal with each change in administration (subject only to the expiration of his term of appointment).

It is not contemplated that the staff doing insurance work would be combined with or absorbed by that of any other bureau of the department of trade and commerce, except possibly as to certain clerical service.

- 3— **That the organization be established upon a basis which will better enable it to function in accord with the duties and responsibilities placed upon it.**

Additional appropriations are needed to employ requisite number of examiners and assistants.

There is nothing in the law to indicate that the income accruing on account of fees, licenses, excise taxes or any other source of revenue charged or collected by the insurance department should be available for the purposes of operating the department. It is possible, however, that in fixing a schedule of fees to be paid by insurance companies it was the intention of the framers of the law to provide and insure ample funds to maintain the department. Under present conditions, the appropriations for the activity are less than one-third the amount of income from fees received from the companies. Comparative statistics indicate that the legislative allowance for this department has not kept pace with the expansion of the insurance business done within the state.

With funds being received directly from the insurance companies, there is every reason to afford the citizens of the state every reasonable protection in the vast business of insurance, and likewise, to protect the companies themselves.

- 4— **That the annual report of the superintendent include a statement of the activities of the department.**

This report should show the extent of services being performed for the public by the department, with particular emphasis on the preventive work with companies. It should also include general recommendations by the superintendent, based upon his experience during the year.

The value of such report to the governor for administrative purposes, to the general assembly in determining upon appropriations, and to the public for informative purposes, will be apparent.

# THE SUPERINTENDENT OF BANKS AND BANKING

Prepared Under the Direction of  
DR. L. D. UPSON

By C. E. RIGHTOR

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## SOURCES

The survey of this department was made through conferences with the Superintendent, Mr. Philip C. Berg, and Assistant Superintendent, Mr. Elmer J. Obendorfer, both since resigned; also by examination of the general procedure of the office, review of the statutes affecting the department, and of the annual reports of the superintendent.

## DUTIES AND EXPENSES OF OPERATION

A new state banking code, which became effective July 11, 1919, regulates the activities of the department. This code is a recodification of the Ohio banking laws, and represents the efforts of a committee appointed by the Ohio Bankers Association which worked in conjunction with the officers of this department, and it embodies recommendations made by several former superintendents, as a result of their experience, as well as of bankers both within and outside the state.

By section 710 of the General Code, the superintendent of banking is required to examine the affairs and accounts of each bank at least once each year; to order four reports each year from every bank; to submit to the governor annually a summary of the condition of each bank, as to its capital, debts, deposits, etc.; to prevent unauthorized banking and the establishment of new private banks; to liquidate insolvent banks; and regulate the investments of banks.

The work of the department is under the direction of the superintendent, who is appointed by the governor with the advice and consent of the senate, for a four-year term. The superintendent may employ assistants, clerks and examiners, and fix their salaries. At present the staff is as follows:

- 1 assistant superintendent,
- 1 attorney-examiner,
- 1 chief examiner,
- 10 examiners,

- 3 assistant examiners,
- 1 secretary,
- 1 bookkeeper,
- 1 statistician,
- 3 stenographers.

The phase of work done by each is indicated in the title of position. The examiners and assistant examiners constitute the field force, making examinations of banks and preparing reports on same. The assistant superintendent and chief examiner review these reports and conduct the necessary follow-up correspondence on them. The assistant superintendent and attorney-examiner make preliminary investigations of proposed banks. The statistician compiles the several call statements and the annual reports of banks.

The cost of operation of the department is borne by fees paid by the banks, at a rate fixed by statute. Expenses of preliminary and special examinations are additional assessments. The new code provides that the fund raised by assessment of banks shall be used only for the maintenance of the banking department, and not as a source of general revenue to the state.

#### GENERAL COMMENT

The new code is considered a modern and model law, and its enforcement by the superintendent affords the citizens every reasonable protection in their relations with any kind of bank. Prospective banks must submit their plans, and receive the approval of the superintendent before beginning business, and his findings are subject to review by the governor, attorney general and superintendent of banks. All banks must submit to periodic examinations, and every phase of their business is open to review by the department. The amount of capital, and the nature of loans and investments, are regulated by law, the responsibility of directors is covered, the forms of books and accounts may be prescribed, and other features not only safeguard the public but protect the banks in all legitimate matters. Commercial banks, savings banks, and trust companies are all under the control of the department, as are also unincorporated banks and dealers in foreign exchange.

The examiner's report forms, for banks and for trust departments are unusually complete, having been revised in the light of the best experience in Ohio and other states, and make available to the department an ample knowledge of actual conditions in the bank at the time of examination. The field examiners apparently make every effort to have their reports complete.

The report of the superintendent for the year ending June 30, 1919, discloses that there are 612 incorporated banks in Ohio, with resources of \$1,158,000,000, and 169 unincorporated banks with \$52,000,-

000 of resources. There are also 369 national banks, with total resources of slightly over \$1,000,000,000, or less than that of the state banks.

The department, during the year ending June 30, 1919, made 1,012 examinations, as follows:

First .....	782
Second .....	125
Branch Banks .....	76
Special .....	14
Preliminary .....	15
	<hr/>
Total .....	1,012

It will be appreciated that an important feature of the regulatory service of the department is the prevention of irregularities and the remedy of faulty conditions before losses are incurred by the depositors and stockholders. Extensive correspondence arises in this connection, and is followed when necessary with extra examinations, frequent reports, and personal conferences by the superintendent, the assistant superintendent or the chief examiner. Legal questions are referred to the attorney-examiner.

The success of this phase of the work is measured in part by the number of failures and liquidations, altho in large measure its function is negative—the prevention of irregularities. Since 1910 there have been 13 bank failures, one of which occurred during the year ending June 30, 1919. Of this number 8 are now in process of liquidation, so that the exact loss to depositors is not ascertainable. It may be stated that the department cannot be held responsible for these failures, even though an examination of the institution is made at least once a year. In some cases, even the boards of directors and officers are not vigilant enough to detect such irregularities as forged signatures, etc., which it is beyond the duty of the banking department to detect. Montgomery, in his "Auditing Theory and Practice", states:

"Government examiners should not be too sharply criticized for their failure to detect such conditions (defalcations), as the time allowed for separate examinations is limited, and it is physically impossible for them to make thorough audits within time available. Again, it must be remembered that the chief object of these examiners is to ascertain that the banks are solvent and are complying with the law. Some degree of protection is afforded depositors by these examinations, but the examiners do not represent the stockholders or directors, and the directors should not regard the work of the examiners as being done for their benefit.

"Official examiners recognize this state of affairs and are making a determined effort to improve the unsatisfactory conditions which exist."

## RECOMMENDATIONS

It is recommended—

- 1— **That the department of banking be transferred to the proposed department of trade and commerce.**

It is believed that such reorganization would strengthen the general organization of the state government, and would interfere in no wise with the conduct of the service. The regulation of banks is but one of several regulatory activities being undertaken by the state, and it is believed that all of these services should be placed under the direction of a single administrative officer, to be appointed by the governor.

The consolidation into one administrative office of the several regulatory services now located in different buildings in Columbus would be of advantage economically. Certain overhead costs should be reduced,—as rent, use of office space and equipment, telephones, libraries, and works of reference, etc. Possible reduction of office staff might be effected, and at least it would be possible to provide for their employment on the work of the several bureaus, dependent upon seasonal or other fluctuation of the work.

The several officials of regulatory activities now refer matters only occasionally to the governor, except by an annual report. They operate largely as independent units, without regard or concern for other services. There is even the possibility of their contact with the state becoming so occasional that the tendency is to feel themselves employed by their particular class of business, instead of the state. With one official in charge of all such services, it is believed the state's interest would be best maintained under all conditions.

- 2— **That as a separate bureau of the department of trade and commerce, the same organization be continued as at present.**

The line of authority within the department at present is satisfactory. The superintendent of banks should be named by the director of trade and commerce, subject to civil service regulations. With the present short term of the chief executive, and the consequent probability of frequent change with administrations of appointive department heads, the advantages of placing this important position upon a certain degree of permanency of tenure will be obvious.

- 3— **That the income from fees levied by the department be placed in the general fund.**

It is believed that it is no longer necessary in state government to attempt to set up for each department or special

service a separate fund. It would appear that there cannot possibly be any objection to the money received from fees going into the general or current operating fund of the state, and disbursements for the service being made from the general fund, provided only that a separate accounting be had of such income and disbursements for the specific service. It is contemplated that the director of finance will establish the necessary system of accounts for this and every other office of the government.

Once the general assembly recognizes the necessity for the state to undertake the regulation of banks, it is of little consequence whether the fees levied result in a surplus or deficit during any year. There is no reason for prohibiting the use of any excess in conducting other state work; neither is it mandatory on the department to be self-supporting. The extent and quality of the service properly to be performed, and its cost, should govern appropriations. Present conditions indicate that there is not sufficient appropriation, and salaries are inadequate, to permit the department to function on the best basis. For the year ending June 30, 1919, the income of the department was \$95,000, and expenses were \$72,000.

Additional appropriation would enable the superintendent to exercise his judgment more fully in making examinations. It is possible that two examinations of banks should be made annually in a great many cases.

The resignations of eleven employes during the past few months, out of an entire staff of twenty-three, indicates that the compensation is not sufficient for the kind of work required to be done. While public office is commonly considered as a training field for citizens who may desire to go into private business later, compensation and working conditions should be on a scale that the service is not impaired through wholesale and continued change of personnel.

Readjustment of these matters would result in the income of the department being more nearly exhausted each year in operating the department, without incentive to accumulate from year to year a larger balance.

- 4— **It is recommended that the legal work of the department be performed by an employe of the office of attorney general.**

This recommendation is made in order to centralize the legal work of the state in the office of the attorney general, as it should be. Adoption of this suggestion will insure that the attorney general is cognizant of and assumes responsi-

bility for all legal decisions of the department, whereas at present he is conferred with only occasionally. Should the legal work of the department require the full time of one attorney, the attorney general may designate an employe of his office to this work; otherwise, he can best apportion the time of an attorney between this and other departments.

- 5 — **That the annual report of the superintendent to the governor include a statement of the preventive work done by the department, — that is, the number of banks requiring extra attention, the nature and extent of such service, and the possible losses forestalled to depositors and stockholders, and other relevant remarks.**

The law providing a penalty for disclosure of secret information need not, of course, be violated in preparing such statement.

The value of such report to the governor for administrative purposes, to the general assembly in determining upon appropriations, and to the public for informative purposes, needs no discussion.

- 6 — **That the budget of the department include all expenses.**

The cost of printing reports, statements, etc., for this office is now provided by an appropriation to the superintendent of public printing. This is a general practice for the printing costs of most offices, but it is believed each department should carry its own appropriation for this expense, in order that true costs may be reflected.

- 7 — **That the feasibility of combining examining staffs for banks and building and loan associations be considered by the proper administrative officers under the proposed reorganization plans.**

The qualifications of examiners for either kind of business should be equally high. The possibility of interchange of staff members as required should result in bringing wider experience into examination, and large institutions could be more easily and promptly examined. Economy might be effected in routing examiners to reduce traveling expenses to a minimum. Under these conditions it should prove feasible to call the examiners in periodically for conference and instruction.

# DEPARTMENT OF BUILDING AND LOAN ASSOCIATIONS

Prepared Under Direction of  
DR. L. D. UPSON

By C. E. RIGHTOR

The survey of this department was made through conferences with the inspector of building and loan associations, and his office assistants; by observation of the routine of the office; review of the statutes relating to the department, and an examination of the annual reports of the inspector.

## DUTIES

The inspector of building and loan associations, by section 674 et seq. of the General Code, is authorized to see that the laws relating to building and loan associations are duly executed and enforced; in event of violation, to take testimony and demand that action be brought by the attorney general or proper prosecuting attorney; at least once each year to make an examination of each association; to revoke the charter of any association conducting its business contrary to law; to dissolve unsound institutions; to prevent and correct improper methods and faulty practices, and to make an annual report of the conduct and condition of all associations. Each association must make an annual report to the inspector of its affairs, on forms prescribed by him. Foreign associations doing business in the state are required to conduct their business according to the laws governing domestic associations, after procuring a certificate of authority from the inspector and depositing a bond of \$100,000 with the inspector, who deposits same with the state treasurer.

## ORGANIZATION

The inspector is appointed by the governor, with the advice and consent of the senate, for a three-year term. He is required to give bond for \$10,000, which is filed with the secretary of state. The inspector may employ the necessary deputies, examiners and clerks, and fix their salaries. At the present time the inspector has the following staff:

- 1 deputy inspector
- 2 assistant deputies
- 1 auditor
- 1 statistician
- 1 correspondence clerk
- 12 examiners.

The deputy inspector, one assistant deputy and examiners constitute the field force, and are engaged throughout the year in making examinations of associations, preparing detailed reports of examinations, and presenting to boards of directors matters requiring special attention.

One assistant deputy handles general correspondence, analyzes examiners' reports, conducts preliminary examinations, constitutions, by-laws, etc., of newly incorporated associations, and assigns examiners. The auditor audits the annual reports filed by all associations, computes the fee for filing same, receives, records, and transmits same to state treasurer, and handles accounting matters for the office, as payrolls and requisitions. The statistician abstracts the financial statements of the annual report, for publication as required by law. The correspondence clerk copies all examination reports (nearly 700 annually) and does other typing and clerical work.

The several divisions of the work of the department are shown on the accompanying chart.

The expenses of the department are paid from the general fund of the state, as appropriated therefor. A fee for filing the annual report, and for filing other papers and reports, is provided by statute, and is collected by the inspector, and by him deposited with the state treasurer. All fees received from this source go into the general fund.

A general review of the work performed by the department, and inquiries made of some associations in the state, indicate that this activity is being effectively carried on, to the satisfaction of the associations and protection of the public.

There were on June 30, 1919, 691 associations in Ohio, having a capital of \$993,000,000, and 514,000 borrowers and stockholders. It is recognized that Ohio is one of the foremost states in the extent and volume of the building and loan business. The growth of the department has not kept pace with the increase in number of associations and business done, during the past several years, and as a result it is with difficulty that the required number of examinations are made and adequate control over affairs is had.

#### RECOMMENDATIONS

- 1 — **That the department of building and loan associations be transferred to the proposed department of trade and commerce.**

The work of the department is regulative, — to control and supervise the operations of a class of financial institutions in a manner best to safeguard and conserve the interests of the public, borrowers, stockholders, and the associations themselves. While the extent of the business is recognized, it is believed that mere size of a business requiring state super-

vision is not sufficient reason for the maintenance of a separate and independent department of the state government. For reasons indicated in the similar recommendation in the report on "banks", it is believed the administrative branch of the government would be strengthened by the adoption of the recommendation.

**2 — That, as a bureau of the department of trade and commerce, the internal organization remain as at present.**

The inspector should be named by the director of the department, and be subject to the regulations of civil service. His bond should be for a sufficient amount, and be paid by the state. Bonds of all employes should be paid by the state.

**3 — That the inspector be given actual power and funds, as well as the legal authority at present enjoyed, to conduct the number of examinations he may deem necessary.**

This would include an increased appropriation, as well as possible revisions of the law.

At present a considerable revenue accrues to the state by reason of the collection of a fee with the filing of the annual report. The expenses of the department are considerably less than the total of these and other fees collected by the department. For example, for the year ending June 30, 1918, (the latest annual report available) the income to the state from this department was \$55,065. Expenditures amounted to \$41,490. These are typical figures.

There is nothing in the law to indicate that the fees collected are intended to defray the expenses of the department. It is specifically stated (Sec. 684) that examinations of associations shall be paid for by the state, except under the reciprocal arrangement with associations of other states. However, assuming that the statutory fee is primarily for the purpose of defraying the expenses of this department, there is every reason to believe that there should remain no substantial balance in the general fund, available for other expenses of the state. There is, in fact, no necessity for the activity even being self-sustaining, should the general assembly accept that the service is one properly to be undertaken by the state. Further, there is every reason for sufficient appropriation to enable the inspector to employ a staff, sufficient both in numbers and qualifications, to afford the associations the number of examinations that may be deemed necessary to protect the public, the borrowers, stockholders, and the associations. Present conditions do not permit sufficient examining and follow-up, due to ex-

pansion of associations, while the increase in staff has not kept pace.

- 4— **That the inspector include in his annual report a concise statement of the preventive work done.**

As with the supervision of banks, (q. v.) one of the most important features of the activity of the department is the failures and losses it prevents, through aggressive action taken when reports indicate a weakened condition in any association. This activity is of such importance to the public, and requires so much time and intelligent effort on the part of the inspector and his assistants, a record of it should be made. Thus the governor, and ultimately the public, would be better apprised of the nature and value of the service. Such information also would be of value to the legislative body, aiding them to determine upon adequate appropriation for the service.

- 5— **That the feasibility of combining the staff of examiners for banks and building and loan associations be considered by the proper administrative officials under the proposed re-organization.**

While it is agreed that the two classes of financial institutions are different, it is believed the examination is so similar in nature that the same examiner could, ordinarily, qualify for either kind of examination. Economy in traveling and other expenses should result under this plan, allow greater shifting of men when necessary, and yet not impair the quality of work done.

#### ORGANIZATION

##### *Inspector of Building and Loan Associations*

Charged by law (G. C. 674, et seq.) with duty of enforcing the laws regulating the operations of building and loan associations, (G. C. 9643, et seq.) Has general supervision over all work in connection therewith.

##### *Chief Clerk*

Supervises the detailed work of the office, handles general correspondence, checks and analyzes reports of examination submitted by examiners, issues to the association examined letter of directions or any instructions, which, after approval and signature of the inspector, is transmitted to the association for adjustment. Checks replies to such letters to ascertain that compliance has been had. Examines constitutions and by-laws submitted by newly incorporated associations, making any necessary suggestions required to place same in proper shape; maintains detailed records of assignment of examiners and examinations made, in-

corporations, miscellaneous data, etc., and handles various matters which arise from time to time.

#### *Accountant (Auditor) (Grade II)*

Most important function is auditing of annual reports as filed by the different associations throughout the year, checking same against reports previously filed to determine correctness of report last submitted, and pointing out any existing discrepancies necessary to be adjusted in order to place report in proper balance, (which must be done before report is accepted and filed.) Receives fees paid thereon (G. C. 691), keeps record of filing of reports and fees paid, depositing same with treasurer of state when report is ready for acceptance, and handles financial matters, payroll, requisitions, vouchers, etc., subject to approval. Maintains record of expenditures in prescribed form.

#### *Statistician*

Makes abstract of financial statement of annual report of each association filed during the year, assembles statistical tables for record and publication, and performs duties of mailing clerk and such others as are from time to time assigned.

#### *Correspondence Clerk*

Handles telephones, makes typewritten copies of examination reports (approximately 700 per annum,) performs duties of file clerk, and such others as may from time to time be required. Does stenographic work.

#### *Deputy Inspector, Assistant Deputy, Examiners*

These constitute the field force, and are engaged throughout the year in making examinations of the building and loan associations in the state. Following the examination, in each instance where the result of same indicates such procedure proper, holds meetings with the association's board of directors for purpose of presenting such matters as he deems necessary, and submits detailed report of examination and action taken in connection therewith.

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In addition to the foregoing outline, additional work is performed from time to time as deemed necessary or advisable. This includes assisting in getting out annual report, reading proof thereof, and, in brief, in doing those things which tend to make the work of supervision and regulation proceed expeditiously and effectively.

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Copy of building and loan laws, copy of blank annual report, as required to be filed with department by building and loan associations, and copy of examination blank report, as used by examiners in reporting to department, herewith submitted.

# STATE DEPARTMENT OF HEALTH AND STATE SANATORIUM FOR TUBERCULOSIS

By WILLIAM H. ALLEN

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## STATE DEPARTMENT OF HEALTH

The same legislature which created the Joint Legislative Committee for Administrative Reorganization passed an act for the reorganization of the health service. This new act, called the Hughes Act, provides for joint support and joint control of county or special district health service which should place Ohio second to no other state in its provisions for health work.

From the standpoint of organization this new plan should be thoroughly tried out before Ohio embarks upon a new venture or forces upon the department the organization of new services. The present health commissioner understands health needs. He is securing the cooperation of professional men of the state and should be unhampered and unqualifiedly supported during the organization of this new state-wide service and supervision. For the commissioner's own suggestions see his letter to your committee, page 8.

Four exceptions are suggested for the double reason of relieving other departments of services which do not belong to them and will not be properly attended to by them, and of giving to the health department duties that are already being discharged elsewhere but belong properly to it and that will easily fit at once into the new health law. **It is recommended** that four services be transferred to the department of health as follows:

- 1 — The bureau of vital statistics from the secretary of state.
- 2 — Inspection of hotels from the fire marshal.
- 3 — Food and dairy division from the department of agriculture.  
See separate report.
- 4 — Responsibility for printing from the printing commission, regarding which your committee has already issued a special report by G. C. Cummin of our office.

Among the needs which must soon be recognized in the formal organization of Ohio's health work nineteen deserve special mention here.

- 1 — **All state and municipally supported institutions should be visited at least once a year**, many of them oftener, by

the state health department and their sanitary practices and health teaching rigidly inspected and frankly described. Where standards are not adequate to protect inmates or public, the state department of health should be given authority and put under obligation to require compliance with the standard.

This suggestion applies to the industrial schools, reformatories, penitentiary, prison farm, schools for the blind and deaf, soldiers' orphans, county children's homes, county and state normal schools, Wilberforce normal and industrial department, the three universities, state sanatorium, hospitals for the insane and other state and county institutions. It should also extend to the sanitary conditions of the State House and state offices. For such inspectional work, financial provision should be made in the department's budget to the small extent that this will be necessary after the various health districts are thoroughly organized under proper full time health officers and state department supervisors. In making these inspections the state department should be permitted to accept as its own the inspection of qualified agents working for other state departments — such as the director of welfare administration, board of charities, university research bureaus, etc. — with respect to any institutions not subject to the jurisdiction of the co-operating department.

- 2 — **A chance to review the questions planned for the various health examinations** — medicine, and special practices like osteopathy, chiropractic, dentistry, nursing, embalming — **should be given to the department to insure adequate recognition of preventive hygiene.** This will be easy if, as suggested elsewhere, the state department of public instruction is held responsible for these examinations. If the present boards are not abolished, the law should require that all examinations be vised. Furthermore the department of health should be expected to comment after the examinations are over upon the progress shown or not shown by the questions in the examinations, the answers to them and the improvements in teaching which they reflect.
- 3 — **A training school for health officers will be needed.** Every effort should be made to have the Ohio State University organize and develop such a school. Columbus city health work affords ample clinical material when supplemented by the state department's control records and laboratory service. The initial co-operative course of 1919 set a good pace and helped train several men for new health-officerships. It was under the college of medicine with the help of the state department of health. It has been urged that an affiliated course not under

the college of medicine would be better. It may be that at first a separate course would be better. But much larger results should be possible if the state insists upon proper execution by the college that is training physicians and should be more and more emphasizing preventive hygiene. In addition to training at Ohio state university, it will be advisable to organize sectional field classes, preferably under the educational authorities acting in co-operation with the department of health. If such co-operation is not forthcoming, the state department of health itself should arrange such extension work. Practitioners would be reluctant even if they had the time to go away for a semester. They will be willing to attend institutes through which they can be brought up-to-date in preventive hygiene.

- 4— **An aggressive interest in the character of hygiene instruction in the public schools should be taken by the health department.** It cannot force reforms. It can impel them. In Michigan no hygiene or physiology text may be taught unless one-eighth of the text is given to character, cost and prevention of dangerous communicable diseases and unless such portion has been approved by the health commissioner.
- 5— **Regional and state conferences in the interest of health promotion should be a regular feature of the state department's work.**
- 6— **The state department of health should be an analyzing and truth-telling agency through whose publicity the public will be protected from ignorance with respect to health-menacing beverages and drugs.** What they contain and how much of every deleterious element should be told, and over and over again, by the department's publicity.
- 7— While as later stated the state sanatorium for tubercular patients should remain under the direction of welfare administration **the state department of health should take a special interest in the program and result of this institution, tell the truth about its methods, make helpful suggestions to it and do all in its power to keep it a teaching agency and to prevent it from becoming a mere temporary hospital.**
- 8— Social hygiene, the need for it and public appreciation of it since and because of the war calls for an aggressive educational and clinical policy by the state board of health.
- 9— **An industrial hygiene service which will be educational, informative, experimental, stimulating, should be in the department's plan.** It should have special emphasis

and not be merely a side-line. Laborers and employers alike will welcome this kind of assistance. In New York City after a trial of only about a year labor organizations were so convinced of the helpfulness of an industrial hygiene bureau to their welfare that delegates appeared in support of an enlarged budget. They told specifically of one field after another why the public should study unhealthy employment and discover correctives.

- 10 — **The inspection of all persons who have to handle food will become a practical service in all parts of the state** after the new health service is thoroughly organized; for its rigid and equal enforcement the state department will be held responsible.
- 11 — **Garbage disposal, sanitary engineering, safe sanitation in isolated districts, water departments, school hygiene, all call for expert knowledge and aggressive educational work at state health headquarters.** The department should know whatever is known anywhere about best practices.
- 12 — **Local health surveys should be promoted by the state department** through printed instructions, through written advice, through answers to questions, through standardized examinations from the county and district health officers and through itinerant surveyors from state headquarters. The actual field survey work can be put on a self-supporting basis so far as the state is concerned, that is, the localities can be required to pay for the special service given to them rather than to the whole state. The licensing of mid-wives, the state survey necessary to locate them and the state educational campaign necessary to use them safely, can now be organized under the new health law with the state department setting the standards and enforcing complete registration.
- 13 — **The laboratory division will inevitably expand.** Health work is becoming more and more a matter of exact knowledge of the presence of deleterious substances in foods or disease germs in the air. There is no investment which pays bigger dividends than prompt examination by the state of samples of sputum, throat swabs, suspected milk, suspected water, suspected cases of venereal diseases, etc. Regional laboratories will become necessary and practical as districts are organized. It is to be regretted that the co-operation with the Ohio state university which was undertaken on both sides in the hope that classroom instruction and state health work would both be vitalized and helped by this association has at first disappointed both parties and been discontinued. As the need de-

velops for additional laboratory examinations and for other facilities for training health officers, it will doubtless again seem practical and highly desirable to have the health offices out on the University campus.

- 14— **Several inspectional services needing expansion now become easy for the first time and should be started and supervised by the state department,** namely, inspection of hotels, summer hotels, railroad stations, excursion boats, summer resorts, public grounds and meeting places, including publicly managed buildings like court houses, city halls, jails, repair shops, etc.
- 15— **Health publicity needs considerable development.** The syndicated health lessons that are now appearing in many Ohio papers offering information and advice should be signed not by the U. S. Public Health Service but by the state health department, or at least Ohio readers should be referred to Ohio's own state department.
- 16— **Plans for all public buildings should be reviewed for conformity to sanitary requirements** by county and district health officers for county and local buildings and by the state officers for state buildings. The state commissioner could hardly have approved the erection of the juvenile research dormitory now nearing completion with only two showers for bathing 100 children. In working out this inspection service the department should be authorized to establish in the health code requirements which will shift responsibility for detailed analysis of plans to the building department, but which will also establish penalties for failing to comply with these requirements.
- 17— **A round robin of high spot health facts should be circulated among health officers and newspapers oftener than is possible through a monthly bulletin.** Special articles should be prepared such as have been prepared and in addition short health nuggets for the many daily, weekly and monthly papers and journals including trade journals which will welcome such material if specially prepared for them.
- 18— **Annual reporting by county and city officers and by the state department calls for easily made but important additions.** The state department is in position to demand adequate and meaning-full reporting from its various branches and all independent health boards. It should flash back to each community the significance of that community's reports when read against a background of state reports. It should

rank every city with respect to each of the important tests of health progress, the proportion of school children examined and re-examined, the proportion whose physical defects are corrected, the frequency of milk shop inspections, the paucity of transmissible disease, the number and proportion of deaths, the use made of the state laboratories for examining samples of foods, throat swabs, sputum and other smears; the high or low scoring of dairy farms, restaurants, food shops, etc.

- 19 — **The monthly bulletin can easily be made far more helpful at no increase in cost.** Shorter articles, more live testimony and high spots, more questions and answers will naturally take their pages after the enlarged program has found full swing. The present commissioner showed by his work in Virginia before coming to Ohio that he is adept in using the best methods of giving the public little by little and always a little more usable health information.

In forecasting the development of state health activities effort has been made to feature the auditing and educational functions of a state health department. Getting done is its purpose. The actual doing or actual managing is the responsibility of other agencies. **Nothing should be given to a state health department which will divert its attention from rigid inspection and unmitigated truth-telling about the gaps between what is done and what should be done for the promotion of public health, including particularly the education of the whole public in the science and art of personal and public hygiene.**

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#### LETTER FROM COMMISSIONER OF STATE DEPARTMENT OF HEALTH

Under date of October 11th, 1919, Dr. A. W. Freeman, commissioner of the state department of health, addressed the following communication to the secretary of the joint legislative committee on administrative re-organization:

"I have received and carefully considered your very kind letter of September 30th, and wish to assure you that we desire to co-operate with you in every possible way in your work. The matter has been submitted to the public health council and I have been directed to answer the questions propounded in your letter as follows:

"1. We do not think it at all wise or expedient to bring the various examining boards under the jurisdiction of this department.

"2. The changes made by the last legislature in the health laws of the state were so extensive that it will take at least two years for the

organization now under way to be completed and placed in efficient operation. We are, therefore, of opinion that no further radical changes should be made in the health laws until this has been accomplished. Our plans for future development include, among other things, the development of a complete and efficient system of physical supervision of school children and a program of child welfare of state-wide application. We are also preparing a plan for the more efficient supervision of the environment and physical condition of the very large body of industrial workers of the state. For these additional functions, the Hughes bill was the necessary preliminary step.

"3. The additions made by the present assembly to the staff of this department will enable us within the near future to undertake a complete, and, we think, adequate sanitary supervision of all charitable, correctional and educational institutions under the control of the state. The local organizations under the Hughes bill should be able to undertake the supervision of institutions other than those of the state.

"4. The work of coordinating this department with other state institutions in physical examination of employes and physical education of students will require the addition of a personnel for this purpose to our staff. This is a matter of appropriation rather than of legislation.

"5. We are of opinion that there are imperative reasons why the department has to be separate and apart from any other department of the state government and shall be glad to present evidence in support of this opinion at such a time as the committee sees fit.

"In addition to these specific answers to your questions, we will call the attention of your committee to several matters in which we believe efficiency may be promoted by a rearrangement of the present distribution of function in the state government:

"1. The bureau of vital statistics, which collects, records and studies births and deaths in the state of Ohio, is at present in the department of the secretary of state. The work of this bureau has no connection whatever with that of the remainder of the secretary of state's office, but has a vital and important connection with all work carried on in this department. In addition, the present arrangement necessitates the maintenance of two statistical staffs, since we are compelled to maintain a statistical department for the recording and study of cases of communicable diseases. We believe that public welfare would be promoted by a transfer of the bureau of vital statistics to this department.

"2. This department has, for a number of years, maintained a division of industrial hygiene which has carried on valuable research work in the problems of industrial diseases. The industrial commission, however, through its bureau of workshops and factories, is charged with the enforcement of all laws regulating the health of workers, and is provided with a corps of inspectors for that purpose. The industrial

commission, however, is without a technical staff. It would seem that the state's duty to protect the health of industrial workers, both through the control of environment and through the actual physical supervision of the workers themselves, is too vital a matter to be operated as a minor branch of a department concerned primarily with the prevention of industrial accidents. Accident prevention might presumably be one of the functions of an activity designed primarily to promote the health of industrial workers. Such an activity should be under technical supervision, and in our opinion might well be under the jurisdiction of this department.

"3. The blind commission, in addition to its duty of educating and caring for those already blind, has for several years maintained a corps of nurses for the prevention of blindness. This work runs exactly parallel with the prevention of blindness work maintained by this department and results in a waste of effort, which is not in accordance with the principles of good government. Here again we think the whole work of blindness prevention should be centered in one administrative jurisdiction.

"4. The fish and game commission of the state board of agriculture has within recent years entered largely into the question of stream pollution as affecting fish. This department's division of engineering has for many years been charged with the enforcement of laws regarding stream pollution for the prevention of nuisances and the protection of health. The two problems are precisely the same, and control should be in a single department.

"5. The activities of the dairy and food division of the state board of agriculture are concerned almost altogether with questions affecting health. This department already carries on all laboratory work for the division, and with its force of district supervisors, working in co-operation with the local health officers under the new organization, could probably carry on the work as efficiently as at present at a considerable saving in expense.

"6. The last session of the legislature created a division of hotel inspection in the department of the state fire marshal. The duties of this division, while including certain matters of fire protection, are in a very large measure concerned with sanitation and health protection. Here again it would seem that efficiency and economy would dictate that the sanitary matters be delegated to that part of the state government maintaining a technical personnel qualified to carry on the work efficiently. Inspection of hotels for fire risk is properly the work of the fire marshal's office. Inspection for purposes of health protection can best be carried on through the district supervisors of the state department of health, working in co-operation with the new local health organization.

"These are the outstanding matters affecting this department which, we think, should receive attention at the hands of your committee in addition to such studies as the committee may desire to make as a part of its general plans."

## THE STATE SANATORIUM FOR TUBERCULOSIS

At present little is known by the public of the state sanatorium at Mt. Vernon. In a general way, people know that Ohio has such an institution.

The auditor's report last published states that on June 30, 1918, it had 164 patients, an average of 172 patients the year before and had spent \$104,000, or \$605.00 per capita.

The Ohio general statistics for the same year shows that the institution had 160 at the beginning of the year, besides 11 on temporary leave, and received 430 patients, handling thus 601 men and women during the year. It discharged 432; 61 with the disease arrested or apparently arrested, 97 with the disease checked, 104 improved, 164 unimproved, six as non-tuberculous; one died.

The Ohio board of administration, which administers this sanatorium, reports that the hospital has been running since 1909; that it is on the cottage plan, has 355 acres, is valued at \$768,000, produced \$25,000 on the farm in 1918, with 172 patients and 62 employees. While it says that only cases in the incipient stage are admitted, it also reports that but 84 of 433 admissions were incipient cases that year, 196 moderately advanced, 147 advanced, including 84 so far advanced active cases that they were discharged as unimproved within one month. Accounting for 168 remaining July 1st, 1918, the board shows that 46 of 88 counties had no patients; 18 others had one patient; five had 2; four had 3; four had 10 or more. Summit 11, Mahoning 13, Hamilton 22, and Cuyahoga 27.

During the previous year 29 counties had sent to or received from the sanatorium no patients.

In other words, the sanatorium is not state in its constituency.

What it is able to do with 400 patients a year, out of a total of 35,000 believed to have tuberculosis in one of its stages, is but a drop in the bucket.

As a curative institution it cannot justify the money and energy spent upon it.

As an educational institution it might be of tremendous value to the state. For example, it is worth a great deal to locate the physicians who send 343 moderately advanced and advanced cases to a place that receives only incipient cases. It is also important to know the six physicians who sent six non-tuberculous patients to a hospital for treating

tuberculosis. Again, it is of inestimable value to be teaching even 400 representatives of even 39 counties that tuberculosis is curable and that there is a way of living that will put a tuberculous patient back on his feet without menacing the families or friends with whom he lives.

As at present conducted, however, there is little militant educational work emanating from the sanatorium. It is simply another state institution. That it is an abused institution, or at least unimaginatively used, is shown from the fact that fewer than one-fifth of its patients are of the class for whom it is intended.

So important is it to have aggressive educational work done by this school-sanatorium, that there are those who believe it should be transferred from the board of administration or director of welfare administration to the state department of health whose business it is to educate and re-educate. And it is held that if the state commissioner of health were responsible for such a sanatorium, he would have the motive for making educational use of its experience. He would not only find out who the physicians are who do not know how to diagnose or what time to get advance cases into a hospital for incipient cases only and would do educational work with them. He would print folders descriptive of the cures completed at the institution and the larger number of cases sent back to their homes improved in spite of the advanced stage of the disease at time of admission.

At first such would undoubtedly be the result of a transfer. The mere fact that it was a new obligation would key up the state commissioner of health and council of health to a big program.

The danger of such a transfer lies in the fact that it violates a principle which we have repeatedly urged, that the officers or agencies whose business it is to criticize and educate should not be required also to manage. This theory admits the danger that persons who live in glass houses will not wish to throw stones and that health officers conscious of hampering conditions and inefficiencies in their own management will be reluctant to insist upon as high standards and as frank publicity of defects in other institutions as when free to give their whole thought to holding up standards and advertising needs. This argument with one or two supplementary arguments was effectively stated in a letter to your committee by Mr. Robert G. Paterson, formerly executive secretary of the Ohio state anti-tuberculosis society, as follows:

"It has seemed to me that the state should have in the state department of health a tuberculosis man, who will devote his time to the task of endeavoring to standardize so far as possible the work being done by the hospitals already established ;and secondly, to keep consistently on the problem of the further establishment of new hospitals in unorganized territory.

"The fundamental weakness, as you are undoubtedly aware, in our state work is the slighting of the fundamental ground work of public

health work; the unwillingness to expend a sufficient amount of money on statistics and records and their interpretation as a basis for the development of a state program. This one thing seems to me to be the most needed development in our whole public health field in Ohio.

"Answering your specific questions I do feel that the state sanatorium, at Mt. Vernon, should be under the Ohio board of administration rather than under the state commissioner of health. While it is true that the state sanatorium is possibly the only health institution operated by the state, nevertheless it seems to me it is an institution for curative purposes and lends itself to the same routine of control management as do the other institutions in the state.

"The state department of health should devote its efforts to the preventive and educational sides of public health work rather than to deal with individual cases.

"The main disadvantage that I see is that if the legislature should place the state sanatorium under the control of the state department of health, then naturally the budget of the state department of health would be divided into two parts, one for the department proper, and the other for the operation and maintenance of the state sanatorium. The total amount of money appropriated to the state department of health then would be very large indeed. There would be the tendency to confuse the issue on the part of the people and we would not be able to secure the needed additional appropriation for preventive work.

"Furthermore, institutions are much more prone to receive criticisms, justly or unjustly, than are the other departments of the state government. An attack on the institution, if it were under the control of the state department of health, might hinder the other work which the department might be doing.

"My own opinion is that the preventive work which the state department of health is doing is much more important ultimately than the curative work which the state sanatorium is doing and that the two phases of public health work should not be confused if it can be avoided."

While leaving the state sanatorium where it will have the benefit of skilled institutional management, three steps in internal organization are needed in order that the sanatorium shall do what it was intended to do.

- 1 — **The state commissioner of health should be required to report to the whole state in what respects if at all the sanatorium is not being properly conducted as a hospital; is not receiving the patients for whom it was erected; is not learning and spreading broadcast the lessons from its own experience within the institution and with the districts which furnish patients.**

- 2— **The director of welfare institutions should have one or more officers always studying tuberculosis in all institutions and in the sanatorium** and flashing back to the state the best practices in each institution, the needs of the whole state as reflected in the institutions, and lessons learned by them.
- 3— **The sanatorium itself should be organized as primarily a training school for patients, their home friends and employees and the public mind.** From superintendent to nurse and humblest employee in such a sanatorium the attitude of teacher should be required. The reports should be educational, including the announcements of what the sanatorium offers.

The atmosphere should be of the confidence and hopefulness that modern knowledge about the causes and cures of tuberculosis justifies.

# BUREAU OF VITAL STATISTICS

By WILLIAM H. ALLEN

It is recommended that the bureau of vital statistics which is now in the office of the secretary of state be transferred to the state department of health.

The purpose of recording births and deaths is not to satisfy an antiquarian interest or even to help settle personal or family problems. One reason for such records is to settle questions about parentage, ownership of property, liability to military service and compulsory school attendance, right to vote, etc. For such ends very simple records are required.

In emphasizing here the health reasons for vital statistics it is not intended to minimize any or all of the following twelve reasons given by the U. S. Public Health Service for a complete registering of births:

- 1— To establish identity.
- 2— To prove nationality.
- 3— To prove legitimacy.
- 4— To show when the child has the right to enter school.
- 5— To show when the child has the right to seek employment under the child labor law.
- 6— To establish the right of inheritance to property.
- 7— To establish liability to military duty, as well as exemption therefrom.
- 8— To establish the right to vote.
- 9— To qualify to hold title to, and to buy or sell real estate.
- 10— To establish the right to hold public office.
- 11— To prove the age at which the marriage contract may be entered into.
- 12— To make possible statistical studies of health conditions.

The only purpose which justifies the great expense of time and money involved in keeping a complete modern file of birth and deaths — with all the other information called for on certificates as to names of parents, residents, race, occupation, etc. — is to help the state (1) study its health problems, (2) learn whether forces are at work which menace the health and life of its citizens, and (3) enable its health engineers and other social engineers to take steps for increasing human vitality.

None of these purposes can be adequately served so long as Ohio continues to entrust the duty of collecting vital statistics to an elective officer, the secretary of state, who has no administrative use for this information. According to section 198 of the General Code the secretary of state is now charged with prescribing methods, forms and blanks for securing registration of births and deaths.

Section 199 requires him to appoint a registered physician and a competent statistician, but in no way prescribes the elements of training and experience which constitute competence in a vital statistician.

The vital statistician and the vital statistics belong in the health department where there is constant need for them.

It is further recommended that all payments received from the United States census bureau for sending to it vital statistics from Ohio be paid to the state department of health and not to the vital statistician or to any other employee and be then sent to the state treasurer or retained as a rotary fund or experimental fund to be budgeted and accounted for by the state department of health.

For the last five years these fees paid to state employees have aggregated \$20,000. For the last fiscal year they totalled \$5,800 or 3 cents each for 116,225 births and 3 cents each for 76,285 deaths. The purpose of the federal government in making such payment is to insure completest possible registration for guidance of the whole country. The payment, however, should be made to the state of Ohio and not to any employee. No human being should have a personal pecuniary interest in reporting a large number of deaths. It is contrary to the policy of the state of Ohio to leave fees in the hands of any official or employee, or to have salaries depend upon fees. It is not necessary to restate the reasons for paying service what it deserves and taking to the state what its own growth in business brings it as revenue.

For the federal bureau of census the chief statistician for vital statistics has written to your committee justifying the payment to an individual rather than to a state department as follows:

"There should be some one individual responsible to the Census Bureau. To get the best results it is best to authorize, so far as possible, the registrar or his assistant who is in closest touch or in control of these certificates in the state or local office, for he knows the most about them and is bound to send in as accurate data as possible. In some cases authorized transcribers are able either through overtime work themselves or by employing members of their families, to supplement all too meagre salaries received from the states. The policy of the Bureau of the Census, however, is to authorize the individual recommended by the executive head of the state board of health, (or in Ohio, the secretary of state)."

The argument is not convincing. Ohio, not an irresponsible employee, should guarantee the accuracy and promptness of records.

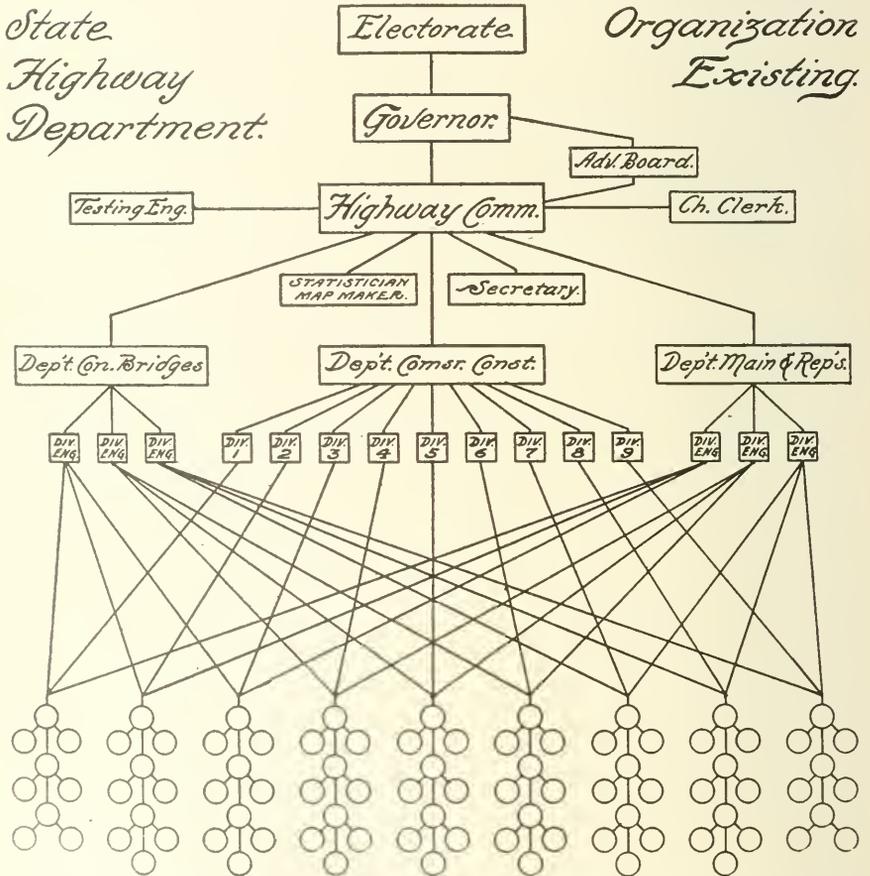
To effect the two suggested changes no constitutional amendment is necessary. The legislature may by statute pass the law necessary to transfer this service from a department which is not equipped to make public use of this information, the secretary of state, to the department which needs the information every day, the state department of health.

# STATE HIGHWAY DEPARTMENT

By GAYLORD C. CUMMIN

The statutes of Ohio make provisions summarized in thirteen excerpts from the General Code as follows:

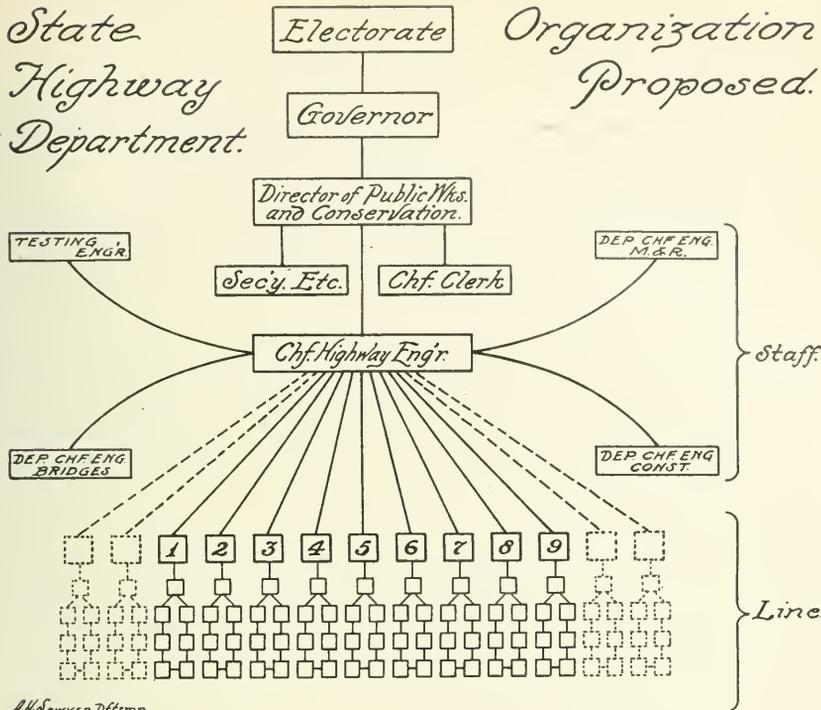
1. There shall be a state highway department for the purpose of affording instruction, assistance and cooperation in the construction, improvement, maintenance and repair of the public roads and bridges of the state \* \* \*. The governor with the advice and consent of the senate shall appoint a state highway commissioner who shall serve for a term of four years unless sooner removed by the governor (G. C. §1178.)



The small circles indicate the surveyors in different counties of the state who have charge, under the state highway commissioner, of the local work on roads.

State  
Highway  
Department.

Organization  
Proposed.



A.H. Sawyer, Designer.

The squares numbered from 1 to 9 represent division engineers.

The smaller squares indicate inspectors, the number to be determined by the needs of the service.

The broken lines indicate possible future supplementary service.

2. \* \* \* The governor shall appoint four qualified electors \* \* \* to act as an advisory board to the state highway commissioner. \* \* \* The members of this board shall serve without compensation but shall receive their necessary expenses incurred in the discharge of their duty. \* \* \* (G. C. §1231-5.)
3. Regular meetings of the highway advisory board shall be held at least once a month or oftener if necessary \* \* \* Special meetings may be called by the president of the board or by the state highway commissioner. (G. C. §1231-8.)
4. No act of the state highway commissioner (1) designating inter-county highways or main market roads or changing existing inter-county highways or main market roads; (2) granting any applications for aid from any appropriation by the state for the construction, improvement, maintenance or repair of inter-county highways or main market roads or any other fund created by the state for highway purposes; (3) award-

ing or entering into a contract for the construction, improvement, maintenance or repair of any inter-county highway or main market road; (4) purchasing any material, machinery, tools or equipment for road improvement; (5) entering into an agreement with the federal government relative to the securing of federal aid for road construction; (6) or designating an engineer other than the county surveyor to have charge of the roads and bridges within any county under the control of the state, shall be valid \* \* \* until such act has been approved by the highway advisory board. \* \* \* (G. C. §1231-9)

5. The highway advisory board shall examine into the organization and management of the department and make recommendations to the state highway commissioner as to such organization and management \* \* \* and equitable distribution of funds among the several communities of the state. (G. C. §1231-10)
6. The county surveyor shall have charge of all highways, bridges and culverts within his county under the control of the state unless another engineer be appointed for that purpose by the state highway commissioner \* \* \* When the county surveyor has charge of the highways, bridges and culverts of his county under control of the state an amount equal to one-fifth of his salary shall be paid by the state \* \* \* upon warrants \* \* \* against the state highway improvement fund \* \* \*

If an engineer other than the county surveyor be appointed \* \* \* the salary provided by law for the survey of each county shall be decreased by an amount equal to one-fifth thereof. \* \* \*

The county surveyor shall perform such duties in reference to the highways, bridges and culverts of his county under the control of the state, as may be prescribed by law or by the state highway commissioner. (G. C. §7182.)

7. If, in the opinion of the state highway commissioner, the county surveyor \* \* \* is not observing the instructions of the state highway commissioner, or is neglecting his duties with respect to highways, bridges and culverts within his county and under the control of the state, the state highway commissioner may designate any competent engineer to have charge \* \* \*. (G. C. §7185.)
8. \* \* \* The county surveyor shall designate one of his deputies as county maintenance engineer. Such deputy \* \* \* to have charge of all road maintenance and repair work car-

ried forward under the supervision of the county surveyor \* \* \* (G. C. §2788-1.) (See Sec. 7182 G. C. for powers of county surveyor.)

9. \* \* \* The state highway commissioner may employ such assistants as are necessary to prepare such plans and surveys and also such superintendents and inspectors as may be necessary in the construction of such improvement. \* \* \* (G. C. §1219.)
10. The state highway commissioner \* \* \* shall have the power to purchase such equipment and materials \* \* \* as may be deemed necessary to execute any work on such main market roads \* \* \* is authorized to sell either at private sale or public sale \* \* \* any machinery, tools or equipment that through wear have become unfit for use \* \* \* is authorized to exchange \* \* \* (G. C. §1231.)
11. \* \* \* No estimate shall be paid to any contractor by the state highway commissioner until the industrial commission of Ohio has certified that such contractor has complied with each and every condition of the Act of February 20, 1913 and all acts amendatory and supplementary thereto and known as the workmen's compensation law. \* \* \* (G. C. §1218-1.)
12. \* \* \* Before entering into a contract the commissioner shall require a bond \* \* \* conditioned that the contractor will perform the work upon the terms proposed, within the time prescribed, and in accordance with the plans and specifications thereof \* \* \* (G. C. §1208.)
13. If in the opinion of the state highway commissioner, the contractor has not commenced his work within a reasonable time, or does not carry the same forward with reasonable progress, or is improperly performing his work, or has abandoned, or fails or refuses to complete a contract \* \* \* the state highway commissioner shall make a finding to that effect and so notify the contractor in writing \* \* \*. The state highway commissioner shall forthwith give written notice to the surety \* \* \* on the bond \* \* \* of such action. If, within ten days \* \* \* such surety \* \* \* notified the state highway commissioner \* \* \* of their intention to enter upon and complete the work \* \* \* such surety shall be permitted so to do \* \* \*. If such surety \* \* \* does not carry the same forward with reasonable progress, or if they improperly perform \* \* \*, or abandon, or fail or refuse to complete the work \* \* \* the state highway commissioner shall complete the same in the manner hereinafter provided. \* \* \*

He shall first advertise the work for letting in the manner provided in Sec. 1206 of the General Code, and the estimated cost at which such work shall be so advertised shall be the difference between the original contract price therefor and the amounts \* \* \* theretofore paid to the original contractor, and at such letting the contract for the completion of such work shall not be let at a price in excess of such estimate. If no bids to complete the work for an amount not exceeding such estimate are received, the state highway commissioner shall cause the portion of the work still uncompleted to be re-estimated and shall readvertise the same at the amended estimate. \* \* \*

\* \* \* If the cost of completing such work exceeds the amount set aside \* \* \* the remainder of the cost shall be paid in the first instance from any rotary fund \* \* \* or other funds provided for the purpose \* \* \* or in default of any such funds from any appropriations from the state highway improvement fund \* \* \* against which no contractual obligations exist. If the cost of completing any such improvement exceeds the portion of the contract price remaining unpaid to the contractor at the time of default, it shall thereupon be the duty of the state highway commissioner to certify the facts to the attorney-general, who shall proceed to collect such excess cost from the contractor and the surety or sureties on his bond \* \* \*. Where the estimated cost of completing a defaulted contract does not exceed \$5,000.00, the state highway commissioner may complete the same by force account, or by a contract let without advertisement, if in his judgment a saving can be effected thereby. (G. C. §1209.)

Interviews were had with present and past commissioners, employes of the department, county surveyors and interested citizens. Some roads were gone over and reports and specifications were studied. The experience in other states and the results of various forms of organization in use in such departments were studied.

The state highway department has a program calling for the expenditure of \$14,000,000 next year. Its organization for this purpose is involved and peculiar and a brief discussion might be of interest before proceeding to the recommendations.

The intent in the beginning was apparently to follow the most approved practice elsewhere in having a single man at the head of this great department, but a later legislature provided for an "advisory board" which is charged with the powers and duties usually given to highway commissions where such form of organization is used. So whatever

the name, the state has now a highway commission with a chief executive not appointed by them. If it is desired to have a highway commission the state should say so, and provide that they and not the governor appoint the executive. This would be preferable to the present arrangement, but is not recommended as the best arrangement.

The internal organization has grown into a complex complicated structure fundamentally violating the basic principles of proper organization by having men responsible to more than one superior. This is further discussed under the suggested remedy.

The most serious fault of the present system is the preponderant influence of the counties in the affairs of the department. Every highway commissioner has been an ex-county surveyor. The present county surveyors are ex-officio in charge of state roads in their respective counties. The department is compelled to pay great deference to county influence and opinion in order to operate at all, which is shown by such things as submission of contracts to county commissioners, local nominations for appointments, etc. The state is in the position of saying to the counties, "Please may we spend some money on your roads on any terms you care to make?" instead of having the counties request help from the state on the state's terms. If it is desired to have a state highway system, properly laid out, properly constructed and properly maintained, have a real state department and not a clearing house for county work. If it is desired to have the counties supreme, say so, and cease to maintain the fiction of a state highway department. The present organization is neither one nor the other, but a mixture of both.

#### RECOMMENDATIONS.

1. **That the highway department be placed under the proposed department of public works and conservation, and that the director of that department be clothed with the powers and duties of the commissioner of highways.**
2. **That the office of chief engineer of highways be established to act as the operating head of the highway function.**
3. **That the present deputy commissioners and the testing engineer act as the technical staff of the chief engineer.**
4. **That there be but one set of division engineers, all to report directly to the chief engineer, all orders from the technical staff of the chief engineer to be transmitted to the division engineers only through the chief engineer.**

These recommendations are so inter-related that they will be discussed together and the discussion will be clarified by reference to the organization charts on preceding pages of this report.

As a matter of theory it would seem illogical to have a department of public works with the public works function spend-

ing the greatest amount of money in a separate department. However if this were the only reason such a consolidation would be only a "paper" one and of little value. The commissioner of highways finds his time largely consumed in dealing with questions of policy, routine matters that must be handled by him, and with the duty of meeting people. He has but little time to give to the technical administration of his department. All of these duties with which the commissioner of highways is busied plus the purely supervisory ones of the superintendent of public works can be handled by one man, provided the department is so organized that the supervision of details of operation is handled by others. To accomplish this as far as the highway function is concerned the creation of the position of chief engineer is recommended, the consolidation with public works making it possible to accomplish this much-needed change without adding to the number of high salaried positions.

There are now three deputy commissioners, one handling construction, one bridges and one maintenance and repair. Each deputy has his own staff of division engineers who are in authority over the county surveyors or resident engineers in charge of state work in their respective counties. This means that the man actually on the job is responsible to three different division engineers, to his county electorate, if he is a county surveyor, and if federal aid is being given, to a federal engineer as well. "No man can serve two masters" to say nothing of four or five. It is therefore recommended that the deputies (with names changed to assistant chief engineers) and the testing engineer constitute the technical staff of the chief engineer and that all their orders, rulings, advice, etc. be transmitted to a single set of division engineers through the chief engineer and that each division engineer be in effect in charge of a miniature highway department with full control of all work in his division, and responsible only to the chief engineer. The resident engineer will then be responsible only to one division engineer instead of three. This change will result in a smaller number of division engineers to handle the same amount of work, but with the expansion in the road program perhaps no decrease in number will be possible although fifteen division engineers would seem to be enough. This will be a great improvement over the present condition and should result in better control and a saving of time, money and energy.

5. **That section 7182 of the General Code placing county surveyors in charge of all highways, bridges and culverts within their counties under the control of the state, be repealed.**

A state highway department to be effective must have full control over the following:—

1. Routes.
2. Selection of sections of road to be improved.
3. Design, plans and specifications.
4. Control over contracts.
5. Inspection.
6. Maintenance.

#### PLAN AND METHOD OF ORGANIZATION.

With the county surveyor as its deputy the state has control over 1 and 2, and partial control over 3, 4, 5 and 6, in varying amounts. It results in the department having actively in charge of its work a man that the department did not select, and who is really responsible to the voters of his county and not to the state. Admitting for the sake of argument that the county surveyor is thoroughly competent, as many are, and that he endeavors to work whole heartedly with the state department, as many do, the fact remains that he is primarily responsible for his policies, his appointments and his acts to his own constituents, which makes it extremely difficult for him to act for the state without seeing the state's best interests through county-tinted glasses.

Although the statute clearly provides for the appointments of inspectors, superintendents, etc., in actual practice they are nominated by the county surveyor and confirmed by the highway commissioner. The serious result of this practice is a very low standard of service due to local influences, the improbability of continuous employment, etc. The employee owing his position to a county officer is more amenable to local influences than to the orders and wishes of the state department. This phase of the question will be further discussed under the recommendations concerning inspection.

The county surveyor employs and directs those working on maintenance of state roads, and makes the estimates for the maintenance budget. As this is all state money he has every incentive to get as much as possible for the double purpose of patronage and making a showing on his roads.

There should be a unified system of maintenance using standardized methods, but instead we find 88 maintenance organizations, the satisfactory standardization of whose methods is

a practical impossibility. The injection of the county surveyor also leads to delay and loss of time, due to conflicts of authority, disagreements due to incompatibility of temperament and differences due to conflicting interests of state and county. There is lost motion in such an organization and this means loss of time which in road matters may mean the difference between a community having a finished road and spending another winter in the mud.

The county surveyor does little of the actual work. As a practical matter he appoints persons to act as resident engineers, etc., who perform the work and are separately paid by the state. Some county engineers take deep interest in the work and aid in every way possible but do nothing in this direction that could not be done by the division engineers with competent resident engineers and inspectors. The elimination of the county surveyor from control of state highway work would not make it necessary to add one man to the department to handle the present amount of work. The state pays one-fifth of the salary of the county surveyors. This amounted last year to \$48,529.56 which can be entirely saved with actual benefit to the operations of the department.

#### 6. That the "Highway Advisory Board" be abolished.

The highway advisory board would not be objectionable if it were what its name implies. It is really clothed with large administrative powers and completely nullifies the advantage of a single headed department. A number of states started their highway department with a three or five-man highway commission with powers very like those of the "advisory board" with a chief engineer as executive. The general tendency is to change from this form of organization to the single highway commissioner. Ohio escaped this outworn idea in the beginning only to take a backward step after a few years of operation. If the state really desires a highway commission it should so determine and not camouflage it under the name of an "advisory board."

Any board clothed with administrative power is of itself objectionable from the standpoint of holding executives responsible for results and for getting work done. Given the best possible personnel and the best possible intentions and its very existence means delay. Contracts, for instance, must wait for confirmation and even a short delay in road matters is serious. Many other questions which should be decided at once must await the next meeting of the board. It has been urged that the highway commissioner is clothed with such

large discretionary power that it is necessary to have some such body as a check against abuses of that power. If the state has an honest, competent highway commissioner, no check is needed and the board, if active at all, is liable to be an obstruction. If the state has an incompetent, dishonest commissioner he is hardly going to be checked by a board selected by the same appointing power and the public may be lulled into a false sense of safety by a supposed protective board which is really a rubber stamp. There is no cure for the wrong kind of highway commissioner except his removal and the appointment of the right kind. You will improve neither kind by filtering his powers and responsibilities through a board.

It has been urged that the "advisory board" is necessary because a poor commissioner being appointed for a four-year term cannot be checked without it. As these studies are going to recommend that heads of departments appointed by the governor hold office only during his pleasure, that reason has no weight.

It has also been stated that the board is necessary to prevent the "material men" from obtaining undue influence with the commissioner. A technically trained commissioner is far less liable to be fooled by the selling talk of material men than is any board of laymen. In general laymen constitute easy marks for material men. Again the remedy for a commissioner subject to sinister influence is a new commissioner.

A third reason given for an "advisory board" is that it tends to prevent undue county influence in the state highway department. If such influence must be checked it would seem the part of wisdom for the appointing power to appoint others than graduate county surveyors as commissioners and change the statutes so that county officials shall be no longer in charge of state work.

This unpaid highway advisory board cost the state \$3,428.94 last year which could be used to better advantage elsewhere in the department without any damage to the interests of the state.

7. **That provisions be made for the right of appeal by any interested person from the decision of the highway commissioner, granting any application for aid from any appropriation or fund to intercounty or main market roads, to an appeal board consisting of three officials of the state resident in Columbus to be designated by law.**

It may be felt by some that opportunity should be given for review should any person feel aggrieved at the decision of the highway commissioner in regard to the distribution of money for roads. The appeal can be handled promptly and with little cost to the state in the manner here proposed.

8. **That the state highway department actually appoint the inspectors on state work as provided by statute.**
9. **That inspectors be organized as one force and be used in any part of the state so as to give as nearly continuous employment as possible.**
10. **That inspectors be paid adequate salaries and that their expenses be paid when they are away from their homes.**
11. **That a regular course of instruction be prescribed for all inspectors, and division schools established where the inspectors in a division shall meet at least semi-monthly and be instructed in some phase of road building under the direction of representatives of the department and in collaboration with the civil service commission.**
12. **That the compensation of inspectors be automatically increased upon satisfactory completion of the prescribed courses of study and those failing to complete the same be dropped.**
13. **That an effort be made to employ at least a nucleus of the inspection force through the winter.**

Poor inspection of public construction will result in losses running into millions of dollars, so that it is of prime importance that such service be of the highest quality. Trained inspectors are almost impossible to secure. At present in this department inspectors are appointed and work only in their home counties. This lays them open to local influence, gives uncertain employment, and prevents the carrying out of a training program. Besides this they are seriously underpaid, which prevents competent persons being attracted to such positions. All persons consulted have agreed that the present inspectional service is unsatisfactory, for which the following causes are held responsible:

As an inspector is employed by the county surveyor he looks to him for authority instead of to the state. As he is employed for a particular job and has no assurance of work after the job is completed, he spends as many days on the job as possible, starting as soon as allowed and dragging out the job as long as possible instead of hurrying to get it completed. If upon completion of one job he could be moved to another part of the state nearly continuous employment could be

secured and the tendency to delay a job would no longer exist. Furthermore, there would be a much greater chance to have competent and experienced men on the job. With such a force a course of training could be carried out which is absolutely necessary if satisfactory service is desired. The ideal inspector is the man who can take over a job and build it himself if necessary. The only way to get this kind is to train him. Extra pay should follow automatically on increased competency, and the rates of pay should be made high enough to attract the proper kind of men. Expenses of inspectors should be paid so that the temptation to accept favors from contractors will be reduced.

It is poor economy to use untrained, poorly paid, occasionally employed, unexperienced men on such an important service as inspection. The total costs of this department for engineering, design and inspection on the basis of figures furnished by them amounted to three and three-tenths per cent. of the total expenditures. This is so low as to raise suspicion that necessary service is being neglected which seems to actually be the case. Raise the pay, raise the standard for employment, provide continuous employment and proper training and the results will pay many times the expense.

14. **That resident engineers, superintendents of maintenance, etc., be organized, trained and used as recommended above.**

Most of the reasons given for changes in handling inspectors apply with equal force to this group.

15. **That a reclassification of salaries in the department be made.**

The labor turnover in the office of the department during the past year due to employes leaving for better positions was fifty-three per cent. This is pretty expensive in loss of service, and no satisfactory organization can be expected as long as such a situation exists.

16. **That the state highway department refuse state aid to roads where the type of construction is not proper for the traffic to be carried.**

This power exists but has sometimes yielded to local pressure for a cheap first-cost road. The state pays all costs of maintenance, so shortsighted counties sometimes insist on the wrong type because of low first cost. This should be prevented or the state will eventually be in the position of having all its funds for highway purposes absorbed by a maintenance budget for the care of such roads. Ohio should learn a lesson in this respect from Pennsylvania and New York.

17. **That no state aid be given for new construction except where adjacent to road already improved.**

Apparently this policy is being carried out to a large extent but it should be stated as a general policy and strictly adhered to until present routes are completed.

18. **That the state highway department's estimate of the cost of construction or repair of roads or bridges be not made public before bids are received.**

There are, unfortunately, a number of contractors who do not know how to figure their costs. They make a practice of cutting so much under the engineer's estimate. This results in bankrupt contractors, delay and trouble. The state will be better served if this type of bidder be eliminated.

19. **That the bidders be required to specify the time in which they will complete the work, that this be figured as a definite factor in determining the lowest bid, and that a penalty be provided and collected for any excess time consumed unless the delay be caused by forces beyond the control of the contractor.**

This recommendation is made to aid in securing speed in getting work done. What the public wants is completed roads, and every incentive should be given to get them promptly. By figuring the excess cost of superintendence, engineering and inspection, interest during construction, etc., over the shortest time bid, a rational method of determining the lowest bid can be obtained. This being used as a definite factor in determining the award, a penalty for overtime can be enforced and collected.

20. **That the statute be amended so that when a contract is forfeited by the state highway commissioner he shall notify the surety or sureties on the contractor's bond of the fact, and that within ten days they shall notify him of their intention of completing the contract if they so elect. In case they do not elect to proceed with the work, it shall be readvertised for two weeks without estimate and let to the lowest responsible bidder. Any excess cost plus the penalty for delay over the original time specified in the bid of the original contractor to be collected from the surety or sureties on the contractor's bond.**

Under the present law the delay in reletting such a contract will be about 90 days. The procedure suggested here will cut that to not over 30 days, besides giving an additional incentive to the bondsmen to take over the work to prevent further delay.

21. **That unless surety companies pay at once the claims which the state holds against them, surety bonds be no longer accepted by the department; or**

**That the state highway commissioner refuse to approve bonds tendered by surety companies who have refused to pay claims held against them by the state.**

The state through contractors paid approximately \$65,000 last year to surety companies for the protection of the state. Experience would seem to show that in most cases no protection was furnished. One company paid its claims with reasonable promptness, the rest refused and there are now in the hands of the attorney general for collection, claims from this department on contractor's bonds over eight months old, aggregating \$222,066.09. This amount is to reimburse the state for losses actually incurred and money actually spent. Of this amount \$112,569.83 is against a company in the hands of a receiver, leaving \$109,496.26 of claims against solvent companies. A complete list of these claims is in the hands of the committee and may be published at a later time if deemed advisable. As far as can be learned nothing except technical excuses have been made to explain non-payment. The wording and intent of the bonds is perfectly clear as to their insuring the state against such losses as actually occurred. If the surety companies do not intend to afford the protection for which they are paid their services should be dispensed with at once. Companies furnishing other kinds of insurance pride themselves on prompt settlements of claims where there is no suspicion or proof of fraud. While other means of protecting the state may be hard to find it is evident that little or no protection is being furnished by surety companies, and the state will be as well protected without their services.

22. **That the law cease to require the certificate of the industrial commission that the provisions of the workmen's compensation act have been complied with before an estimate is paid a contractor.**

To require this before paying the final estimate would afford ample protection and would avoid unnecessary delays which now occur due to this requirement.

23. **That a new study be made of methods of road maintenance and a coordinate plan and organization for road maintenance be developed.**

The state is spending over two million dollars annually on road maintenance and will spend more in the future. At present the results are very unsatisfactory. This is partially due to

the impossibility of coordinating 88 different maintenance organizations, partially due to method and partially to plan. There is no field of public work where tradition has more influence than in road maintenance. Unbiased study will result in better service and the saving of large sums of money.

24. **That the present system of marking state roads be continued, but marks be placed not more than 1,000 feet apart and sign posts be placed at road intersections.**

The system of numbering the state routes and marking them by means of a black outline map of the state on a white board with the number of the road inside the outline, is valuable. At present this board is placed upon poles approximately every half mile. It will add greatly to the usefulness of this system if the markings are more frequent, and the addition of well-designed sign posts at intersections will be valuable.

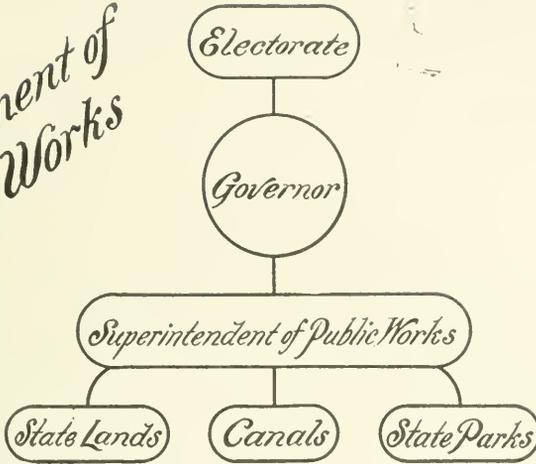
25. **That a small map be issued with the numbered routes indicated thereon.**

This key map should be as small as will show the routes and numbers plainly. It should sell for a low price and be available at courthouses, garages, hotels, etc.

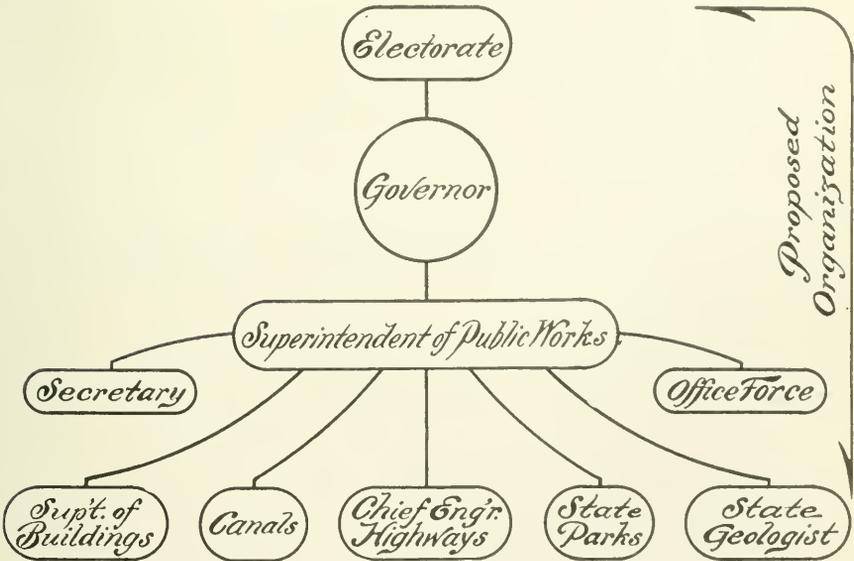
26. **That the report on the sources and quality of road material in Ohio, in possession of the department, be brought up to date if necessary and published for the information of all public officers interested.**

This information is of great value and should be available to the department, to county, township and municipal officers, contractors and citizens generally.

*Department of  
Public Works*



*Present  
Organization*



*Proposed  
Organization*

# DEPARTMENT OF PUBLIC WORKS

By GAYLORD C. CUMMIN

The Constitution of Ohio and the General Code make the following provisions relative to this department:

1. "So long as the state shall have public works which require superintendence, a superintendent of public works shall be appointed by the governor for the term of one year, with the powers and duties now exercised by the board of public works until otherwise provided by law and with such other powers as may be provided by law." (Constitution, Article 8, §12).
2. "The board of public works shall have the care and control of the public works of the state, and shall protect, maintain and keep them in repair. It shall have the power to remove obstructions therein or thereto, and shall make such alterations or amendments thereof and construct such feeders, dikes, reservoirs, dams, locks or other works, devices or improvements as the board deems proper. It may purchase on behalf of the state such real and personal property rights or privileges as it deems necessary to accomplish such purposes." (G. C. §412).
3. "The board of public works may lease surplus water power on any of the public works under such rules and regulations as it prescribes \* \* \*" (G. C. §431).
4. "When a public exigency exists the board of public works \* \* \* may take possession of and use lands, materials and other property necessary for the maintenance, protection or repair of the public works. \* \* \*" (G. C. §436).
5. "In addition to the powers and duties herein conferred upon the superintendent of public works, said superintendent shall exercise all powers and duties heretofore conferred by law upon the Ohio Canal commission and the board of public works with respect to the lease and sale of other canal or other state lands, the location, ascertainment, perfections and recording of title to all swamp, marsh and overflow lands and all other lands within the state to which the state has or should have title. \* \* \* but no land lease or sale of canal or state lands shall be made except upon written approval of the governor and attorney general." (G. C. § 464)
6. "That the superintendent may with the approval of the governor and the attorney general lease swamps, marsh and overflow lands to the fish and game commission for the preservation and

propagation of birds, animals and fish same to be used as State parks and pleasure resorts." (G. C. §13916-3).

7. "All lakes, reservoirs and state lands heretofore or that may hereafter be dedicated or set apart for the use of the public for park or pleasure resort purposes shall be under the control and management of the board of public works \* \* \*." (G. C. §472).
8. Power is given to the superintendent of public works to prescribe and enforce regulations concerning the state parks. (G. C. §474).

This department has control of the remains of the old Ohio canals, the leasing and sale of state lands, surplus water power etc., control of state parks and licensing of motor boats etc. therein, supervising control over inter-county drainage, and over swamp, marsh and overflow lands.

The necessary fact base was furnished by interviews with the superintendent of public works and citizens, answers to questionnaires, letters, study of records, and personal knowledge by the writer of certain phases of the department's duties extending over a number of years.

#### RECOMMENDATIONS.

1. **That Section 12, Art. 8 of the constitution be repealed.**

This provision provides for the appointment of a superintendent of public works by the governor for a term of one year. Provision for administrative officers should be made by statute and should not be in the constitution.

2. **That a department of public works and conservation be established by statute combining under one administrative officer to be appointed by the governor for an indeterminate term, the functions of the present department of public works, the state highway department, the superintendent of lands and buildings, the state geologist and the control now exercised by the auditor of state over school and ministerial lands.**

The state highway department, superintendent of lands and buildings and state geologists are placed in this consolidation for reasons discussed in the reports made on those departments. Attention is called to the organization chart attached.

The control of school and ministerial lands should be placed with the control of the state lands, so that the handling of funds connected shall be subject to control by the auditor, and he no longer placed in the position of checking his

own work. The control of these lands is an administrative function and has no place in the office of the auditor.

3. **That a definite policy in regard to canal lands be adopted, and either useless portions of all the canals abandoned as recommended by the superintendent of public works and sold or leased to the best advantage.**

The total valuation placed upon the canal lands of the state is \$18,063,054 of which \$10,550,600 represents the value of state parks, and on \$2,903,356 of which 6% is being earned from leases on land and water rights yielding an annual income of \$174,191.36. This leaves canal lands of a value of \$4,609,098 upon which nothing is being earned. If the canals were abandoned definitely so that this land could be either sold outright, or leased for long terms if time were taken, pretty close to this value should be secured. The lack of definite policy is resulting in an investment of more than \$5,500,000 bringing the state no return direct or indirect. The perennial discussion of the barge canal question, which is largely to blame for the lack of a definite policy is therefore costing the state annually the interest on this sum or over \$250,000. Is the discussion worth that amount of money? The canals became useless nearly twenty years ago. If they had been sold at that time the interest on the sum received would much more than equal the original sum and the state would have enough money to buy the right of way for a barge canal should such a structure be decided upon. The question of a definite policy on canal lands should not be longer delayed.

4. **That the matter of proceeding with the reclamation projects at the state parks as proposed by the department be seriously considered, and steps taken to construct such as are shown to be good investments.**

The department has recommended investigation of proposed reclamation of overflowed land at St. Mary's Lake, Indian Lake and Loraine Reservoir. The reasons given in reports of the department for the making of such studies seem to show that the proposed improvements would be of financial benefit to the state without any damage but rather with benefit to the state's interest. It would seem a matter of some importance to turn these lands, now worse than useless, into revenue producing property.

5. **That an adequate appropriation be made for carrying out the provisions of Sec. 464 and allied sections of the General Code in reference to swamp, marsh and overflowed land so that the act can be effective.**

There are important areas of such lands in the state including one tract along Lake Erie of about 20,000 acres. The provisions of this law promise profitable results to the state. Unless financial provision is to be made it is better to repeal the law.

6. **That the revenue from state parks be employed only in improvements therein as provided in the statutes.** (G. C. §474.)

The revenues from the state parks should either be used as provided by law or the law should be changed. Many improvements are needed at these parks to make them of the greatest value to the people of the state, and such revenues could be profitably used as contemplated in the statutes.

# SUPERINTENDENT OF BUILDINGS

By GAYLORD C. CUMMIN

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Section 146 of the General Code provides:

“\* \* \* The adjutant general shall be superintendent of the state house. He shall have the supervision and control of the state house and the heating plant therein, the fixing and placing of all offices, commissions, departments and bureaus of the state therein, and full control and supervision of fixing and placing all offices, commissions, departments and bureaus of the state in offices, buildings and rooms outside the state house when same cannot be placed therein, materials and persons employed in and about the state house, the grounds and appurtenances thereof and all work or materials required in or about them. He shall rent all offices, buildings and rooms for all officers, commissions, departments and bureaus of the state located outside the state house, and execute all leases in writing for the same on behalf of the state subject to the approval of the governor \* \* \*.”

Interviews were had with the adjutant general, employes of the department, other state officials and persons familiar with both history and present operation. A complete personal examination was made of the state house and annex in company with representatives of the division of workshops and factories, the state fire marshal and the state department of health, whose respective reports of such examination are attached herewith as appendices. The Wyandotte building and other buildings housing state offices and departments were also visited.

## RECOMMENDATIONS:

1. **That this function be removed from the control of the adjutant general and placed in the proposed department of public works and conservation.**
2. **That a full time, competent superintendent of state buildings and grounds be provided.**

The reasons for these two recommendations are so closely allied that they will be discussed together. This department under its present control simply does not function. The state house and annex are both dirty and dingy. Marble floors uncleaned for weeks, are as of “no man’s land”, cleaned by neither building nor department janitors. Filthy and ill-kept store-rooms, dirty walls, windows, ceilings and skylights are the

regular thing. Lack of supervision accounts for such things as — smoking parties of janitors with three or four present at 10:45 A. M., 3:15 P. M.; janitor asleep in reclining chair at 2:15 P. M.; three janitors leaning on a railing watching a fourth clean a marble coping. This marble coping in the annex was kept under observation and was cleaned once in six weeks; stair landings not cleaned at all in that time; “high water marks” on the marble pillars showing how far the janitors could conveniently reach are still to be seen; dirt and rubbish swept under radiators, down ventilating radiators, behind desks; — surely a disgraceful condition for the official building of the state of Ohio. The walls of the rotunda were last renovated twenty-one years ago and look it. Flags hang in the folds, so covered with grime that the original color in the folds must be imagined. Electric wiring done in a fashion that a ten-year-old boy would be ashamed of and in violation of even the most primary electrical code; insanitary toilets that would be a disgrace to a tank town railroad station; interior toilets with little or no ventilation and with fixtures of unapproved types; janitors’ sinks in filthy condition with an odor all their own; pine boxes stored in the stairwell of the annex where they would cause the most damage in case of fire; a main electrical switchboard made as nearly fireproof as possible because of the fire hazard, and the space behind it stored with articles packed in excelsior waiting for a spark; storerooms full of miscellaneous junk, loose papers, etc.; papers lying over steam pipes, mops behind steam radiators; an elevator shaft leading to the state library with a wooden door at its foot and wooden partitions around it in the library; tons of books and papers on extra floors supported on 2x4 joists, strained to the breaking point and held up only by bookcases on the floor below; string and wires tied about the large stone columns at the entrances to the old state house with loose ends fluttering in the breeze; old insulators hanging from trees in the state house grounds; rags and tatters of liberty loan posters on the sandstone gate posts; — such are some of the more obvious evidences of carelessness, neglect and disorder on every hand. A little energy on the part of the eleven laborers employed by this department and the other janitors employed by separate departments would at least make the building and grounds reasonably neat and clean. A “clean up and paint up” campaign is far more necessary with the state house than in many a city. The redecorating, painting, wiring and structural changes necessary need first a program and then an

appropriation, but much of the dirt, the accumulations of junk, the fire hazards due to boxes, etc., can and should be removed at once.

The chief cause for the conditions is lack of interest and supervision. The adjutant general is ex-officio the custodian of buildings and grounds, but the active heads are a foreman of laborers and an engineer. Other states employ an active custodian for their state house at salaries ranging from \$2,000 for Kentucky to \$5,000 for New York. There is plenty of work for one in Ohio. The state is apparently trying to get something for nothing and is having the usual experience of getting nothing. It is recommended that this function be placed with the department of public works and conservation for the reason that it is a function many of whose factors are of an engineering nature, and as this department handles the leasing of all lands owned by the state it is the natural place to make leases of land for the state. The importance of divorcing all but military duties from the adjutant general is covered in the report on his office.

3. **That all laborers and janitors be placed under the control of the superintendent of buildings.**

At present there are eleven janitors in the state house and annex under the superintendent of buildings and the equivalent of eight belonging to various departments, the latter apparently being in some cases reasonably efficient. If the state house is to be kept reasonably clean one man must have *complete* charge. In this way "no man's land" will not occur.

4. **That one or more competent electricians be employed on full time.**

5. **That all electric wiring be reconstructed in conformity with the underwriter's code.**

The details of the conditions of the electric wiring are set forth in the report of the state fire marshal attached to this report as appendix "B." The condition is almost unbelievably bad. There is hardly any wiring installed that would pass inspection and some of the conditions are serious fire and accident hazards. Light cord has been taped to the lower part of the iron railing in the senate chamber and sockets for the vacuum cleaner are also fastened on with tape. This is a condition encouraging a short circuit and a charged iron rail. The "cage" in the office of the treasurer is in like danger of becoming "live." Wires through doors and windows with the same closing thereon were noted in a number of instances,

long loops of light cord hung on nails, and with the lamp resting against wood, fuses "jumped" because "they blew out so often," poor specimens of knob and cleat wiring, wires resting on pipes, metal beams, etc., fixtures overloaded, bad connections and in fact violations of nearly every rule of proper and safe construction were noted. A complete re-wiring is imperatively necessary or the state faces a good chance of having a serious fire due to its persistent violation of primary rules made for the safety of life and property.

The state now employs an electrician at \$900 a year. Any knowledge of what must be paid for such service elsewhere would lead to a belief that it is impossible to obtain a competent man for that price. The wiring done confirms the suspicion. This is a poor way to economize.

6. **That structural fixtures be made to conform with the rules enforced by this state for the safety of lives and property in buildings.**

The details of present conditions will be found in appendix "A" herewith attached. Attention is especially called to the dangerous condition in the state library which is dangerous to life, and to the exceedingly valuable collection of books and documents therein. This condition should be corrected *at once* or the responsible officials may have to answer for a catastrophe that will shock the state, the more so in that had the state's own requirements for buildings owned by private persons been met, the danger would not exist.

7. **That fire hazards be eliminated at once.**

Such fire hazards as occur in the stair-well of the annex, the elevator to the library, the excelsior behind switchboard, the piles of junk and papers in storerooms, the most dangerous features of the wiring, etc., could be remedied at small expense coupled with a minimum of brains and effort. There is no excuse for their existence.

8. **That fire extinguishers and fire fighting apparatus be installed as required by the rules of state departments charged with the safety of the public and employees in buildings.**

The entire fire fighting apparatus now present in the state house and annex as developed by the examination made, consists of *one empty hose reel*. Further comment is unnecessary.

9. **That risks to life and limb from fire and panic be at once eliminated.**

The doors to both state house and annex open *inward*. A number of girls were working in the old relic room with but one

means of exit and that through several compartments divided by wooden partitions, with about the most dangerous piece of wiring in the building lying on both partitions and floor.

The gallery in the house is not in conformity with state law and is acutely dangerous. The document rooms of the library should be provided with a second exit, probably the old stairway into the office of the supervisor of public printing. All the materials are at hand for loss of life because of violation of the laws of this state. Those responsible for these conditions should consider thoughtfully the possibilities.

10. **That all toilets be placed in sanitary condition and kept that way.**
11. **That all interior toilets be dismantled and closed.**
12. **That all plumbing fixtures and their installation be in conformity to the rules of the state department of health.**

For details of present condition see appendix "C" hereto attached. Fixtures of inadequate and obsolete type, some without vents, kept in a filthy condition are characteristic. Inside toilets with no artificial light and with little and in one case no ventilation were found. Can a state afford to ignore its own sanitary code in the official home of its government?

13. **That provision be made for adequate, sanitary equipment for state records in storerooms; that storerooms be kept clean and clear of junk and rubbish.**

Important original documents are now dumped in boxes or stored on wooden shelves, exposed to dust and dirt. Some storerooms are clean and neat, others are full of miscellaneous junk and rubbish and no apparent attention has been paid to arranging or taking care of documents therein. If the documents have no value they should be removed but from what was seen it is believed that valuable records of the civil war are in the storeroom of the adjutant general, and valuable executive documents in the storeroom of the governor. If this supposition is correct the care that the documents are receiving is a crime and immediate steps should be taken to classify and properly protect them.

14. **That sufficient appropriations be made to keep state buildings in repair.**
15. **That a plan of repair and renovation be made and carried out systematically.**

The present appropriation for repairs to state house and annex is \$5,000 per year or about one-fourth of one per cent. It costs about two per cent to keep a modern business building in

repair. The result is that what could be repaired today for \$50 is deferred for lack of funds and allowed to go on until it must be repaired and then cost \$1,500, the building in the meantime looking like a neglected, down-at-the-heels wreck. Poor skylights which could be replaced for a few thousand dollars allow water to destroy plaster and decorations costing much more to replace, and then appropriations are made for new decorations, but nothing to correct the cause of the damage. This policy may be many things but it is certainly not economy. A well conceived program of repair, cleaning and paint will improve appearance and save money in the end. It is hard to believe that the people of Ohio wish their state capitol to be in a continual state of dingy dilapidation and disrepair.

16. **That a lighting study be made in all offices in state house and annex and the lighting fixtures changed to give adequate illumination.**

Some details of the present situation are to be found in appendix "A" hereto attached. Manifestly the state should not ask its employees to work under the poor lighting conditions found. Proper fixtures and proper placing of lights as the result of a study will quite possibly lead to more satisfactory lighting conditions and a smaller consumption of current. The lighting of corridors and the rotunda is also very bad. The "tin" spot lights in the rotunda are certainly out of keeping with their surroundings.

17. **That the lighting of the "dome" of the state house be done by means of "flood lights" instead of by the present wasteful and inefficient system.**

The present lighting is by means of about 1,200 25-watt tungsten lamps, and with lamp replacements must cost not less than \$1,600 per year to operate. Burned-out lamps and occasional circuit trouble results in many different patterns of lights and gives the impression that an attempt is being made to signal to the surrounding country by means of a code. Modern flood lighting would be more effective, less subject to trouble, and more economical.

18. **The heating and ventilating system, especially of the state house, should be modernized.**

The present condition is detailed in appendix "A" hereto attached. It is self-evident that the present system is not only unsatisfactory but is unnecessary costly to operate.

19. **That a statute be passed specifically giving state agencies charged with enforcing laws and rules and regulations concerning the safety and convenience of employees and the public in buildings, the same authority over buildings owned by the state as those owned by private persons, and that provision be made for periodic inspections and reports by such agencies.**

These laws, rules and regulations are made because they are deemed necessary for protection of employees and the public. The employees of the state and persons visiting state buildings are as much entitled to protection as are other persons. The state of Ohio should be a step ahead of others and not twenty steps behind, in obeying its own laws. It is true that the state cannot be fined or sued, but power can be given to condemn and close up buildings or parts of buildings in a dangerous condition, action being authorized against the individual officer who refuses to obey an order for the safety of employees and the public.

20. **That modern directory boards with movable letters be installed at selected places in the state house and annex aided perhaps with floor diagrams, and the rooms be numbered.**

The reason for this is obvious.

21. **That one or two messengers be installed at a central office subject to call by any department, and the present department "messengers" be either reclassified if they are doing clerical or other work or be dismissed.**

There is apparently about \$6,200 worth of messenger service in the state house and annex, one-half the salary of a "messenger and janitor" being counted toward this sum. If this really is messenger service it is entirely too high and can be much reduced by use of a central messenger service.

22. **That the feasibility and possible economy of a central telephone exchange be determined.**

This should not only result in considerable economy, but better service to the public, and the service to the departments would be just as good as at present if a sufficient number of "trunks" were installed. Certainly no big business establishment would attempt to operate without its own telephone exchange.

23. **That the stairway and elevator shaft in the Wyandotte building be enclosed in a fireproof shaft.**

This is required for safety, would not be expensive, and would add the equivalent of one office per floor, a total of about 7,000 square feet.

24. **That immediate steps be taken to design and construct a state office building to house all state departments.**

The loss due to the fact that state departments are scattered over a large area in a number of different buildings, is difficult to estimate but is undoubtedly of importance. The inconvenience to the public and the departments is great. The cost for the quarters occupied is high, and the quarters are in most cases poor and unfitted for the purpose for which they are used. They are probably the best available, especially as the state can lease only for two-year periods, which does not enable the state either to lease the best buildings or get the lowest prices. The result is that the state is put to loss of efficiency and inconvenience, has valuable records stored in buildings that are not fireproof, and is paying for the privilege. A state office building must be built some time. It will take some years to make the proper study of space needed, to select a site and make the plans. The longer it is delayed the greater the eventual cost and the continuing loss. Such a building should be designed on a unit plan so that provision can be made for the expansion of state departments in the future without present expenditure. It must be done "eventually"; why not now?

25. **That owners of buildings leased by the state be required to keep such buildings in a safe and sanitary condition, and the departments housed therein be required to do their part toward safety and sanitation.**

There is room for improvement in this regard at present.

NOTE.

The Joint Legislative Committee on Administrative Reorganization wish to state that steps have already been taken to carry out some of the suggestions contained in this report.

APPENDIX "A".

THE INDUSTRIAL COMMISSION OF OHIO.

DEPARTMENT OF INSPECTION.

COLUMBUS.

DECEMBER 4TH, 1919.

MR. G. C. CUMMIN,

*Legislative Committee on Administrative Reorganization,  
State House, Columbus, O.*

DEAR SIR:—

Through an inspection of recent date made of the Ohio State Capitol (main building and annex), by First Assistant, John Q. Adams,

Architect, he has prepared the following report and I submit same for your consideration. It having been requested to exercise brevity in arranging this report, we are including in condensed form as much abstract information and advice as space would allow on the subjects considered the most important, having attempted to project our survey into detail as much as our time permitted.

(1) The construction of this building is of the fireproof type, inasmuch as all the materials used are of an incombustible nature, which insures this building against danger to structural features by fire, except that certain floor beams may have their strength impaired by the burning of storage or furnishings, as the lower flange of these beams, particularly in the basement, would be exposed to the heat.

The metal members of roof trusses and construction are also without fireproof covering and would be dangerously affected by heat from fire that may reach the attic. For this reason, storage of a combustible nature should not be permitted in the attic or in any part of the building having direct connection with attic and not provided with automatic fire shutters or standard fireproof construction separating such rooms from the attic.

The structural walls are in first class condition and in all cases were of thicknesses in excess of that warranted by loads imposed but which were sized requisite to architectural embellishment.

**A very dangerous overloaded floor condition exists in certain rooms in connection with the library.**

For the purpose of providing more floor space, from time to time, for the accommodation of book storage, decks have been placed in high story rooms, which are of construction that is not only undersized, but have not been substantially connected to wall supports.

In determining the live loads imposed on these floors, allowing fifty pounds per cubic foot for general book and paper weights, you will find that the floors are greatly overloaded, and in many instances loaded near to the safety factor limit, to point of rupture. It is not necessary herein to define **the dangers of this overloaded condition to the life of the people employed in, or occupying, these parts of the building** and to the rare books and magazines stored therein.

In this report we have recommended that the library be removed from the State Capitol Building, but request that immediate corrections be made requisite to the temporary protection of life and property in the state library department.

Main egress doors throughout both buildings should be hinged to swing outward in favor of egress; this will also include main exit doors from the Senate and House chambers. All egress doors should be equipped with standard emergency hardware of such nature that doors may be opened from within whether locked or unlocked with the least effort.

Under State Building Laws exits from balconies shall be provided so that all parts of the balconies will have at least two means of egress. This is provided by arranging the exits as far apart as possible in order that no person will be compelled to pass one in order to reach the other, whereby a fire in one would shut egress from both. The balconies of the House chamber are not provided with egress to meet with this requirement and we advise that stairs, at least forty-two inches wide, of comfortable rise and tread and with hand-rails, be provided connecting the dead ends of the balconies to the main floor.

(2) The sanitary condition of the main building is very poor, due to changes made in the building and additions constructed in the light courts, which appear to have been made without competent advice and which obstruct daylight from many of the rooms and interfere with the natural ventilation; also due to unlimited liberties enjoyed by janitors in placing mops, scrub buckets, cuspidors, etc., in rooms used as utility closets, which are not maintained in a proper sanitary condition.

The course of fresh air travel between outside intake and blower fans in reheater plenum chambers, also possibly in main warm air trunk ducts, **also the hot air register boxes have been allowed to collect dirt and filth which greatly depreciates the value of the small amount of ventilation that the steam fan blast system is capable of supplying.**

All parts exposed to the fresh air travel should be maintained in a near dustless condition and should be washed with lime or receive some other treatment having a purifying effect on the air.

Toilet rooms and utility closets, not having daylight or positive means of ventilation, should be abandoned. Most of these places we found to have been constructed at a later date than the building proper and apparently without regard to sanitation.

(3) Fire hazards, extinguishment and prevention are but briefly treated in this report as it has been understood that the Department of the State Fire Marshal would elaborate on this subject.

The most hazardous condition, in our estimation, existing in these buildings is the very bad condition of electric lighting wires which come in direct contact with the woodwork and in some places metal parts of cases, etc., without any form of insulation, except for that of the wire covering. This condition could be the cause for fire at any time and which would be more likely to happen in the absence of the people occupying the rooms.

Fires of the worst kind might be caused in the basement where a great amount of paper, books and other combustible materials are stored, by a carelessly placed match or lighted cigar, or by defective wiring or by light bulbs.

Rooms in the basement, available for storage, should be isolated or separated from the other parts of the basement by placing standard fire

doors or rolling steel shutters over the openings and equipping same with fusible links which should automatically close the opening in case of excess heat coming in contact with the link.

Shelves should be provided in storage rooms in order that the contents may be properly placed and the rooms maintained in an orderly condition. In these rooms signs worded "NO SMOKING PERMITTED" should be placed as a warning of the fire hazard created by such practice in rooms containing storage of a combustible nature.

Attention should be given, also, to other rooms in different parts of the building used for storage purposes and proper fire prevention provided. The very important provision for extinguishment of fire has been entirely neglected in these buildings and should be provided by the installation of fire hose of sufficient lengths, so located as to reach all occupied parts of the basement, and with underwriters approved hand fire extinguishers placed in approved locations throughout the buildings.

The value of books and papers stored in the library can hardly be expressed in the terms of money and yet this invaluable collection is endangered from fire that might be caused by the extremely bad wiring conditions and for which there has not even been any form of fire extinguishment provided.

(4) The lighting condition in these buildings, in most places, is very poor inasmuch as the equipment is undersized, poorly placed and very poorly maintained. Perhaps the worst general condition is in the annex building where the fixtures are of an antiquated type, hang at a low point within the ordinary line of vision and have exposed bulbs of the tungsten filament which are very bright, injurious to the eye and create a very uncomfortable lighting condition in the rooms. The fact that the fixtures with exposed lights are placed within the line of vision magnifies the apparent underlighted condition inasmuch as the light placed in front of the eye diminishes detail in the background.

The color of the walls in most cases, which if not of a dark color decoration, is usually found to be very dirty and produces a greater contrast between the light and the background and adds to the uncomfortable lighting arrangement.

In some cases the bras-co-lite type fixture was found, but was located without proper direction and was usually found to be too high above the working plane to produce the best results. The most of these fixtures were found to be very dirty and in one instance the efficiency of the fixture was increased 100% by the application of a little soap and water applied by the janitor. The fixture referred to in this case should be lowered at least four feet and sufficient size lamps used to supply the foot candle intensity required under good practice, which is for offices, a minimum of eight foot candle ranging to twelve. The reading in the room just referred to was  $1\frac{1}{2}$  f. c. before the fixture was washed and 3 f. c. after fixture was washed.

The Senate and House Chambers are under lighted as the following lumeter readings indicate.

In the House in the center of the room, directly beneath the largest ceiling fixture the reading was  $3\frac{1}{2}$  f. c., intermediate location in rear seat  $2\frac{1}{4}$  f. c. and at the clerk's desk  $1\frac{3}{4}$  f. c. We are informed by the custodian, at the time the readings were taken, that all globes had recently been cleaned.

In the Senate we found uniformly an increase of one-half to three-fourth foot candles over the reading in the House which was possibly due to the greater exposure to sky brightness.

These rooms should be lighted so that at least 6 f. c. would be provided for all desks. The draperies over the windows, being of a very dark color, intensifies the brightness of the sky, and by changing these draperies to a light color it will reduce the contrast and will render far more agreeable the window openings which the occupants of these rooms are forced to face when seated.

The pedestal lights placed at each side of the speaker's desks in both the Senate and House are in locations entirely contrary to rules of good lighting inasmuch as the entire audience is compelled to face these lights when working or when viewing the speaker's end of the rooms. We would advise that these lights be removed or opaque globes be placed above the bulbs.

With the exception of insufficient foot candle intensity, we found in the office of the bureau of inspection of public offices, department of auditor, a model lighting arrangement which had the semi-indirect fixture placed at the proper height above the floor and in locations to give the best distribution of light over the entire room. These fixtures were also connected with switches that provided exceptionally good control. The lighting efficiency of these fixtures may be increased, however, by washing from time to time, and we would also recommend, in addition to washing, that the reflecting surfaces be re-enameled.

On the center table of this room we found an intensity of 6 f. c. and 5 f. c. on the tables placed near the outer sides of the room.

In the Senate reception room, where one of the worst lighting conditions prevails, we found but 1 f. c. produced by the artificial light and but  $1\frac{1}{2}$  f. c. by the artificial and natural light together.

In the Lieutenant Governor's Office, which is a very small room, we found seventeen 40 watt bulbs which equals 680 watts, all of which were burning when the room was entered and which produced but 2 f. c. intensity on the Governor's desk. By placing a semi-direct fixture near the ceiling, equipped with one 100 watt lamp, the lighting condition in this room would be improved 400% and the stenographer in this room would not need her individual desk light. We refer to these individual cases which appear to be the most extreme, in order that you may form

a general opinion of the bad lighting conditions throughout these buildings.

As the elements entering into the problems of good lighting have become so complex, we earnestly recommend that this subject receive the attention of a qualified illuminating engineer, and since the decoration and the interior colors form a part of the better lighting program, we recommend that the decorator and the illuminating engineer work together in order that the best results may be accomplished in developing a better system of lighting in these buildings.

(5) The heating and ventilating system has not been tested to any great extent as only anemometer readings, for determining air volume, were taken on one blower fan and at one heat register outlet.

The system of heating the main building is that which is commonly known as a "fan blast system" which has four different blower fans taking the air from the outside through intakes and tempering steam coils and forcing the air through main trunk ducts and through laterals to different reheater plenum chambers in which are installed reheaters of steam pipe coils, hence through flues to rooms throughout the various parts of the building. In connection with this forced air system there is a single fan exhaust system which draws the vitiated air from the various rooms and exhausts same through flues above roof of building.

A reading taken in the south-east blower fan, while same was running full speed, indicated this fan to be capable of delivering 15,000 cu. ft. of air per minute. This particular fan supplies air to the Treasury quarter of the building, which includes the House chamber, one-fourth of the corridors and rotunda.

A reading taken at heat inlet to general office of Treasury department indicated a delivery of 400 cu. ft. per minute, this number times 60 minutes equals 24,000 cu. ft. in one hour; 24,000 divided by the cu. ft. contents of the room (which was not determined) will equal the number of air changes for this room in one hour which we think you will find to be approximately one and one-half changes.

In moderate weather the heat is supplied at times by gravity without operating the fans; this not being a very positive control certain occupants will request additional heat, which, if supplied, will necessitate running the fan, which in turn will supply additional heat for all other parts supplied by the same, including the large Senate or House, which will not likely be occupied through the heating season.

The point we want to emphasize in the above paragraph is the necessity of having a separate heating apparatus and ventilating system for each Senate and House chamber. If this is provided it will permit decreasing speed of two present fans which may be accomplished by changing the size of pulleys, reducing speed or will permit two of the present fans to be replaced by much smaller ones.

In connection with the individual fresh air supply system for the larger chambers, we would advise sufficient direct radiation placed in these rooms to warm same to temperatures at least above freezing point in order to avoid operating the fan system when these chambers are unoccupied. These separate ventilating systems should be of sizes and capacities to supply at least six fresh air changes per hour, which is necessary for proper ventilating in these assembly rooms.

As space does not permit us to furnish more detailed advice on this system, we will gladly elaborate on same upon request or will furnish any additional information that we may obtain that will be of any benefit to you.

We notice, in connection with the fan installations, dangerously exposed belts and pulleys in such locations that it makes it necessary to enter through the belt in order to care for the fans. We require that safeguards be placed over these belts and pulleys which shall be of metal and firmly constructed in place. We also advise that the cooling effect on the boilers, caused by opening the boiler room doors, be corrected.

The annex building is heated throughout with direct radiation, and we do not believe mechanical ventilation is necessary for any part of this building.

(6) It will be very impractical to attempt to provide, by alterations, work rooms or offices of any kind in the basement, as the basement should be used only for utility purposes, i. e., main water, steam and sewerage pipe lines, air ducts, etc., and allowing ample room for the mechanics to make repairs and perform their duties in these places. We have heard of criticisms on the basement of this building, which we think are undue, regarding lighting, ventilation, dark spaces, etc. We believe, and we think it a logical deduction, that it was not the intention originally to provide a basement that was to be occupied as work rooms and the like, but was found the most economical, when the excavation was made, to do the excavating with scrapers and remove all the earth instead of excavating just for the footings and foundations, the earth from which would have had to be removed by pick and shovel.

Neither does our State Capitol present any possibilities for the enlargement or addition to same, either in plan or architecturally in elevation even to the extent of failing to connect harmoniously with the annex building which was constructed at a later date, as this building should have the beautiful, spacious surroundings that were originally intended when the building was planned.

This building, of such magnificent architecture, pleasingly fossilized and beautified by age, should not be marred by further additions, but should be relieved of many of the additions placed in it and restored to its original plan, housing perhaps only the elective officers as was originally intended, and by being relieved of the extra and present con-

gestion, will express, to the fullest extent, the grandeur and dignity of the State and be preserved to exist in its original glory;

Therefore, we believe that no delay should be allowed in purchasing a location and erecting buildings commensurate to the present requirements for properly housing State Offices, and providing, at the same time, that additions may be added as future expansion may necessitate. This will permit the rearrangement of the occupancy in the State Capitol building, and in this proposed program we advise that arrangements be made for removing the State Library from the old building into proper quarters provided for same in the proposed group.

Yours very respectfully,

THOMAS P. KEARNS,  
*Chief Deputy.*

#### APPENDIX "B"

STATE OF OHIO  
DEPARTMENT OF STATE FIRE MARSHAL  
COLUMBUS

DECEMBER 6, 1919.

MR. GAYLORD C. CUMMIN, *Field Agent,*  
*Committee on Administrative Reorganization,*  
*State House.*

Re: Inspection of State House.

MY DEAR MR. CUMMIN:—

I beg leave to report that recently representatives of this department made inspection of the State House, in company with representatives of the workshop and factory division of the industrial commission, the state health department and the city fire department. They made an inspection of the general condition and of the electrical installation. I beg to respectfully submit the following report. The general condition of the State House was found to be as follows:

"In the attic, we found waste paper, old cotton mops, electric wires lying on iron braces and in contact with metal. This place needs a thorough cleaning up.

Elevator from basement, wooden door at the bottom, wooden partitions at the top.

The library: We found this room in over-loaded condition. There are two decks that are built of very flimsy material. The wood used in this construction is 2 x 4 material and there are not very many of them to hold up the over-loaded shelving. In my opinion the load that these decks are carrying is liable to break through at any time.

The basement annex, agricultural: In the store room I found rags, waste paper, broken boxes, old furniture and rubbish of all kinds. This room is in a filthy and dirty condition and a great fire hazard.

Basement, adjutant general's room: I found waste paper, rags, broken boxes, old furniture. This room is in very bad condition.

Basement, auditor's store room: Waste paper and old lumber of every description.

Basement, workshop and factory room: Old lumber and waste paper. This store room is in very bad condition.

Basement, fish and game store room: Old furniture, old fish nets, waste paper and old lumber. This room is in very bad condition.

#### THE ANNEX

In the attic of this building I found oily waste and greasy conditions around the motors.

Store room on the top floor: Considerable rubbish and unused articles. Wooden door at elevator. This condition is very bad.

The different rooms of the State House, especially the basement, were found to contain serious fire hazards.

The electrical installation was found to be an obsolete system of wiring, which would in no way meet the requirements set forth in the national electrical code, which is the standard for all electrical work.

The entire installation is in dilapidated and dangerous condition. The inspector considered it useless to attempt to overhaul the present wiring, and he makes the recommendation that the entire electrical installation for lighting and power be immediately removed, and new conduit system installed.

Some of the defective conditions that exist in the present wiring are:

1. B. X. Cable—loose and poorly supported; no connection or bushed fittings used in the installation of same.
2. Greenfield Flexible conduit, poorly supported, hanging over gas pipes, steam pipes; no connection or bushed fitting used in the installation of same.
3. Metal moulding installed without fittings; poorly supported.
4. Wires run from under canopies without any insulation whatever; these wires being lamp cord and of an unapproved type.
5. Main feed wires leading to main switch board are in a matted, twisted and uninsulated condition at rear of same.
6. An accumulation of rubbish found stored in back of main switch board.
7. Cases of lamp cord stored in rear of main switch board.
8. Conduit in rear of main switch board without condulets.
9. Conduits throughout building in many locations without condulets—bushings—boxes—and in no location was a ground to be found.
10. Cabinets placed on the floor of the attic with covers standing open; boxes full of dirt.
11. Wooden distribution boards.

12. Fuses in cabinets jumped with solder, etc., in many cases fused beyond their connected load.
13. Branch circuits fused with 30 Amp. plugs throughout.
14. Sizes of wire changed without the use of a cutout.
15. Open construction in attic loose and sagging, poorly supported and in no way properly insulated; material lying over wires and cutouts.
16. Cutouts and cabinets in no way accessible in attic.
17. Wires leading to cutouts and distributing locations, twisted, matted and poorly insulated.
18. Electric heaters connected direct on to lighting circuits.
19. Lamp cord of an unapproved type used in many locations throughout for extending circuits; connections are found in this type of wiring, also found placed under carpet and insulation worn off (caused from walking over same). This cord is also tacked around on wood-work; hung over nails, hooks and other metal; insulation off in many places; on iron railing in senate.
20. Wires are found run through doorways, and in closing the doors and windows it is necessary to close same on wire crushing the insulation.
21. This lamp cord construction is a very dangerous one and is found in every location in the building.
22. Joints poorly made and very poorly taped and no joints were soldered.
23. Phone wires used for extending circuits and tacked around with iron staples.
24. Wires for extension are found connected direct on to circuits.
25. Wood cleats used for supporting wires.
26. Wood moulding improperly installed; connection made in same without the aid of a moulding taplet.
27. Sockets off cords and bare ends hanging loose.
28. Unapproved old type sockets used in many locations.
29. Badly worn and dilapidated cords used for extensions.
30. Oily and greasy condition found around fan motors in attic.
31. Socket caps without bushings.
32. Duplex wire used in exposed wiring at fans and other locations.
33. Obstruction found in front of door leading to transformer vault.

I hope that this report will meet with your approval and beg to remain

Yours very truly,

WM. J. LEONARD,  
*State Fire Marshal.*

## APPENDIX "C"

COLUMBUS, OHIO, Dec. 1, 1919.

DR. A. W. FREEMAN,  
*Commissioner of Health.*

DEAR DOCTOR:

The following is the report of a survey made of the plumbing, drainage and sanitary facilities used in the Capitol Building.

## NUMBER OF ROOMS.

The main building contains approximately 77 rooms, some of which were constructed by dividing larger rooms. The state house annex contains 57 rooms, making a total of 134.

## OCCUPANTS.

The regular employes consist of about 300 men and 100 women. When the legislature is in session about 50 additional women and 200 additional men are located in the building.

## PLUMBING.

Two 10" soil pipe stacks serve 34 water closets, 35 lavatories, 19 urinals, 4 slop sinks, 1 janitor's sink and 1 sink for the engineer. The sewage from these fixtures leaves the building through two 10" extra heavy cast iron house drains and empties into the city sewer.

The above fixtures are located as follows: senate toilet room, 5 water closets, 4 urinals and 4 lavatories. The general toilet room for men located off the south corridor, and the one off the north corridor are each provided with three water closets, one urinal and one lavatory.

The only toilet room for women in the main building is now nearing completion and contains 6 water closets and 3 lavatories. A rest room is provided in connection with this toilet room, and both are constructed and equipped in accordance with the recommendations made to the adjutant general under date of June 27, 1918.

A toilet room for men is located in the interior light court off the north corridor. This contains 2 water closets and 1 urinal. No lavatory is provided.

Three general toilet rooms are located in the annex, two for men and one for women.

## FIXTURES.

Several of the closet bowls are crazed, others are defective and some are of a prohibited pattern.

Urinals with few exceptions are of the wall hung type and the floors beneath these fixtures were in an unsanitary condition at the time of inspection.

Part of the equipment was evidently installed at the time the building was erected about 1850. Most of the plumbing was installed in 1901.

Where water closets are set on wood floors, the wood is saturated a considerable distance around the bowl, causing an insanitary condition.

#### LIGHT AND VENTILATION.

Insufficient ventilation is noticeable in several toilet rooms and janitors' slop sink rooms. These are without natural light and no mechanical means is used to change the air.

#### WATER SUPPLY.

Most of the offices are supplied with bottled water for drinking. Some drinking cups are used in common, other employes use individual cups.

Two drinking fountains are placed in the main building, one in the north corridor and one in the south.

A triple system of water supply is used to supply fixtures, hose, faucets and boilers:

First; rain water is taken directly from the roof and stored in two large wrought iron tanks placed directly over the east and west entrances to the building.

Second; well water is also pumped to the storage tanks and distributed through the soft water system.

Third; city water enters the building through a two-inch line, connected to a three inch service pipe.

These three systems are cross connected by means of by-passes and valves. This causes a possibility of contamination, by having rain water or well water from the tanks forced into the city water service lines.

#### RECOMMENDATIONS.

Water proof floors should be substituted for wood floors in toilet rooms.

All wall hung urinals should be abandoned, and fixtures with floor openings be substituted.

All prohibited types of closet bowls and defective bowls should be replaced with fixtures of approved pattern.

The distribution of bottled water should be discontinued and drinking fountains with approved type of bubbler installed.

An auxiliary ventilating system should be installed to provide positive ventilation for all interior toilet rooms, slop sink rooms, and other rooms where the present system is inoperative.

The two large storage tanks should be abandoned, and all roof water conducted directly to the storm sewer.

The city water service pipe should be increased to adequate size and all fixtures in both buildings supplied with city water.

The well water supply should be discontinued, or used for sprinkling only, through an entirely separate system without cross connections.

All alterations, extensions and additions should be made in accordance with a definite and comprehensive plan.

Proper and efficient maintenance should be provided of all sanitary equipment in the building.

Respectfully submitted,

W. F. DUFFY,

*Deputy State Inspector of Plumbing.*

# STATE BUILDING COMMISSION

By GAYLORD C. CUMMIN

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The General Code makes the following provisions relative to the state building commission:

1. "Whenever any building or structure for the use of the state or any institution supported in whole or in part by the state or in or upon the public works of the state that are administered by the superintendent of public works, is to be erected or constructed, or whenever additions and alterations, structural or other improvements are to be made, or heating, cooling or ventilating plants or other equipment to be installed for the use of the state, or in or upon such public works or in or for an institution supported in whole or in part by the state, or for the supply of material therefor, the aggregate cost of which exceeds three thousand dollars, each office \* \* \* shall make or cause to be made by an architect or engineer, whose contract of employment shall be prepared and approved by the attorney general and filed with the auditor of state \* \* \* full and accurate plans \* \* \*; and details to scale and full sized \* \* \*; accurate bills showing the exact quantity of \* \* \* material \* \* \*; definite and complete specifications \* \* \* to carry them out and to afford bidders all needful information; a full and accurate estimate for each item of expense and of the aggregate cost \* \* \* and such further data as may be required by the governor, secretary of state, and auditor of state acting as \* \* \* the state building commission. (G. C. §2314).
2. Plans are to be submitted to the state building commission for approval. (G. C. §2315).
3. Provision is made for advertising and letting contracts. (G. C. § 2315, 2317, 2318 and 2319).
4. Any change in plans must have the approval of the building commission. (G. C. §2321).
5. A method of procedure is prescribed in case of forfeited contract. (G. C. §2329).

Interviews were had with those having dealings with the building commission.

## RECOMMENDATIONS.

1. **That the building commission be abolished.**

This is an ex-officio commission which is objectionable in itself. It will hardly ever be composed of men with any special knowledge of the factors involved in performing the duties with which it is charged. It weakens the sense of responsibility in the departments with which it deals. It allows the possibility of interference with the mandates of the general assembly and the desires of the governor by persons responsible to neither. The proper control over such expenditures is that of the general assembly in making appropriations, the governor holding the department head responsible for proper plans and specifications, and a statutory procedure for advertising and letting contracts. The approval of the attorney general of a contract as to form, the certificate of the auditor of state that there are funds available under proper authority and perhaps the signature of the governor as the representative of the state, would give a perfectly safe procedure. This commission is an administrative excrescence which should be removed.

# OFFICE OF STATE GEOLOGIST

By GAYLORD C. CUMMIN

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## ORGANIZATION.

The State Geologist is appointed by the governor for a term of three years, the present incumbent being the professor of inorganic geology at Ohio State University. By statute the state geologist is charged with the investigation of the geological structure and resources of the state. "He shall determine as nearly as possible the number and extent of the geological formations and shall from time to time represent them upon maps and diagrams. He shall study the occurrence and distribution of such formations, determine their chemical composition and structure, investigate the soils and water supply of the state, and give attention to the discoveries of coal, building stone, natural cement, petroleum, gas and other natural substance of use and value. He may also collect and describe the fossils of the geological formations of the state, but no expenditure shall be incurred therein unless authorized by the general assembly."

Interviews were had with the state geologist, with various citizens, bulletins of the department were consulted, and the writer drew upon his personal knowledge, acquired while using the information in possession of this department for important engineering work upon which he was engaged in the state some years ago.

Ohio is rich in mineral deposits. It is the foremost state in the manufacture of clay products, stands high in the production of coal, petroleum, natural gas and has valuable deposits of building stone, portland cement materials, gypsum, salt, sand, gravel, etc. A large part of the credit for the development of such resources can be traced to the studies of the distinguished scientists who have held the position of state geologist.

The public is inclined to view the determination and position of the geologic strata as only of academic interest, but many times such information has acted as a guidepost to deposits of great economic value. Many materials occurring in the state may be of no economic worth today, but may suddenly become valuable due to improvements or discoveries in the arts and industries. The use of helium gas as a non-inflammable gas for balloons during the war developed a sudden demand for information as to its occurrence in natural gas, and some curious but apparently worthless data as to the constituents of natural gas in the Kansas-Oklahoma field suddenly became of great practical value.

## RECOMMENDATIONS.

1. **That this function be placed under the proposed department of public works and conservation.**

As explained in the writer's report on the department of public works, the trend of legislation has been to place conservation functions under that department. As this is a conservation function there is logical reason for this recommendation. The added fact that the services of the state geologist should be of great value in solving problems of water supply, utility of canals, sources of road materials etc. is another reason for the proposed transfer.

2. **That the term of office be made indeterminate.**

This is a purely technical position and there appears to be no reason why the incumbent should not hold office until removed for cause. In line with good organization practice he should be appointed by the director of public works and conservation.

3. **That a bulletin be prepared on the physiography of the state for use in the grade schools in connection with nature study, in physical geography, and in teacher training on this subject.**

Such a bulletin should be written in non-technical language, should describe specific natural features in as many parts of the state as practicable and should be abundantly illustrated by photographs, maps and diagrams. Such a volume would also be of much interest and value to the general public. Attention is called to a bulletin of the Wisconsin Natural History and Geological Survey entitled "The Physiography of Wisconsin" as a type of the kind of publication recommended.

# INDUSTRIAL COMMISSION

Prepared Under Direction of  
DR. L. D. UPSON

By ARCH MANDEL

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## INTRODUCTORY STATEMENT

This report is based upon the survey of the organization of the industrial commission and purposes to be a statement of findings and recommended changes in the organization based upon these findings. The operation of the various bureaus of the industrial commission was studied only to the extent to which it reflected upon the organization, and the recommendations made to change methods of operation are included in so far as it seems essential to a more effective organization.

In the survey of the commission every bureau head was interviewed, the procedure, records and reports of each bureau were reviewed, conferences were held with the secretary and chairman of the commission and the hearings of the commission were attended and observed. Former heads of the claims and auditing divisions were also interviewed. The state insurance fund itself, its solvency and the manner and bases for its ratings, was the object of an independent study by Mr. S. H. Wolfe, upon which a separate report was submitted.

Every recommendation made in this report, except the one relating to fund manager, which was not discussed, received the favorable comment and practically the approval of both the secretary and chairman of the commission, with whom they were taken up individually.

One recommendation, namely, the appointment of a superintendent of insurance or manager of the fund was not taken up with them, but was discussed with the assistant actuary, the actuary himself being away from Columbus at the time. The findings which were taken up either with the secretary or the chairman of the commission, and most of them were taken up with both officials, were declared by them to be correct and the criticisms fair.

During the whole survey the relations between the examiner and the officers of the industrial commission were cordial, information was freely given and there was exhibited on the part of the chairman and secretary a liberal spirit of recognizing and admitting whatever shortcomings were pointed out. It is desired to express appreciation of the reception of the examiner.

It cannot be emphasized too strongly, nor repeated too often, that the governor, budget commissioner, and the general assembly must consider the industrial commission, particularly those departments administering the state insurance fund, in an impartial and disinterested manner. In this instance there is a definite service to be performed, and a definite contract to be fulfilled. The state is the trustee of a fund in which 20,800 employers are directly interested, and upon which depends the welfare of 1,500,000 employes and their dependents. This fund had assets on March 1, 1919, of over \$19,000,000. In other words, this is a vast insurance corporation, which requires for its proper conduct at all times the application of sound business principles.

#### POWERS AND DUTIES

The industrial commission is composed of three members appointed by the governor, and is vested with all the powers and duties conferred and imposed by the law upon the former state liability board of awards, the commissioner of labor statistics, chief inspector of mines, chief inspector of workshops and factories, chief examiners of steam engineers, the board of water works, the chief inspector of steam boilers and the state board of arbitration and conciliation.

These duties are to:

1. Administer the state insurance fund for the benefit of injured and dependents of killed employes.
2. Enforce laws relative to the protection of life, health and safety of persons employed in industrial and commercial establishments, frequenters of public buildings and occupants of tenement and apartment houses and institutions.
3. Prescribe hours, labor safety devices and safeguards.
4. Promote voluntary arbitration, mediation and conciliation of disputes between employers and employes.
5. Establish free public employment agencies, and supervise private employment agencies.
6. Collect and publish statistical information relating to employers, employes, employments and places of employment.
7. Examine and license steam engineers and inspectors of steam boilers.
8. Censor moving picture films.

#### ORGANIZATION

The industrial commission of Ohio is administered by a board of three appointed by the governor with the consent of the senate, to serve at his pleasure.

The commission consists of the following departments:

1. Executive
2. Department of workmen's compensation
  - Division of claims
  - Division of medical inspection
  - Division of auditing
  - Division of rating — (acturial)
3. Department of inspection
  - Division of workshops and factories
  - Division of boiler inspection
  - Division of steam engineers
  - Division of mines
4. Department of investigation and statistics
  - Division of investigation and statistics
  - Division of employment offices
  - Division of mediation and arbitration
5. Department of film censorship

The number of persons employed by the commission is 406, and the cost of personal service for the fiscal year ending June 30, 1919, was \$482,797.31, cost of maintenance \$163,562.19, total cost \$646,359.50. While the organization of the commission nominally consists of five departments, actually it consists of ten coordinate divisions, the head of each being directly responsible to the industrial commission.

#### INDUSTRIAL HYGIENE

Industrial hygiene is at present a function of the state health department. While this may be properly a function of the industrial commission, it is suggested that the prosecution of the work in this field remain where it is, for the time being at least.

It is recommended that the general assembly consider the extension of state insurance to occupational diseases.

#### 1. GENERAL ADMINISTRATION

##### THE COMMISSION

The commission of three administrators, through the departments enumerated in the foregoing chapter, administer all of the functions included in the Industrial Commission Act. Because of its interesting features, and its importance, the workmen's compensation department receives at least ninety percent of the attention of all the members of the commission. This leaves the other branches of the industrial commission practically free, except as the heads of these departments take

up with the commission points upon which they need guidance or action by the commission.

Meetings are held almost daily, at which matters of more or less import are passed upon. A review of the minutes of these meetings for a period of a year showed that the greater part of the business transacted at these meetings dealt with executive and administrative matters, rightly belonging to a chief executive or administrator. The chief reason for having a commission of three instead of a single commissioner administer the Industrial Commission Act is the fact that the act gives its administrators the power of making rules and enforcing them. Were it otherwise, a single commissioner could, with greater advantage, administer the affairs of the whole department. It is recommended, therefore, that the commission confine itself to its policy determining, rule making, and judicial functions, delegating all administrative and executive duties to a chief administrator.

It is impossible for the three commissioners to perform effectively all the duties prescribed for them under the industrial commission act if they undertake not only to outline policies and to see that they are enforced, but also to attempt to direct the carrying out of those policies. The welfare of all the employes in Ohio with which the commission is charged requires detached thinking and comprehensive planning, and this can be done only if attention is diverted from supervising the operation of the machinery.

#### HEARINGS

The commissioners alternate weekly in holding hearings. As a rule awards are made upon a statement of facts of the director of claims, but in disputed cases hearings are actual, at which interested parties appear, or in the event no one appears the commission may make its award upon the documentary evidence. In cases of denial of award by the hearing commissioner, a claim is acted upon at a later session of the whole commission. The investigator attended hearings during the course of a whole week, and found that the attitude of the commission was fair and just and even liberal to the claimant. At the same time the integrity of the fund was safeguarded.

#### EMPLOYMENT OF ASSISTANTS

Section 871-14 of the Industrial Commission Law authorizes and empowers the commission to employ, promote, and remove its assistants; to fix their compensation, and to assign their duties, "such employment and compensation to be first approved by the governor."

It is recommended that this section be amended by eliminating the requirement that the governor approve the employment or compensation of any of the employes of the commission. All employes are now in the classified service, placing their employment under regulations of the

civil service commission. Since the governor appoints the civil service commission, and also appoints the members of the industrial commission, the additional check of having the governor approve appointments and compensation of employes of the industrial commission is superfluous and may hamper the operation of the affairs of the commission.

It is further recommended that all employes, from the secretary down, be placed in the classified, competitive service; that all promotions be made through competitive examination. The latter is not being now done, and there seems to be no practical or obvious reason why it should not be done.

#### THE SECRETARY

The secretary appointed by the commission is in direct charge of the executive department, which employs 33 persons. To a limited degree he is the executive head of the industrial commission, through whom the orders of the commission are carried out and also through whom the heads of the various branches report to the commission. The actual secretarial duties of the commission, such as keeping the minutes of the meetings, are performed by a minute clerk under the direction of the secretary.

It is recommended that the position of secretary of the commission be replaced by a chief administrator, responsible for the actual operation of the machinery of the industrial commission, and the carrying out of all the policies and rules of the commission; that, subject to the rules and regulations of the civil service commission, he be delegated the power to employ, promote and discharge the employes of the commission; that the chief administrator be placed in the classified, competitive service. This recommendation takes for granted that the commission is the court of last resort.

#### EDUCATIONAL PUBLICITY

It is believed that the commission could render more satisfactory service if every employe in the state knew what are his rights under the workmen's compensation law, and what he, or his dependents, must do when an injury is sustained or death occurs.

To inform every employe it is necessary that the commission carry on a continual educational campaign in all industrial and mercantile establishments in the state, interpreting the workmen's compensation law to employes by word of mouth, by posters, circulars, etc., in words of one syllable, and explaining to them the steps to be taken in order that compensation or aid may be obtained from the state insurance fund.

Many of the larger industrial plants employ persons for the specific and sole purpose of handling injured employes' claims, from the moment the injury is sustained until the settlement is made. In such establishments the ignorance of the employe does not militate against his receiving compensation or aid. The existence of such departments in

factories indicates that there is need for educating employes in the provisions of the workmen's compensation law and in the rules of the industrial commission.

## 2. WORKMEN'S COMPENSATION DEPARTMENT.

This department consists of four coordinate divisions.—claims, medical, auditing, actuarial — each operating under the direction of its own chief, responsible directly to the commission.

This department operates the state insurance fund, which has 22,000 employers as state insurance subscribers and 800 employers as self-insurance subscribers. Through these employers 1,500,000 employes are insured.

All employers having in their employ five or more persons come under the provisions of the workmen's compensation law. They must either contribute to the state insurance fund or if they so desire, they may pay compensation and furnish medical and surgical care, etc., directly to their injured or their dependents, by making application to the industrial commission and establishing the fact that they possess financial ability to render certain payments of compensation, etc. All claims against self insured employers are handled by the employers themselves but their awards are reviewed by the claims division of the industrial commission. Employes of the self-insurers may appeal to the commission if dissatisfied with the award. In all cases of continuing disability, the self-insurers render to the industrial commission monthly reports of their payments. Claims against employers insured by the state are handled from beginning to end by the claims division of the industrial commission.

In this report the auditing and actuarial divisions will not be discussed as they were made the object of a special study and report by Mr. S. H. Wolfe. (See report on State Insurance Fund by S. H. Wolfe).

It is, however, desired to make mention here of one point in connection with the actuarial division. The accident laboratory organized by the actuary in his department is worthy of commendation. It has modern mechanical facilities for recording and tabulating statistics, but it is lacking in sufficient personnel to develop and analyze these statistics. If the recommendation that all statistics, including accident, be transferred to an independent statistical division is not adopted, it is urged that enough help be allowed the accident laboratory to carry its statistical work to a point where it can be used. If constructive work for reduction or elimination of accidents is to be done, it is absolutely essential that the data being gathered currently in the accident laboratory be put in usable form, and furnished currently to the various inspection branches of the commission. Until this is done the work of inspection will be indirected, haphazard and negligibly effective.

## SUPERINTENDENT OF INSURANCE OR FUND MANAGER

As stated above, the compensation department as at present constituted is made up of four coordinate divisions, each under the direction of a chief, responsible immediately to the commission. The ultimate aim of all four divisions is the same, and the fulfillment of this aim depends upon properly articulated action among these divisions. To secure this, a single head with authority to enforce coordination is essential.

Voluntary cooperation, however perfect, cannot take the place of mandatory executive authority in achieving results. The commission itself is too far removed from the actual operation of the insurance fund to meet the need. It is, therefore, recommended that a fund manager, or superintendent of insurance, be appointed, subject to civil service regulations. The benefits to be derived from the presence of an executive solely devoted to the administration of the compensation department are obvious and need not be reviewed.

## FIELD FORCE

The field force consists of about 40 men, and includes claim investigators and payroll auditors. These men work under the immediate direction of the assistant secretary, i. e., he receives the assignments from the auditor and director of claims and he re-assigns them among the field agents. This centralization of field forces under one person, together with the plan of having the field workers do general work — investigate claims and audit payrolls, has proven successful from an efficiency as well as economic standpoint.

As stated above, more field workers are necessary, and higher salaries are needed in order to secure men of higher qualifications.

"TABLE A"

## TOTAL CLAIMS HANDLED DURING THE YEAR ENDING JUNE 30, 1919

<i>Month</i>	<i>Total Filed</i>	<i>Total Dis- posed of</i>	<i>Total Pending</i>
1918			
July .....	16,267	17,433	14,243
August .....	16,615	16,828	14,030
September .....	13,738	15,702	12,066
October .....	15,897	14,681	13,282
November .....	11,703	13,528	11,457
December .....	12,513	13,629	10,341
1919			
January .....	12,445	12,857	9,929
February .....	10,181	12,069	8,041
March .....	11,928	11,323	8,646
April .....	10,634	11,405	7,875
May .....	8,730	9,878	6,718
June .....	11,620	12,836	5,502

## DIVISION OF CLAIMS

## ORGANIZATION

This division, under the direct supervision of the director of claims, employs eighty-two persons. The forty-six office employees are classified as follows:

- I chief clerk, assistant to the director of claims.
- I stenographer to the auditor, who also handles the "Section 27" cases, those in which claims are presented against defaulting employers.
- I supervisor, 3 clerks and 2 stenographers, who handle all the "Section 22" cases — self insurers to the number of 800.
- II claim examiners, 12 stenographers, 7 typists, 8 clerks — filing, record, index, docket, etc., who handle all the cases of the 22,000 state insurance subscribers.

## PROCEDURE

All claims against state subscribers come to this office, where they are prepared for hearing by the commission, so that payment may be made. The following steps are followed in the preparation of the claims for hearing:

1. Upon receipt in the claim division, claims are sent to the auditing division to see whether the claim is active — whether the subscriber has met his obligations. Returned to claim division.
2. Sent to actuarial division for classification, and sometimes for verification as to whether the claim is active. Returned to claim division.
3. Recorded in the claim division and given a claim number.
4. Sent to the medical division to check the attending physician's estimate of the period of disability. Returned to claim division.
5. Placed in the hearing files and are made ready for a hearing by the claim examiners who go over the claims to ascertain that all the information is regular and adequate for a settlement to be made.
6. Hearing docket is made up by the chief claim examiner.

Should the claim as presented appear regular, offering no disputed points, it is approved and recommended for payment. But should the proof presented appear questionable, placing in dispute the payment of the claim, it is turned over to a claim reviewer who seeks to obtain more adequate proof, and makes his recommendations for payment or non-payment by the commission, based upon the documentary evidence submitted. As a rule the commission follows these recommendations.

In instances where appeal is made from these decisions or when it is found more advisable to hold oral hearings with the claimants, the claims are referred to one of the three referees who hold their hearings and make their recommendations to the commission. The plan of sending referees to hold oral hearings in the cities where the claimants are employed is a good one, as it relieves the claimant, employer and witness from coming to Columbus at considerable expense and inconvenience, while one referee hears many cases in one city and in one locality, while out on a trip. An idea of the work of the referees is given in the following statement:

"TABLE I"

SUMMARY OF ORAL HEARINGS HELD BY THE THREE CLAIMS REFEREES OF THE INDUSTRIAL COMMISSION OF OHIO FROM JANUARY 1, 1919, TO NOVEMBER 25, 1919, INCLUSIVE.

<i>Place</i>	<i>Number</i>	<i>Place</i>	<i>Number</i>
Columbus .....	3	Elyria .....	3
Mansfield .....	1	Blaine .....	1
Mt. Vernon .....	1	Cambridge .....	30
Cincinnati .....	15	Tiffin .....	1
Akron .....	8	Fostoria .....	1
Portsmouth .....	1	Massillon .....	2
Cleveland .....	26	Youngstown .....	4
Delaware .....	1	Dayton .....	3
Van Wert .....	1	Conneaut .....	1
Barnesville .....	1	Toledo .....	8
Orrville .....	1	Cedarville .....	1
Canton .....	4	Urbana .....	1
Bucyrus .....	1	Athens .....	1
Rutland .....	1	Hocking .....	1
Steubenville .....	2	New Straitsville .....	2
Washington C. H. ....	1	Ironton .....	1
Hamilton .....	2	Logan .....	2
Marietta .....	1	Kelley's Island .....	1
Coshocton .....	1	Lancaster .....	2
Zanesville .....	1	Findlay .....	1
Springfield .....	1	New Lexington .....	1
Bellaire .....	1	Adena .....	1
Lorain .....	1	Alliance .....	1
Rushsylvania .....	1	New Philadelphia .....	1
Dover .....	1	West Milton .....	1
Bellefontaine .....	1	McKeesport, Pa. ....	1
	79		73
Total .....			152
Miscellaneous Matters .....			26

Under this head are included investigations, legal opinions, statement of facts, and review of documentary proof filed in claims.

The claim reviewers and referees are responsible directly to the commission. It may be stated in passing that the recommendations of the

reviewers and the referees in those cases observed appeared to the examiner indicative of the application of just and able consideration.

#### DELAY IN PAYMENT OF CLAIMS

While the commission in making claim settlements treats claimants fairly and even liberally, giving them the benefit of every reasonable doubt, and waiving hairsplitting technicalities, it is recognized that this is not sufficient. It is also necessary to pay claims promptly so that hardships attendant upon delay in making payments may be avoided.

It is agreed by all who have given the matter thought, and not least by the commission itself, that the period between the sustaining of the injury and the granting of the initial payment is unduly long. This delay may be due to:

1. Inadequate personnel — in number or efficiency.
2. Procedure followed in putting thru claims for a hearing.

#### PROCEDURE FOLLOWED

The following statement, furnished by the Secretary of the Commission, presents a clue as to what is probably the principal cause of delay:

	OHIO 1,000 CASES			(Ave.)	
	1916	1917	1918	Total	
Interval between date of accident and date accident was filed .....	(days)	14	16	12	14
Interval between filing of first notice and filing of application .....	(days)	21	25	28	25
Interval between filing of application and date of hearing .....	(days)	6	8	8	7
Interval between filing of first notice and date of hearing .....	(days)	25	37	36	34
Interval between date of accident and date of hearing .....	(days)	46	49	56	53
	(weeks)	6 4/7	7	8	7 4/7

It is desired to call attention particularly to the first two figures in the "average" column. The total time elapsing between the date of the accident and the date upon which the application is filed is 39. In other words; it took 39 days before all the data was in the office required to begin to put the claim through for a hearing. This data includes the application of the injured man, a statement from the employer and a certificate from the attending physician. This information was transmitted separately by the three persons mentioned, the first notice coming from the injured person, merely stating that an injury had been sustained. An interpretation of these figures brings up two points, first, that the injured person either through ignorance or carelessness does not file his notice of

injury until fourteen days have elapsed; and second, that after this first notice of accident has been filed, the claims division waits until the supplementary information is submitted by the attending physician and employer.

In November, 1919, the practice of having all the necessary information required of the injured persons, employer and attending physician submitted on one blank was adopted. This may reduce the delay but when it is realized that the 30 days delay is caused by the failure of the interested persons to send in the required information, and that the new plan, altho eliminating one step in the procedure, still contemplates waiting for the information to be sent in, it becomes manifest that more effective measures must be taken to reduce delay in making initial payments.

Nothing, of course, can be done by the industrial commission until it is informed of the occurrence of the accident. This the employer is required by law to do within seven days. Mr. Downey in his report on the "Actuarial — Audit of the Ohio State Insurance Fund" recommends that this report of the employer be taken as *prima facie* evidence of a compensatable injury and that a "proper system of supplementary reports will establish the continuance or termination of disability." This recommendation is confirmed.

Whether or not the above recommendation is adopted the industrial commission, through its claims division, must take the initiative in securing the data required to establish a claim, as soon as the employer's notice of the accident has been received. At present the industrial commission is absolutely passive, shifting the whole burden to the employer, who may be indifferent to the injured person who may be and probably is, ignorant of exactly what steps to take, and to the attending physician who is usually lax in supplying the needed information.

To take the initiative the claims division must do the following:

1. Receive the employe's report (or a copy of it) of the occurrence of the accident.
2. Follow up the accident by writing to the claimant or his dependents, requesting the supplementary information, or by employing the services of field agents through the district office. This follow-up through correspondence or through field agents to be continued until the information is secured. Form letters and printed instructions in simple language outlining the steps to be taken can be sent the claimant. This follow-up would necessitate the maintenance of the tickler file in the claims division of all cases in which supplementary information is lacking.

The most obvious remedy for speeding up initial payments would be to accept the employer's notice as *prima facie* evidence of a com-

pensatable accident, but to prevent a lapse in subsequent payments of a temporary disability some aggressive follow-up system as suggested above would still be required.

It is not intended to work out in this report the details of operating an effective follow-up. It is merely desired to point out and to emphasize the fact that the lack of initiative in following up accidents, either through correspondence or through field agents, is considered by the examiner to be one of the principal causes of delay in making settlements. This finding was corroborated by the secretary of the commission and by the former director of the claims division.

The lapse in the continuity of payments in cases of permanent disability because of pending re-examination by the medical examiner has been corrected by allowing all awards in such cases to run until further order of the commission.

#### ADEQUACY OF PERSONNEL

There is no doubt that additional referees, and field agents or investigators, medical examiners, would not only expedite the disposition of claims, but would also improve the service generally.

To carry out a proper follow-up of claims, either for the purpose of hastening initial payments or confirming continuous and subsequent payments, it is necessary to have a sufficient force in the field.

As to the sufficiency of help in the office, the statement was made by the members of the commission and the secretary that no larger office force is needed, but that a higher grade of employe than the salaries paid enable the commission to obtain, is essential, and even ventured the belief that fewer and more highly qualified employes could produce more effective results.

How much the seven days required to put a claim through the office procedure can be reduced, and undoubtedly it can, may be determined with almost mathematical precision by the director of the claims division. Being assured, first, that the routine followed in preparing claims is reduced to the simplest form, the number of claims that can be handled daily by the claim examiners and the medical examiners can be ascertained, and knowing approximately how many claims come in daily, the number of persons required to turn them out currently should not be a difficult matter to determine.

It is possible that the need for referring claims to the auditing division can be avoided if the claims division maintains currently a visible index of active subscribers to the fund. This is merely a suggestion.

It was asserted that the civil service specifications as applied to the positions in the claims and other divisions precluded the employment of competent help. It would not be surprising to find this true, because the specifications were made up rather hurriedly some years ago. The

industrial commission has been able to remedy this defect to some extent by being granted the permission to make its own promotions without examination by the civil service commission. In any event, a resurvey of the positions and duties by the civil service commissions is recommended, with the suggestion that the administrative and executive officers of the commission be freely and fully consulted.

#### BRANCH OFFICES

In considering the question of expeditious settlement of claims, the suggestion arises that the organizing of the district offices into complete units, i. e. agencies for settling claims, regular ones at least, in their respective districts, would solve the problem of delay. Decentralization of the work now performed in the Columbus office should, so it seems, accomplish this object, but on the other hand, it would also tend to complicate the operation of the compensation department and to produce a new species of evils. The secretary of the commission, in this connection, stated that the Columbus office could handle all claims expeditiously if a qualified personnel could be employed. It is recommended that the present centralized system of handling claims be continued until such time as its failure to operate efficiently under favorable conditions is demonstrated. It is urged, however, that more investigators be attached to the district offices in accordance with foregoing recommendations.

#### PROPOSED REORGANIZATION OF CLAIMS DIVISION

Manifestly the big task of the compensation department so far as the general public is concerned is to settle claims and to settle them promptly. This makes the claims division a primary branch of the service and the position of the director of claims a most responsible one. Neither the salary attached to this position, and this is true throughout the service generally, nor the authority given the incumbent, are in proportion to the duties and responsibilities of the position.

The work of the referees, claim reviewers and medical examiners deals primarily with the settlement of claims, and therefore, it seems logical that these employes should be placed under the direction and supervision of the director of claims, and that the latter be given full authority as well as the full responsibility for the expeditious and proper preparation of all claims for hearings. At the present time the duties as carried out seem to be merely those of a chief clerk whose job is to grind out routine matter through an accepted procedure.

To summarize—delay in paying claims can be reduced by initiative on the part of the claims division in securing all information necessary to establish the validity of a claim. This will undoubtedly require more field investigators and a revision of office methods. Whether it will require an addition to the office force or merely more effective work by

the same number cannot be stated here. There has been considerable mention of operation studies. Everybody connected with the commission admitted that undue delay existed and that something ought to be done. It seems to be, therefore, a question of somebody actually doing something. It is up to the director of claims to begin the doing and planning. Operation studies are an integral part of the responsibility of an executive particularly when he knows something is wrong. On the other hand, the general assembly and the budget commissioner must do their part so as to avoid furnishing excuses for deficiencies in functioning—if work programs are adequately presented.

## CASES DISPOSED OF IN COURT

During 1919 thirty-one state cases were disposed of in the common pleas court as follows:

Judgments rendered in favor of claimant.....	15
Judgments rendered in favor of commission.....	2
Dismissed at plaintiff's cost.....	14
	31
Total .....	31

Attention is called, in the following table of judgments rendered in favor of claimant, to the attorney fees awarded by the court:

<i>Compensation</i>	<i>Attorney</i>
<i>Awarded</i>	<i>Fees</i>
\$1,200 00	\$400 00
1,152 00	500 00
200 00	.....
500 00	100 00
1,700 00	1,000 00
1,050 00	650 00
958 00	50 00
2,000 00	300 00
3,744 00	350 00
150 00	.....
150 00	.....
3,744 00	600 00
2 00	.....
150 00	.....
2,220 80	350 00
720 00	100 00
4 00	.....
2,808 00	.....
3,750 00	600 00
2,184 00	300 00
5,000 00	400 00

It is reported that attorneys when trying these cases in court will invariably introduce evidence not presented at the hearings before the

commission, which, if introduced at that time, would probably have caused the commission to meet the demands of the claimant, avoiding necessity for court action.

Should attorneys' fees in such cases be regulated by statute?

## DIVISION OF MEDICAL INSPECTION

### ORGANIZATION

This division is composed of a chief medical examiner, a chief assistant and six assistant medical examiners, one medical clerk and four stenographers, three full and one part time.

### DUTIES

The duties of the medical division divide themselves into two phases, the work in the office and that in the field.

### OFFICE WORK

Every claim involving medical expense or compensation is reviewed by a medical examiner as to the period of disability stated or estimated in the claim as to whether the claim is a compensatable one and also as to the judiciousness of the attending physician's charges. Examinations of injured persons are made in the office at Columbus.

### FIELD WORK

Three medical examiners working in the field all the time make an effort to examine every case of permanent partial disability not specifically outlined in the act; all cases of permanent total disability; most cases of temporary partial disability and of continued temporary total disability.

The plan of medical examination carried on by the medical division is of benefit to the individual and to the fund. Examinations reduce the periods of compensation in many instances and in other cases examinations result in proper medical attention being secured by the injured person. An increase in the medical force should be granted in order that cases may be examined promptly and frequently. This would hasten the settlement of claims held up because of medical questions being in dispute.

It is suggested that consideration be given to locating medical inspectors at the district offices from which a definite territory could easily be covered at all times.

### CUTTING OF FEES

The report is current that physicians throughout the state refuse to attend "compensation" cases because the bills they submit for their services are cut by the industrial commission. The medical inspector

reviewing the fees charged does reduce the amount of the bill if the charge is above that allowed by the schedule established by the commission, or if in the opinion of the medical examiner more visits than the disability warrants were made by the attending physician.

How prevalent this discontent is could not be learned. From August 15, 1919, to November 25, 1919, the total reduction in medical fees amounted to \$22,255.95. The total amount of fees paid to physicians amounted to \$277,602.95. During this period 921 different individuals suffered reductions in accounts and it is estimated that between 1500 and 2000 physicians did business with the commission. Whether the same physicians repeatedly had their fees cut was not learned.

The chief medical inspector began to keep a record of the reductions made, reason for reduction and the name of the physician whose fees were cut. An examination of the record, very recently installed, showed that certain physicians repeatedly had their fees reduced either because of more visits than were warranted, or because the fee was above the standard allowed.

To the examiner the schedule of fees allowed for various services seemed fair, but it is possible that with the general increase in the cost of services and commodities, the standard set should be revised upward. Incidentally, this applies to the salaries paid the medical examiners. Good service cannot be expected for the salaries paid, nor does it increase respect for the medical opinions rendered by the industrial commission, if such opinions emanate from physicians receiving from \$2,000 to \$3,500 per year.

The only way to avoid discontent among the medical profession is to adopt the policy of approving all bills, if the amount is based upon the schedule rate set by the commission. In other words, discretion as to the need for the number of calls made is to be left entirely to the attending physician. Otherwise there is nothing to do but to allow the medical inspectors to use their best judgment in auditing the medical bills.

### 3. DEPARTMENT OF INSPECTION.

The inspection department of the industrial commission is composed of four coordinate divisions, each under the direct supervision and control of a chief deputy. They are,

- Division of workshops and factories
- Division of boiler inspection
- Division of steam engineers
- Division of mines

#### DIVISION OF WORKSHOPS AND FACTORIES

##### POWERS AND DUTIES

This is the largest of the inspection divisions, and its functions cover the safeguarding of life and health of all persons employed in factories,

workshops and mercantile establishments; and of all frequenters of schools, and public buildings of all kinds.

It is the duty of this division to examine and approve plans of all public buildings and through the inspection of all factories, workshops, and mercantile establishments, to make certain

- a. That the heating, lighting, ventilating, and general sanitary conditions are conducive to good health.
- b. That all machinery is properly safeguarded.
- c. That the structure is safe and can house safely the persons and contents occupying the building.
- d. That proper protection is afforded in case of fire, and that no conditions exist dangerous to life because of undue fire hazards.
- e. That the labor laws — female, child, and eight-hour — are observed.
- f. That occupational diseases are brought to the attention of the state department of health.
- g. That the mattress law is being observed.

The division of workshops and factories, through the power granted the industrial commission, has the right to make such inspections at any time, and to enforce the orders it issues to remedy defects found.

#### ORGANIZATION

The chief deputy, the executive of the division, has had practical experience in the building line. The first assistant deputy is an architect and engineer, whose main duties are to examine all plans of public buildings submitted to the division. The second assistant, who has had practical experience in building, also examines plans. When the need arises the first and second assistants go out into the field to inspect buildings that are being constructed.

The nineteen men and eight women district deputies do the general factory inspection. The state is divided into nineteen districts, in each of which a woman is placed. As a rule the men and women inspectors do not conflict in their duties, the latter concentrating their efforts to those establishments where women and children are employed in large numbers. The six safety engineers were chosen because of their more intimate knowledge of the safeguarding of machinery. The state is divided into six districts, each in charge of one engineer, who is assigned to the larger factories in each district — those containing more intricate machinery. These engineers not only inspect the factories in reference to safety of machinery, but make a general inspection of those factories under their supervision. In this wise duplication of inspection by the general factory inspector is avoided. The safety engineers' work includes also the organization in each factory of a safety council, made up of employes of the factory, thus building up in each plant a continuous

supervisory and inspectional service for the elimination of accidents. The three district deputies assigned to bake shops spend all of their time in the inspection of bake shops, and in the enforcement of the labor law in bake shops.

Since August 1919, two inspectors, known as high power piping inspectors, have been employed. They inspect all refrigerating and hydraulic piping and all high power piping from the first valve of a boiler outward.

The explosives inspector, as the title indicates, inspects all storage of explosive material. Under the new explosives act of 1919 every place — about 12,000 — where explosives are stored is being inspected and if approved, licensed. The income from these licenses will be about \$20,000 annually.

The safety director is directly responsible to the chief inspector, and is the safety propagandist for this division. It is his duty to help organize safety organizations in factories, to arrange meetings where safety talks are given, to arrange safety exhibits and to spread the gospel of safety in any manner he may deem effective.

#### STATE BUILDING CODE

At present the department is working under a number of miscellaneous codes, promulgated by it to cover the different phases of inspection work to be done. A tentative building code incorporating all these individual codes has been prepared and it is hoped will be made a law at the next regular session of the legislature. Enforcement of this building code under the present laws devolve upon the division of workshops and factories, except for that part of the code covering plumbing installation. It is recommended that the plumbing department of the state, which is now part of the state health department, be transferred to the division of workshops and factories, thus centralizing and unifying all building inspection.

Plans for all public buildings — schools, churches, theaters, etc. — must be submitted to the division of workshops and factories for approval before the building can be constructed. There is no inspection of the actual structures themselves, because there are not enough inspectors to permit it. Occasionally an inspector, while in the field, may visit such buildings in the course of construction and report upon it. Whether or not the division of workshops and factories shall adopt, as a matter of regular policy, the inspection of all public buildings during the course of construction, is open to question. In those cities where local building departments are maintained, adequate protection is given the public by the inspection of all buildings in the course of construction. It would entail considerable expense and the employment of a considerable force of men to enforce the state building code in those places where there are no facilities for inspection. In fact, a proper enforce-

ment of the building code by inspectors, sent out from Columbus seems problematic, because inspections could not be made with sufficient frequency. It seems, therefore, that the architects should be made responsible for carrying out the provisions of the building code and for erecting a structure in conformance with the plans and specifications submitted. In this connection, consideration should be given to the licensing of architects and engineers so that all buildings being constructed would be erected under capable and responsible supervision.

#### OFFICE PROCEDURE

The office is in charge of a chief clerk, who is responsible for the issuance of all orders for the correction of bad conditions in factories. The orders sent in by inspectors are edited and transmitted to their proper destination, and copies for follow-up kept in the office. The work seems to be well taken care of and kept in hand. There is, however, one recommendation that seems pertinent, namely, to install the same recording and follow-up system on factories in general, as was installed by the chief clerk in the inspection of explosives. This system serves as an excellent means of checking up the number and frequency of inspections.

#### PROPOSED ORGANIZATION

The organization and operation of the division of workshops and factories has two fundamental weaknesses. They are,

1. Lack of qualified help.
2. Lack of definite direction in inspection service.

Safety engineering has become in late years a specialized profession, or at least there are persons employed in various plants and factories, whose sole business it is to introduce safety measures into the operation and to prevent injuries through accident as far as possible. Safety in its broader sense and the one to be considered by the industrial commission means the presence of all those factors contributing to the comfort and well-being of the employe and the elimination of those factors detrimental to his well-being. This makes the field a broad one, and involves the employment of various types of abilities and experiences.

The larger factories have safety engineering departments, where highly qualified men are employed. If the industrial commission wants to accomplish results in safety work it must provide employes who can speak with authority and whose judgments will be respected by employers throughout the state. There is no desire to disparage the qualifications of the present employes of the division of workshops and factories; they are doing what they were employed to do, and are doubtless earning the money paid them. In speaking of the lack of qualified help, reference is not made to the inspectors now employed. Reference is made to technically trained men of high ability, which the division

of workshops and factories does not now employ in its inspection work, and which it should. The chief of this division should have a staff of specialists, who can pass authoritatively upon problems brought in by the inspectors in the field. The inspectors can continue to be employed in their present capacity, but to solve problems which they are not qualified to handle this staff of specialists will be used.

In connection with the employment of this staff, it is recommended that the distinction between the safety engineers and the factory inspectors be abolished, and that the state be divided into districts, each under a factory inspector, who would cover every establishment in his territory. All inspectors can be trained to discover defects and to report them and even, if of a minor nature, to suggest the remedy. If of a complicated nature, the help of the specialists would be called in.

The big factor in all safety work is education, and for this purpose the safety engineers seem no better qualified than do the general factory inspectors. The organization of safety committees and the preaching of safety require qualifications that the ordinary mechanic does not possess, and the safety engineers were picked for their places merely because they had a better knowledge of machinery than the ordinary factory inspector.

Women inspectors, under any form of organization and irrespective of how the state is divided for factory inspection purposes, will be needed to cover those establishments where women and children are employed in large numbers. There is an apparent need for more women inspectors.

It is recommended that the function of examining plans be placed in a plan examining bureau of the division of workshops and factories.

Bake shop inspection is a function properly belonging to the department of health and should be transferred to that department.

Lack of direction and of definite planning is inevitable because the inspectors have no definite basis for their inspections. The inspectors go from factory to factory looking for defects and ordering correction, visiting some factories every year and others once in a number of years.

If the division of workshops and factories had an unlimited number of inspectors the present method might be effective, but with a too limited corps of inspectors all waste motion is particularly costly. It is urged, therefore, that the accident statistics be furnished the division of workshops and factories currently, and that this data be used as the basis for planning the work of the inspectors. Then and then only will the inspection department know specifically what its problems are, and where they are, and so be able to direct the efforts of the inspectors to the maximum advantage. The present hit or miss plan should be abolished at once.

It is recommended that the inspection division—workshops and factories, boiler inspection, mines—be consolidated into one inspection

division under the direction of one chief. In the last analysis all inspections have the same end in view and the principle and philosophy governing them is a common one. It is recognized that mine inspection requires the services of specialized inspection, and that for practical reasons, boiler inspection may have to be continued as at present, but the concentration of supervision in one head will bring together all of the forces in the industrial commission to work on the problem of reducing accidents and promoting the safety and welfare of all employes. This consolidation within the industrial commission, to which it is recommended be added the functions of the fire marshal's department, will serve more than any other one measure, to make the promotion of the welfare and the safeguarding of the lives of employes and frequenters of public buildings, the serious business it really is, requiring the earnest and continuous application of high ability. The economy effected will be in increasing the returns for the money expended. At least the same will be true by consolidating all office work under one chief clerk, although reductions in the force to do the same work now being done in the individual offices, can probably be made.

It is further recommended that the work of this inspection division be co-ordinated and correlated more intimately with the rate making branch of the compensation division.

It seems that the position and duties of the "director of safety" are taken too lightly. The duties of this position are basic and can, if fully carried out, increase the value of the inspection division 100%. This position requires a good propagandist who should be furnished adequate funds and facilities for impressing and keeping impressed employers and employes with the gospel accident prevention.

#### DIVISION OF BOILER INSPECTION

The function of this division is to inspect all boilers used in the state of Ohio, to examine applicants for the position of boiler inspectors, to formulate rules governing the operation of boilers and to give permits to manufacturers to make the Ohio standard boiler.

#### ORGANIZATION

The division consists of the chief inspector, an assistant chief inspector, eight general inspectors and the office force, consisting of a chief clerk, typists and bookkeeper.

In addition to the eight inspectors employed by the boiler division, the chief inspector has responsible to him 250 inspectors who are paid and employed by the boiler insurance companies. The work done by these 250 inspectors is the same as that of the eight state inspectors and the control of these inspectors by the chief inspector is as close and as rigid as the control of his own inspectors.

The state inspectors inspect all boilers not covered by the insurance companies.

#### OPERATION

Each inspector inspects from 400 to 450 boilers twice each year, once internally and once externally, altogether 20,000 boilers being inspected twice annually.

The state receives \$5.00 for each internal and \$2.00 for each external inspection made by its inspectors. In addition to this a fee of \$1.00 is charged for a certificate.

For the survey of this office, it was found that the work is very well in hand and that every boiler, except the small non-dangerous type, is inspected.

A card record of each boiler in the state is kept and every lapse of inspection is easily followed up. Each inspector has a card record in his office of all boilers that he must inspect and regularly twice a year these inspections are made. Should the inspector fail to make an inspection when it is due, he is reminded by the central office that the inspection has been overlooked. All the work is routed from the Columbus office. Inspectors send in weekly reports of the number of boilers inspected and their itinerary for the following week. This itinerary must be followed closely because boiler operators, upon notice from inspectors, prepare for inspection at the specified time.

As soon as a boiler is shipped into the state, a certificate describing the boiler is sent from the factory to the Columbus office, and the boiler is not to operate until an inspector examines it to see that it comes up to specifications. This special inspection costs the owner of the boiler \$5.00, and when the inspection is made a serial number is given as an identification for future inspections.

If the statement of the chief inspector, that a small low pressure boiler is non-dangerous and does not need inspection is taken for granted, it may be stated that the work of the division of boiler inspection is done efficiently and at all times kept well in hand. The division controls every boiler that comes into the state, notes when it is shipped in, examines it before it is put into operation and in future, by its system of follow-up, keeps a close check on the condition of the boiler.

#### BOARD OF BOILER RULES

The board of boiler rules consists of five members, a manufacturer of boilers, a boiler owner, a stationary engineer, a representative of the insurance companies, and the chief inspector of the boiler division who is chairman. It meets every three months to examine applicants for positions of boiler inspector, to formulate rules governing operation of boilers, and to prepare specifications for the Ohio standard boiler.

Should the chief inspector withdraw from any manufacturer the

permit for the manufacturing of the Ohio standard boiler, the latter has the right to appeal to the board of boiler rules for reinstatements.

There are a number of exemptions to the inspection of the high pressure boilers, notably those used in farm machinery. The law should be amended to eliminate the exemptions. This may mean adding inspectors, but would be worth while.

#### PROPOSED ORGANIZATION

It is recommended that the division of boiler inspection be made an integral part of the division of workshops and factories and public building inspection, in accordance with the recommendations in the foregoing chapter.

#### DIVISION OF MINES

The inspection of mines, with respect to safety and the welfare of the men, is carried on by the division of mines.

#### ORGANIZATION AND OPERATION

The organization consists of a chief deputy, twelve district deputies, one oil and gas well inspector, one mine rescue car attendant and the office force, consisting of a chief clerk and four other clerks.

Each mine is inspected at least once a year and reinspections as the occasion demands. Every year operators must send in to the division of mines a map showing the exact condition of the mine as of a particular date.

In 1917 about 1,000 mines were in operation in Ohio and in 1918 there were 1,600 in operation.

In addition to the inspection of mines, it is the duty of this division to insure the sealing up of all oil wells in the coal producing district. The one oil and gas well inspector gets a record of all oil wells drilled in a county and this record is checked up in the office to see whether or not permits had been obtained to drill these wells. It would be desirable to visit all oil wells to see that they had been properly plugged, but it is impossible to cover the territory with this one man. Occasionally, where it is important, an inspector is sent to see that the oil wells are properly plugged. The chief inspector states that one other gas and oil well inspector would permit of inspecting the sealing of all oil and gas wells.

The inspection of the records of this division showed that the work was effectively followed up and the mines regularly inspected. The work of inspection is well directed. It is recommended that an additional oil and gas well inspector be granted. In accordance with the recommendations in the foregoing chapters, it is recommended that the division of mines be made an integral part of the division of workshops, factories and public buildings.

## DIVISION OF STEAM ENGINEERS

The functions of the examiner of engineers is to examine all applicants who wish to act as steam engineers, to make inspections, to see that all operators of steam engines are properly licensed.

## ORGANIZATION AND OPERATION

The organization consists of the chief deputy, the assistant chief deputy, ten district deputies and the office force of two clerks. In order to qualify for an examiner of engineers, an employe must have had seven years' practical experience as a steam engineer.

The ten district deputies are each assigned a district where, usually in the district office of the industrial commission, they examine, every Monday morning, applicants for steam engineer's license. These examinations are written, unless the applicant cannot write, when an oral examination is given; and if the applicant cannot understand English, an oral examination through an interpreter, at the expense of the examinee, is given.

A fee for the examination is \$2.00, and an annual fee of \$2.00 is paid by each licensed engineer for renewal of the license. The examination papers are sent into the main office and filed.

The system in the office is good, permitting of an effective follow-up.

While the examining phase of the examining engineer's work is necessary, there is no reason for making inspections to find engineers operating without a license. Every boiler is inspected by the division of boiler inspection, which means that every boiler, which has an operator, is visited twice a year. This boiler inspector can very easily and without any loss of time ascertain whether or not the engineer is licensed.

For the purpose of examining applicants two or three examining engineers, who would devote all their time to this work, could be employed. Two men working six days a week could do the work of ten men examining but one day a week. It is, therefore, recommended that the division of steam engineers be abolished and that the examining of applicants be delegated to two engineers employed solely for this purpose. Further, that the examining engineer be transferred to the division of workshops and factories.

## 4. DEPARTMENT OF INVESTIGATION AND STATISTICS.

Frequently names convey no meaning. This is one of those instances. The department of investigation and statistics is composed of three divisions:

1. Division of investigation and statistics
2. Division of employment offices
3. Division of mediation and arbitration

The head of this department is called the chief statistician, who, with the aid of an assistant statistician, directs the work of the first two named divisions. The division of mediation and arbitration exists merely in name. The term chief and assistant statistician do not describe the qualifications of the incumbents of these positions. The chief statistician is the state mediator in labor disputes, the state director of employment offices, and the chief of the statistical division.

#### DIVISION OF INVESTIGATION AND STATISTICS

This division makes investigations and surveys of employments and conditions of employment; collects and publishes labor statistics and publishes reports of its surveys and investigations. It has a regular mailing list of 1,750, and special mailing lists for sending information of particular interest to certain individuals, trades, industries, etc. It serves as a general information bureau for the state on labor conditions. Fourteen persons are employed, including two special investigators, who are in the field gathering data, making special investigations, etc.

Accident statistics formerly compiled in this division are now being collected by the accident laboratory of the actuarial division.

The industrial commission needs a well organized statistical division, to be directed by a qualified statistician. Its work cannot be carried on effectively unless it has historical facts upon which to base its program. In the last analysis, the function of the commission is to promote the health and safety of all employes in Ohio, and to approach and carry out this function it must plan a constructive program. This can be done only when the commission knows definitely and accurately what is wrong and why it is wrong.

In connection with this compilation and analysis of statistics, the commission should have a limited staff of investigators, who can be used at any and at all times to study special problems in connection with employment and labor.

It is recommended that the division of statistics and investigation be organized as a separate division under the direction of a qualified statistician, responsible directly to the chief administrator; that this division be considered the official and only statistical agency for the industrial commission and that all statistics, including accident, be compiled and analyzed here. It must be recognized, however, that unless used the compilation of statistics is a waste of time and money. It is unfortunate that the valuable data collected in the "accident laboratory" cannot, because of lack of help, be made usable by the inspection branches of the industrial commission.

## DIVISION OF EMPLOYMENT OFFICES

On a cooperative basis with seven cities, the state of Ohio operates free public employment bureaus, the state furnishing 35 employes and the cities 27. In all instances the superintendent is a state employe.

## STATE-CITY EMPLOYMENT BUREAUS

<i>City</i>	<i>State Employes</i>	<i>City Employes</i>
Akron .....	3	2
Cincinnati .....	5	..
Cleveland .....	7	16
Columbus .....	5	..
Dayton .....	3	6
Youngstown .....	3	1
Toledo .....	5	2

The employment division also inspects, supervises and licenses private labor exchanges, of which there are 49 in the state. Continuation and extension of the public employment service is recommended, but only upon the condition that the individual employment bureaus become active factors in the employment situation in their respective localities, and that the employment division do likewise in the state as a whole.

The employment bureau in Dayton is an example of initiative and activity of positive efforts being made to bring the job and the jobless one together, of being a clearing house for all kinds of labor and to a more limited extent of office help in the city. This bureau would be missed if discontinued. Practically the reverse is true of the Akron employment bureau, due in large measure to the industrial situation. These were the only state employment bureaus visited.

A unified system of state employment bureaus is recommended because the whole state can be used as a unit in finding employment for the unemployed and employes for vacant jobs. In this manner not only are both employers and employes benefited, but exploitation of both, particularly of the latter, is eliminated.

Looking ahead, it is believed that the state employment service should become the vocational adviser to the institutions where technical vocational training is carried on, and to the people generally. The rehabilitation of those disabled in industry and of the physically handicapped seems to be the logical field for the public employment service. Only as a positive, constructive force has it a call for support from public funds; as a passive agent locally between job and jobless, the public employment bureau hardly merits public support. All this will take more money and a staff of more highly qualified employes, but nothing worth while can be obtained for nothing.

As an immediate step in reorganization it is recommended that the division of employment be made a distinct and separate division under

the direction of the present chief statistician, whose title should be changed to that of director of the employment division, or director of the state employment service.

#### DIVISION OF MEDIATION AND ARBITRATION

This division as such does not exist. It happens that the chief statistician is used as chief mediator in mediation and arbitration of labor disputes, and occasionally one of the investigators of the division of statistics and investigation may be used. For the year ending June 30, 1919, this "division" acted as mediator in 20 labor disputes, involving 19,000 employes. Mediation effected satisfactory settlements in 13 of the disputes.

Section 871-22, paragraph 8, of the General Code provides that the industrial commission shall have full power, jurisdiction and authority "to do all in its power to promote the voluntary arbitration, mediation and conciliation of disputes between employers and employes" . . . . "It may appoint temporary boards of arbitration" . . . . "The commission shall designate a deputy to be known as chief mediator . . . .".

To carry out the provisions of the section of the law quoted above, it is not necessary to have a permanent division of mediation. The commission can designate any one of its deputies as chief mediator, and because of his success in this work it probably would be advisable to continue the present chief statistician or director of the employment division in this capacity, if the recommendation of this report is carried out. It is recommended, however, that the "division of mediation and arbitration" be abolished. This would merely be abolishing a name.

#### 5. DEPARTMENT OF FILM CENSORSHIP.

##### ORGANIZATION

The department of film censorship is composed of three members appointed by the governor. This is for a term of two years. The total personnel of the department is twelve. It expended \$19,000 during the last fiscal year, and had an income from licenses of \$25,000.

##### POWERS AND DUTIES

The board of film censorship, as the name signifies, are charged with the duty of reviewing all moving picture films before exhibited in Ohio, and are empowered to reject for public exhibition in Ohio any moving picture they may for any reason deem unfit for exhibition. They may recall approval for any film should it be deemed advisable to do so.

The board reviews films individually. If approved, the individual recommendation is final. If rejected, it is reviewed by the whole board, whereupon a vote of two is necessary for rejection. A vote of two is also necessary for the recall of a film.

For the year ending June 30, 1919, 23,319 films were approved, 123 were rejected, and in 2,791 eliminations were made.

Granting that the philosophy and principle of this plan of film censorship is sound, the board of film censors, when the survey was made, seemed to be working effectively. If the attitude of the chairman of the board is reflected in all of its work, it may be assumed that the interests of the public are preserved without destroying or discouraging the legitimate pursuits of a great industry.

Logically, this department should not be a subdivision of the industrial commission. There is no natural relationship to the functions and activities of the other branches of the commission, and there is practically no administrative relationship. The investigator cannot discover any natural relationship between the board of film censors and any of the other existing state departments, unless it is a department of education. However, its inclusion in that department is not to be recommended. It is therefore recommended that the department of film censorship be operated as a separate department, directly responsible to the governor.

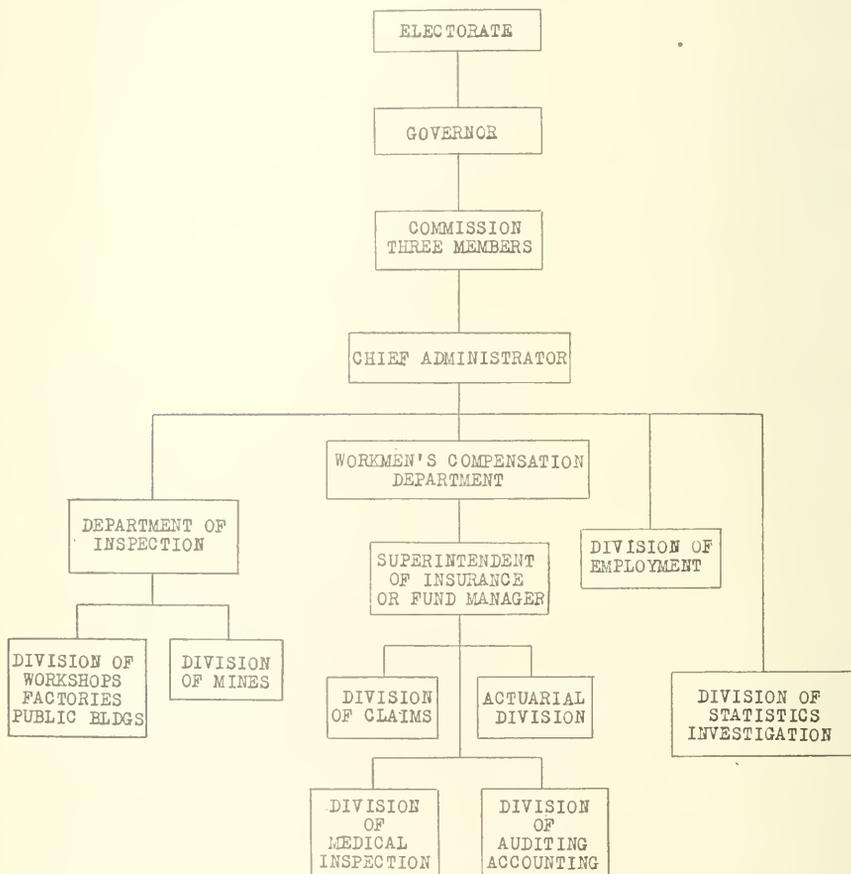
#### SUMMARY OF RECOMMENDATIONS.

##### ADMINISTRATION

- 1 — **That the three members of the industrial commission devote their time and attention to the formulation of policies, and to the tribunal functions in connection with the hearing of claims, leaving the carrying out of the policies and the administration of the machinery of the commission to a chief administrator.**
- 2 — **That the duties ascribed to the position of secretary of the commission be such as to make the incumbent of that position the chief administrator.**
- 3 — **That Section 871-14 of the General Statutes be amended so as to eliminate the necessity or the requirement of the governor's approval of the employment and compensation of the employees of the industrial commission.**
- 4 — **That all employes of the industrial commission, from and including the chief administrator down, be placed under the classified, competitive service.**
- 5 — **That the industrial commission carry on an aggressive, educational campaign, interpreting to all employes in the state the provisions of the workmen's compensation law, and informing them as to what steps must be taken to receive compensation or aid when injury is sustained.**

## WORKMEN'S COMPENSATION DEPARTMENT

- 1 — That the position of superintendent of insurance, or fund manager, be created, the incumbent of this position to superintend the various divisions of the workmen's compensation department to the end that they may be operated as a coordinated unit.

INDUSTRIAL COMMISSION  
(Proposed Organization)

- 2 — That the division of claims take the initiative in securing from claimants information necessary to put claims through for settlement.
- 3 — That the claim reviewers, referees, and the division of medical inspection, be placed under the immediate supervision of the director of claims.

- 4 — That the field force be increased to enable the division of claims to secure from claimants necessary data in order that the payment of claims may be expedited.

## MEDICAL INSPECTION

- 1 — That the medical inspection force be increased in order that prompt and frequent visits to the injured may be made, to result not only in expediting the payment of claims, but also in discontinuing compensation at the earliest possible time.

## DEPARTMENT OF INSPECTION

- 1 — That the division of steam engineers be abolished, but that two or three deputies be retained to devote all their time to examining applicants for engineers' licenses.
- 2 — That the remaining inspection divisions — workshops and factories, boiler inspection, mines — be consolidated into one inspection department, and be under the direction of a chief inspector.
- 3 — That the chief inspector of the department of inspection be furnished a staff of qualified, technical assistants, so that the work of this department may be carried on more effectively.
- 4 — That correlation be established between the inspection department and the division which collects and analyzes statistics on accidents and injuries.
- 5 — That bake shop inspection be transferred by legislative action to the state department of health.
- 6 — That more aggressive and extensive educational publicity in reference to prevention of accidents be carried on. This means increasing the facilities of the "safety director" who is charged with this duty.

## DEPARTMENT OF INVESTIGATION AND STATISTICS

- 1 — That this department be divided into two independent divisions, — division of employment, and division of statistics and investigation, — each under a separate officer.
- 2 — That the division of mediation be abolished. This means merely the elimination of a name.
- 3 — That the division of employment be made a more positive factor in the employment activities of the state.
- 4 — That the division of statistics and investigation, under the direction of a qualified statistician, be made the statistical

division for all the divisions of the industrial commission, and that it include in its work the collection and analysis of accident statistics.

- 5 — That the division of statistics and investigation employ a staff which can be called upon to make investigations of any kind deemed necessary by the industrial commission.

#### GENERAL

- 1 — That the general assembly consider the extension of state insurance to occupational diseases.
- 2 — That the scale of compensation to all employes of the commission be increased, in order that more qualified help can be secured.
- 3 — That the department of film censorship be operated as a separate department, directly responsible to the governor.

In March, 1919, an actuarial audit of the Ohio state insurance fund was made by Mr. E. H. Downey. In December, 1919, Mr. S. H. Wolfe made a study of the state insurance for the joint legislative committee on administrative reorganization.

The report here presented is based upon a study made independently of the two mentioned above. If any conclusions arrived at in this study coincide with those reached and presented in either of the two former reports, it is because they are based upon similar findings revealed by the investigations.

# OHIO STATE INSURANCE FUND

By S. H. WOLFE

The most important question to determine at the outset is the solvency of the fund.

## IS THE FUND SOLVENT?

In determining the solvency of any organization recourse must be had to the books of account which contain the entries necessary for the determination of its financial condition. A properly prepared system of accounts consists of subsidiary records containing the details of the transactions and a system of controlling accounts which enable those in charge to learn its financial condition and to determine whether the subsidiary records are being kept in an accurate manner.

Your attention is invited to the fact that the Ohio state insurance fund maintains no proper accounting system. It has no ledger containing a summary of its transactions from which a trial balance can be taken, the only ledger in the office being a policy-holders' record, which shows the amounts charged against each risk and the subsequent adjustments. It has no books of record from which can be readily determined the factors necessary for a determination of its financial condition. The auditing department — which would seem to be the most logical place for the lodgment of such books of record — is unable to furnish any information and it was stated that the actuarial department handled such matters.

In the actuary's department certain information is punched on cards in order that the cards may afterwards be sorted by machines and the totals tabulated. No permanent books of account are kept here and the only way to obtain information dealing with losses, additional premiums and the various other items necessary for the financial exhibit, is to sort thousands of cards and obtain the information from the tabulating machine. No control records are kept and the danger of relying exclusively upon cards and loose sheets containing totals is too manifest to require extended comment.

While for the reasons stated above it is impossible to prepare a financial statement based upon the records of the company with the confidence of correctness which would result from a statement drawn from a properly kept system of accounts, I have prepared a balance sheet which I believe represents the condition of the fund as I have been able to determine it and I submit it with the foregoing reservations:

## BALANCE SHEET OF FEBRUARY 28, 1919.

Bonds owned .....	\$10,891,601
Time deposits in banks.....	5,087,000
Cheque deposits in banks.....	871,646
<i>Premiums in course of collection —</i>	
Private insured employers.....	2,256,550
Self insured employers.....	191,746
State and counties.....	226,902
Accrued interest (estimated).....	100,000
	\$19,625,445
<i>Reserved for unpaid claims —</i>	
Private insured employers.....	\$12,183,011
State and counties.....	307,521
Outstanding claim warrants.....	255,182
<i>Unearned premiums —</i>	
Private insured employers.....	2,616,143
Balance in state and counties fund.....	335,937
Statutory surplus fund.....	2,783,965
General surplus available for contingencies and distribution.....	1,143,683
	\$19,625,445

To answer your question categorically, therefore, I am of the opinion that at the time stated the fund was solvent and in possession of a substantial surplus, but these statements are made with the reservation that the absence of a proper accounting system causes this to be an opinion and not a finding of fact.

*Comparison with Dr. Downey's report.*

You have submitted to me the report of an Actuarial-Audit of the fund as of March 1st made by Dr. E. H. Downey for the Industrial Commission of Ohio and I will point out the principal items wherein my balance sheet differs from that submitted by Dr. Downey. At the outset it should be noted that the surplus as shown in my exhibit is about \$250,000 more than the surplus claimed by Dr. Downey, but I do not find myself in agreement with him as to its division between the statutory surplus fund and the general surplus available for contingencies and distribution, as will be noted from the following:

<i>Item</i>	<i>Dr. Downey's report</i>	<i>Bal. sheet attached</i>
Statutory surplus fund.....	\$1,052,700	\$2,783,966
General surplus available for contingencies and distribution .....	2,629,771	1,143,683
	\$3,682,471	\$3,927,648

As this is an important matter — affecting as it does the advisability of the proposed distribution of \$1,000,000 to subscribers — I shall discuss the manner in which I have prepared the statutory surplus.

Sections 1465-54, paragraph 2 of the Ohio Laws, provides that 10% of the money that had been paid into the State Insurance Fund up to a certain time and 10% of all that was paid in thereafter was to be *set aside* for the creation of a surplus until such surplus equaled \$100,000, after which time 5% of all the money paid into the state insurance fund was to be credited to the surplus fund (subsequent amendments provided that the percentage might be decreased when in the opinion of the Commission such a course was advisable and as will be pointed out hereafter the commission has availed itself of that privilege, having reduced the percentage from 5 to 4).

Section 1465-69 requires self insured employers to contribute to the state insurance fund such amounts as are required to be credited to the surplus as set forth in the preceding paragraph. In all of the computations of the commission these contributions by self insured employers are carried to the statutory surplus fund.

The intent of the legislature when it created this statutory surplus fund is clear and if any doubt existed as to the logic of the situation that doubt is removed by the language of the amendment to paragraph 2, section 1465-54. This surplus fund was to be set aside for the purpose of maintaining a solvent state insurance fund and for no other purpose. If after setting this aside, the earned premiums are more than sufficient to meet all of the losses and more than sufficient to safeguard the solvency of the fund, the commission may return such excess surplus to the subscriber, as set forth in section 1465-55. Nowhere, however, have I been able to find any intention of the legislature to permit this statutory surplus fund to be used for the purpose of paying current losses, although a recent amendment (passed since the date of the examination) provides that if an employee of a self insured employer

“who has suffered the loss of a hand, arm, foot, leg or eye, prior to the injury for which compensation is to be paid and thereafter suffers the loss of any other of said members as the result of an injury sustained in the course of and arising out of his employment, the compensation to be paid by such employer shall be limited to the disability suffered in the subsequent injury, additional compensation, if any, to be paid by the industrial commission of Ohio out of the surplus created by section 1465-54 of the General Code.”

Of course if the time should come when the solvency of the fund could not be preserved unless its losses were paid from the statutory surplus fund, that method of distribution would be consonant with the

intent of the legislature. It is pertinent to note that nowhere in the sections quoted is this fund referred to as a "catastrophe" fund and I have been informed that the state insurance fund has never had to pay for a catastrophe as that term is understood by compensation underwriters. (In a drowning accident seven employees were killed, but as their dependents lived in enemy alien countries no compensation has been paid to them.)

I am of the opinion, therefore, that if the commission at any time feels that the statutory surplus fund is larger than is necessary, the proper remedy is either a reduction in the percentage of the premium which is to be set aside or a complete stoppage in further contributions to the surplus fund. Whatever refunds are to be made to the subscribers to the fund are to be made from the surplus of the earned premiums, which remain after the statutory surplus has been set aside and losses provided for.

As far as I have been able to determine the resolutions of the industrial commission relative to the accumulation of the statutory surplus fund are as follows:

"COPY OF THE RECORD OF PROCEEDINGS OF THE INDUSTRIAL COMMISSION  
OF OHIO.

"Mr. Yaple offered the following resolution and moved its adoption:

*Resolution.*

"RESOLVED, That the surplus fund provided for in section 7 of the Compensation Law, shall consist of ten per cent of all the premiums paid into the state insurance fund prior to December 30, 1913, and five per cent of the net premiums paid into said fund by subscribers thereto since said date; also contributions to the state insurance fund made by employers carrying their own risks under the provisions of Section 22 of the Act; also all interest collected by the treasurer of state from the deposit of the state insurance fund under the State Depository Act and all interest collected from investments in municipal or other securities made by the commission.

Adopted August 18, 1914.

(Signed) WALLACE D. YAPLE.

Attest:

---

*Sec.*

"The foregoing resolution is hereby approved Aug. 18, 1914  
(Signed)

LLOYD D. TEETERS,  
*Ass't Sec.*

(Signed) JAMES M. COX,  
*Governor of Ohio.*

"The motion was seconded by Mr. Hammond and adopted by the following vote:

Mr. Hammond, aye.  
Mr. Yaple, aye."

"RESOLUTION of July 25th, 1919, reducing the statutory charge as provide for by Section 1465-54, paragraph 2, G. C., from five percent to four percent.

"WHEREAS, The statutory surplus fund, as provided for by Section 1465-54, paragraph 2, G. C., has now reached the amount of \$1,052,700.00; and

"WHEREAS, In the judgment of the commission, the five percent charge heretofore made, can safely be reduced and yet amply safeguard the Ohio state insurance fund.

"Be it resolved, That the five percent charge heretofore made be reduced to four percent, the same to be effective concurrent with the date as of which the July 1, 1919, rate computations were made.

"Adopted July 25th, 1919.

(S) T. J. DUFFY,  
Chairman.

Attest:

(S) ROBERT S. HAYES,  
Secretary."

It will be noted in the resolution of August 18th, 1914, that all interest receipts are to be credited to this statutory surplus fund. I have been informed that this has not been repealed, but I do not find that the interest receipts have ever been set aside for the statutory surplus fund and I seriously question whether it was the intention of the legislature to have the interest receipts so treated. As far as I have been able to determine neither the actuary of the fund nor Dr. Downey has so used the interest receipts and I am in agreement with them as to this omission.

In view of the foregoing I am of the opinion that at the close of business February 28th, 1919, the statutory surplus fund was constituted as follows:

Premiums collected from self-insurers.....	\$813,290
Premiums in course of collection from self-insurers...	191,746
Designated percentage (either 10% or 5%) of premiums paid by subscribers.....	1,786,825
	<hr/>
	\$2,791,861
Less refund to self-insurers.....	7,896
	<hr/>
Statutory surplus fund.....	\$2,783,965

This figure is to be compared with the statutory surplus fund of 1,052,700 set aside by Dr. Downey before the general surplus available for distribution and contingencies is determined. It would appear that Dr. Downey arrived at his figure as follows:

Premiums collected from self-insurers.....	\$813,290	
Premiums in course of collection from self-insurers...	191,746	
Designated percentage (either 10% or 5%) of premiums paid by subscribers.....	1,786,825	
		\$2,791,861
From which he has deducted:		
Losses paid .....	\$328,229	
Unpaid losses .....	1,309,358	
Unearned premiums on self-insurers.....	101,574	1,739,161
		\$1,052,700

What are the losses for which Dr. Downey takes credit in the above calculation in arriving at the statutory surplus? In the rules of the industrial commission of Ohio governing merit rating system effective July 1, 1918, the following two rules appear:

"RULE XII.

*"Rule of Merit Rating Controlling the Employe Having But One Eye, One Hand, Etc.*

"Should any employe having but one hand, arm, eye, foot or leg, thereafter lose any one of the foregoing members in an industrial accident, the same shall be merit-rated, not as a permanent total disability, but as a permanent partial disability, based upon the loss of the last member only, The remaining cost shall be charged against the statutory surplus fund."

RULE XIII.

*"A Catastrophe Accident Defined.*

"A catastrophe accident is hereby defined as follows:

<i>Rate Zone.</i>	<i>A Catastrophe Equals</i>
from \$0.01 to \$2.00..	two or more deaths*
from 2.01 to 4.00..	three or more deaths*
from 4.01 to 6.00..	four or more deaths*
from 0.01 and over..	five or more deaths*

\* Occurring in any single accident.

“Any permanent total disability accident involving an expectancy cost of \$12,000,† or more, is hereby defined as a catastrophe.”

Attention is invited to the fact that these rules pertain only to the merit rating system and do not attempt to regulate the disbursements of the commission. Even though it had been attempted to provide for the use of the statutory surplus fund in the manner above indicated I am of the opinion that such rule would not supersede the clear statutory requirement that certain amounts shall be set aside to guarantee the solvency of the fund. It is manifest that the logical purpose of the Legislature would be frustrated and completely nullified if the commission should pay current losses out of the statutory surplus fund.

The application of the rule yields ridiculous results, as will be noted from the fact that claims 41581 and 41582 have not been charged to current losses, but have been charged to the statutory surplus fund, merely because two deaths resulted from one accident but the total amount paid on the two cases was \$298 because neither of the deceased workmen had any dependents. It will be seen, therefore, that the payment of \$298 has been considered as a “catastrophe” and the statutory surplus reduced by that amount.

It will be noted that in the balance sheet the balance in state and counties fund amounting to \$335,937 is carried as a liability. In Dr. Downey’s report the only liability for this fund other than claim reserves is \$145,425.

It is my understanding that the state, county and municipal units have paid 1% of their pay-roll into the fund; payments for injuries have been paid from that fund upon the awards of the industrial commission and when the fund of any county has been exhausted another contribution of 1% has been paid in. As far as the state insurance fund is concerned this is not insurance, but the fund is merely acting as a distributing agency. The contributions are not in the nature of insurance premiums, but have been 1% for all classes of risks whether clerical or of the most hazardous kind (the law has now been changed so that teachers contribute a smaller amount) and in my opinion whatever balance remains in the fund must be held for the payment of losses of the contributing units and cannot be used for any other purpose. In the circumstances it is incorrect in my opinion to consider that any part of the fund belongs to the general surplus. I have therefore charged the entire balance as a liability, made up as follows:

State and counties premiums received.....	\$896,961
State and counties premiums uncollected.....	226,902
Interest allotted .....	32,825
	\$1,156,688

† Based upon the Danish Survivorship Annuitants’ Table of Mortality.”

Claims paid .....	\$513,227	
Claims unpaid .....	307,524	820,751
		<hr/>
Balance in fund.....		\$335,937

I am of the opinion, therefore, that at the close of business February 28, 1919, the statutory surplus fund amounted to \$2,783,965 and that the amount of surplus available for contingencies and for distribution amounted to \$1,143,683. In the general surplus I have included all of the interest earnings amounting to \$1,262,529 plus an estimate of \$100,000 for accrued interest on bonds and less \$110,523 accrued interest on bonds purchased.

The foregoing is important in view of the decision of the commission to declare a 10% dividend on the past year's business which the actuary states will amount to a dividend of approximately \$1,000,000. The use of \$1,000,000 for the purpose stated will reduce the general surplus fund to a very small figure, without taking into account the experience of the fund between March 1st and the present date, it being impossible to learn the experience for that period, the records being in such shape as to require many weeks for that purpose.

Dr. Downey has pointed out that the premium rates were somewhat deficient from May 15, 1914, to May 15, 1916, and were barely adequate for the year ended May 15, 1917, and states that most of the present surplus of the fund has accrued since the spring of 1917. From 1917 to the present time we have been passing through an era of abnormal industrial expansion. This has affected the surplus of the Ohio state insurance fund in several ways.

In the first place wages have increased abnormally and up to the time of the report of the Actuarial-Audit (February 28, 1919) there had been no increase in the scale of compensation. If before the war a workman who was receiving \$20 per week had been totally disabled, his compensation benefits would be \$12 per week; if during the war the same workman received \$30 per week and was injured his compensation would be exactly the same—\$12 per week. In other words although the premium paid by the employer would be increased by 50%, the benefits paid would remain the same. Dr. Downey estimates that the

“combined effect of low maximum compensation and abnormally high wages have pulled down the rate of compensation costs to pay-rolls by as much as 20 to 25%.”

I am of the opinion that the percentage is considerably larger.

Another effect of the abnormal industrial situation was that so great was the demand for labor of all kinds that even those whose earning powers were impaired as a result of injury or age became enabled to earn substantial wages and the number of cases which ceased to

claim compensation benefits as a result of partial disability was considerable.

The true significance of the facts set forth in the two preceding paragraphs is that when we return to a normal industrial condition the premiums received from employers will be materially reduced and the compensation benefits payable will be considerably increased.

While these facts would permit of considerable elaboration, reference to them is made merely to point out the inadvisability of distributing too much of surplus, most of which has been accrued as a result of abnormal industrial conditions which it is believed must soon cease, if the change has not already taken place.

*Has the classification of risks been properly made?*

The classification of risks is a difficult matter and one which is largely dependent upon the classifier's underwriting viewpoint; it is largely a matter of personal opinion and the only way to find out whether there has been an equitable classification and a proper calculation of the rates is to see whether the various classes have paid a proper amount to meet the losses incurred within those classes. In all fairness to the actuary of the Ohio state fund, however, it should be pointed out that the workmen's compensation laws in this country have not been in operation for a sufficient number of years to permit of classification and rate making with that scientific accuracy which is to be expected in the making of rates for other insurance contingencies—life insurance for example. I am not prepared to say that anybody could have *guessed* (for after all the developments in the administration of compensation laws and the varying industrial conditions during the past three years has introduced many varying elements) more accurately.

*Have the rates been properly fixed according to classes?*

Theoretically the risks in each class should pay a sufficient amount to meet its losses. The Ohio state insurance fund is very properly considered as a unit and all of the contributions of subscribers can be used for the payment of the losses, irrespective of the class in which they may have occurred. In a large organization, such as your fund is, with a large exposure, it is not unreasonable to expect that the rates shall be so adjusted as to cause each class to be self-supporting. In order that we may determine whether each class is self-supporting I have prepared the following table from the distribution sheets used by the actuary in his latest rate revision. The figures cover the period from the beginning of the fund to March 1, 1919; the premiums earned by each class have been increased by its proportional share of the interest receipts and decreased by the amount required for the statutory

surplus; the total payments to claimants have been decreased by the amounts which have been charged to the statutory surplus fund. As pointed out in the preceding pages I am of the opinion that the charging of these losses to the statutory surplus account was unjustifiable.

The actuary's sheets show that during the period mentioned the total earned premium of the fund amounted to \$31,777,051, that some of the classes yielded a profit of \$2,750,476, while others showed a loss of \$385,942, the net surplus from all classes, therefore, being \$2,364,534. In column (4) of the following table is shown the amount of surplus which each class would have earned if the rates had been absolutely equitable, while in column (5) and (6) are shown the actual surplus or deficiencies according to the Actuary's calculations.

(1) Class	(2) Schedule	(3) Earned Premiums	(4) Surplus which would have been earned if rates had been equitably ap- portioned	(5) Actual Surplus	(6) Actual Deficiency
1	Bakers, confectioners, etc.	\$280,685	\$20,808	.....	\$83,806
2	Chemical, paint and drug.	144,837	10,877	.....	8,357
3	Coach, carriage and wagon	555,666	41,379	.....	64,092
4	Coal mining .....	4,067,822	302,660	530,428	.....
5-a	Contractors .....	1,102,829	82,049	83,002	.....
5-b	Contractors .....	2,026,006	150,857	307,532	.....
5-c	Contractors .....	1,656,009	123,192	.....	6,484
6	Electric .....	392,192	29,084	51,703	.....
7	Leather and shoe.....	194,975	14,424	.....	17,108
8	Lumber .....	794,734	59,113	.....	36,133
9	Meat packing and stock yards .....	220,828	16,552	.....	11,992
10-a	Metal .....	361,889	26,956	97,694	.....
10-b	Metal .....	3,611,545	268,848	218,751	.....
10-c	Metal .....	6,794,081	505,537	471,447	.....
11	Mining .....	154,774	11,586	.....	14,432
12	Mining (except coal)....	89,622	6,621	16,565	.....
13-a	Miscellaneous .....	465,482	34,759	.....	70,005
13-b	Miscellaneous .....	515,380	38,305	29,941	.....
13-c	Miscellaneous .....	428,288	31,921	15,770	.....
13-d	Miscellaneous .....	57,930	4,256	13,578	.....
13-e	Miscellaneous .....	378,701	28,138	.....	13,045
13-f	Miscellaneous .....	251,079	18,680	47,929	.....
14	Oil, etc. ....	349,375	26,010	.....	1,085
15	Ore reduction and concen- tration .....	832,615	61,951	236,382	.....
16-a	Paper .....	51,648	3,783	3,627	.....
16-b	Paper .....	479,385	35,704	11,073	.....
17-a	Pottery and glass.....	250,879	18,680	38,450	.....
17-b	Pottery and glass.....	662,061	49,182	.....	23,143
18	Printing .....	240,326	17,970	.....	1,591

(1) Class	(2) Schedule	(3) Earned Premiums	(4) Surplus which would have been earned if rates had been equitably ap- portioned	(5) Actual Surplus	(6) Actual Deficiency
19	Rubber and composition goods .....	905,329	67,389	123,822	.....
20	Stevedore .....	153,910	11,350	28,609	.....
21-a	Stone .....	159,739	11,823	4,755	.....
21-b	Stone .....	399,445	29,557	48,953	.....
22	Textile .....	254,112	18,016	.....	34,669
23	Tobacco .....	36,091	2,602	5,100	.....
24	Vessel .....	43,219	3,310	19,064	.....
25-a	Warehouse and store.....	1,296,367	96,473	236,808	.....
25-b	Warehouse and store.....	543,157	40,434	62,118	.....
26	Wood .....	574,039	42,798	47,375	.....
	Total .....	\$31,777,051	\$2,364,534	\$2,750,476	\$385,942
				385,942	
	Net profits .....			\$2,364,534	

From the above it will be seen that class 1, for example, would have contributed \$20,808 to the surplus of the fund under an equitable system of rate making, but instead of earning any surplus the class showed a deficit of \$83,806; class 4 should have shown a surplus of \$302,660, while in reality it yielded a surplus of \$530,428. Class 5-a, contractors, should have shown a surplus of \$82,049, while in reality its actual surplus earned was \$83,002, thus showing an equitable charging of rates.

It is believed that part of the inequality shown in the table above may be traced to the use of the payroll as a basis for charging, for as pointed out in the previous pages of this report an increase in wages which does not carry with it a corresponding increase in the benefits is a disturbing factor.

*Does the system of merit rating encourage accident prevention?*

The system of merit rating in use in your fund is criticised by Dr. Downey and I find myself in agreement in such criticism. Merit rating should serve two purposes—first, to base the employer's rates upon the condition and experience of his plant, and second, to encourage the installation of safety devices in order that the employees may not be exposed to undue hazard. I consider the second the more important.

In the Ohio plan no account is taken of the physical condition of the employer's plant. The initial rate is the same whether the plant is equipped with every known safety device for the benefit of the work-

men or whether it is a death trap of unguarded machinery, improperly lighted rooms and every unfavorable condition to the health and safety of the workmen. Subsequent rates are adjusted on the actual accident experience of each employer, but no matter how bad the experience has been the premium cannot be increased by more than 30%. One of the most valuable adjuncts to workmen's compensation acts has been the system of merit rating which encourages the employer to install safety devices to *prevent* accidental injuries; this is in marked contrast to the method used in your fund which waits until the accident has occurred before penalizing the employer, which frequently results in unjustly penalizing the careful employer for accidents which originate from causes not due to the condition of the plant.

The accident laboratory started by your actuary to analyze the causes of accidents with the idea of preventing them in the future is an excellent one, which might well be copied in every state. At the present time, however, practically no use is made of these reports and your attention is invited to the great good which could result if the factory inspection department of the industrial commission used them more extensively. I have been advised that but few of these reports have been received in the inspection department.

*Are injured workmen receiving their compensation benefits promptly?*

The true test of the success or failure of a workmen's compensation act is the promptness with which injured employees and their dependents receive the benefits provided in the law. Rates may be equitably charged, investments may consist of prime securities, records may be in first class shape and the statistics may be properly compiled, but unless the injured workmen receive their benefits promptly the plan is a failure.

In the report made for your fund by Dr. Downey he criticises very severely the delay in paying claims. When it was announced in the Ohio newspapers that I had been retained by your committee to make this investigation the statement was made to me that no opportunity had ever been given to hear complaints from those who thought the fund was not functioning properly and in order to give everybody an opportunity to be heard I told my informant that I would receive visits or communications from anyone who was able to shed any light on this important phase of the question; as a result of these interviews I addressed the following communication to your chairman:

"COLUMBUS, OHIO, Dec. 8, 1919.

"Hon. F. E. WHITTEMORE, *Chairman,*

*The Joint Legislative Committee on Administrative Reorganization, Columbus, Ohio.*

"MY DEAR SENATOR — As a result of the statement in the newspapers of my pending investigation for your committee

of the state insurance fund, I was visited on Saturday by an agent of one of the insurance companies, who stated that if the investigation were to be a thoro one he would like to present certain facts in regard to the operations of the fund. I told him that I would be very glad to receive any facts from anybody in regard to any of the phases of the fund.

"It seems to me advisable and I would respectfully recommend to you that a public hearing be held, at which employers who have any grievances against the administration of the fund, may be heard, and it seems to me that publicity ought to be given to this hearing in order that those employers and employees, who have had favorable experience with the fund, should also be heard.

"Very respectfully,

(Signed)

S. H. WOLFE."

The hearings were held, but no employer appeared to express any dissatisfaction with the way in which the fund had operated.

In order to carry out the idea which your chairman impressed upon me at the outset, viz.: particular attention should be paid to make the suggestions which would have for the object the prompt payment of claims, an investigation, by assistants selected by your secretary, of the awards made by the commission on November 24th, 25th, 26th, 28th, and December 1st, 1919, was started under my direction, with two objects in view:

- (a) To determine whether the time elapsing between the date of accident and the date of award was justifiable;
- (b) Whether the time elapsing between the filing of the preliminary application and the date of award was justifiable.

The inquiry was divided in this way for if tabulation (a) indicated unusual delay, the results of tabulation (b) would enable us to determine whether the fault was due to the difficulty experienced by the claimant in having his proof papers properly prepared or whether the delay could be traced to a failure in the office of the commission to promptly act upon the completed papers when they had been received.

The result of the tabulation verified the conclusions of Dr. Downey, viz: that the procedure was cumbersome and that the method of establishing a claim was too complicated to permit of an award being made within a reasonable time.

The results of tabulation (b) showed that too many days elapsed between the date when the preliminary application was received by the commission and the date when the award was made to the claimant. Several cases were discussed with the industrial commission in the pres-

ence of a sub-committee appointed by your chairman and no adequate reason appeared for the delays.

The removal of the delay requires two remedies — first, the simplification of the procedure whereby an award will be made to the claimant, and second, a reduction in the number of days which elapse between the receipt of the completed papers and the action by the commission. A study of the operations of the office must be made to determine just what changes in procedure are necessary; it is but just to the members of the commission, however, to say that they complained of the inability to obtain and keep competent office assistants owing to the low wages which they are authorized to pay. In the interests of the injured workmen of your state it is necessary that a sufficient number of properly paid employees should be furnished to the state industrial commission to carry on its work. Whether the operation study previously advised will suggest changes in office management which will enable the work to be advantageously handled by the present force is a matter which cannot be determined at this time.

From the facts developed by my investigation I am of the opinion that the interests of the injured workmen of your state require that certain changes be made and in order that you may have them before you concretely I submit the following recommendations:

#### RECOMMENDATIONS.

##### 1. **To install a proper system of records and accounts.**

The Ohio state fund is a very large insurance organization which differs in no way from a private corporation, except that it employs no soliciting force, its subscribers pay their premiums direct to the state treasurer and it is not conducted for private gain. An organization transacting the volume of business which your fund does should have an adequate system of accounts which would permit of prompt and careful audit; the intimate connection between the operations of the fund and the necessities of the great body of injured workmen and their dependents is an additional reason for the keeping of its records in the most careful and accurate way.

About three years ago Mr. John A. Bliss, an assistant in the office of the auditor of state of Ohio, made a very excellent report on the system in the office of the state industrial commission. In that report, which was submitted to the auditor in 1916, he criticises very harshly the failure to maintain proper records in the state insurance fund and in explaining the reason for some of his recommendations he states:

“Our reason for this recommendation is that, under the present system, there is no adequate check in receipts and as a result of such conditions these funds might be misappropriated, with but remote chance of detection.”

I have been informed that at the time Mr. Bliss made his report the premiums were paid by the subscribers to the fund, but this system has been changed and payments are made direct to the state treasurer; this would remove much of the danger in reference to receipts, but the necessity for a better system of records and accounts still exists.

I have been informed that at the present time the auditor of the state has no authority to examine the fund and that no other state officer has any power of visitation or supervision. It would appear to me that in the interests of efficient management some form of state supervision should be established. This is being done in other states.

## **2. The statutory surplus fund should be restored.**

As pointed out in the text of this report the statutory surplus fund on March 1st should have been \$2,783,065, instead of \$1,052,700 as shown by the sheets in the actuarial department. It is imperative in my opinion that the integrity of the fund should be preserved in order that in the event of a catastrophe the solvency of the fund may be assured and the future payments to injured workmen and their dependents guaranteed. The effect of the present method of charging current losses to the statutory surplus fund is in violation of law, is fraught with the greatest danger and should be immediately corrected. By charging current losses to this fund the general surplus from which dividends are paid to the employers has been made to appear much larger than it is in reality. The primary function of a state insurance fund is to pay claims to injured workmen and not to pay dividends to employers. This is fundamental and is not an actuarial question.

The necessity for having a large statutory surplus fund is evident for the state insurance fund has no capital stock, has not the power of levying assessments and is not supported by any state guarantee of solvency. In addition it must be remembered that the fund is insuring the most hazardous of employments, risks which are subject to the catastrophe hazard; in the case of private insurers this hazard is covered by reinsurance, a form of relief which is not open to your fund, and the necessity for a large statutory surplus fund is therefore indicated.

## **3. The delay in paying injured claimants and their dependents should be reduced.**

Too great a time elapses between the date of injury and the date when the claimant receives his payment. Up to this time separate blanks have been filled out by the injured workman, his employer and the doctor; it is now proposed to have the three notices in one blank. I seriously question whether this change will accomplish the purpose, and I think the remedy must go deeper than the change in the method of filling out blanks. This may require the establishment of branch offices containing inspectors or supervisors who will perform the same work which agents

of private companies do in other localities, viz.: assist in getting the papers in such shape as to permit of immediate payment. This is one of the first subjects with which the study referred to in the next recommendation should concern itself, for the test of the success of a workmen's compensation act is the speed with which payments are made to injured claimants and their dependents.

**4. An operation study should be made.**

A thorough study of the office of the state insurance fund should be made for the purpose of

- (a) Reducing the delay referred to in the preceding recommendation.
- (b) Devising a method for using the other departments of the state industrial commission to reduce the number of accidents and to encourage the use of safety devices.
- (c) To determine whether there is any duplication of work in the office, whether any unnecessary records are being kept and whether greater efficiency could result if the scale of compensation to employees was changed.

**5. A change should be made in the system of merit rating.**

A modification in the present plan should be introduced in order to give due weight to the physical condition of the plant. This would serve to reduce the number and severity of accidents more effectively than the present plan. If the installation of such a system requires a force of inspectors and merit raters, their employment should be authorized and the necessary appropriation made.

**6. A state insurance fund manager should be appointed.**

At the present time there is no officer charged solely with the duty of managing the state insurance fund. The members of the state industrial commission administer the free employment offices, exercise supervision over the censorship of the movies, the inspection of steam boilers, the licensing of engineers, supervise the workmen's compensation act and the enforcement of numerous laws relating to the employment of women and children in factories and workshops, together with other duties. In the circumstances it is not surprising that there has been a failure to co-ordinate all of the departments of the state insurance fund and to secure the most efficient results. In my opinion this can be accomplished by the appointment of a manager for the state insurance fund who would devote his attention solely to that organization, who would be charged with the duty of securing efficient results and who would be clothed with the necessary authority to accomplish that purpose.

In the foregoing recommendations I have not referred to the method of charging for compensation benefits to state and county employees, for it would require an amendment to the law to make the change which I think necessary in the interests of justice. It is manifestly improper to charge the same rate of premium for clerical assistants and for those engaged in more hazardous employment, such as highway work, electric light linemen, etc. If a county is to insure its employees for compensation benefits I can see no reason why it should not pay the same rates as other employers do, rates based upon the hazard of the occupation. This, however, is merely called to your attention for such use as you may see fit.

# SHALL THE STATE INSURANCE FUND PAY THE COST OF ITS ADMINISTRATION?

By C. B. GALBREATH

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When the state is called upon to conduct business in behalf of any enterprise, not educational or benevolent in character, the interest concerned is usually expected to pay the cost of administration. Thus it is that many of our governmental agencies are self-supporting. This is true of most of the inspectional service of the state. The state fire marshal, the commissioner of insurance, the commissioner of securities and the superintendent of banks and banking are examples of a few of the offices that are self-supporting.

Is the same true of the administration of the workmen's compensation fund? If not, whence comes the revenue for the conduct of this department?

Examination promptly reveals the fact that all the expenses of administering this fund are paid from the general revenue fund of the state.

The Ohio law makes a certain class of employes beneficiaries of the workmen's compensation fund. This fund is created and maintained by premiums paid by those employing not less than five persons. It does not apply to smaller groups of employes or to those laboring on their own account.

If the village blacksmith sustains injury while "swinging his heavy sledge" or the farmer while following the plow, no money or special favor is forthcoming to him for injuries received. While he gets no insurance he makes contribution to the treasury of the state to pay for injuries sustained by others.

Manufacturers and other employers of labor pay in premiums a sum sufficient to meet all losses of employes and their dependents from injury, disability or death but they do not pay all the costs of operating the workmen's compensation department. That expense at present is paid by the taxpayers of the entire state.

That the state should pay the operating expenses of the workmen's compensation law at the outset until supporting revenues were provided and a working system finally established is readily recognized. Such has been the policy of other states. But when premiums are ample to pay all awards, to provide the required reserve and a surplus sufficient to more than pay expenses of operation, there appears to be ground for the claim that the premiums should pay such expenses. The citizens

who insure their lives or property in private companies pay in premiums sufficient to meet all expenses including administrative charges. Recently the industrial commission of Ohio announced a surplus of over one million dollars above all necessary legal reserve, which is reported to have been distributed to those who paid the premiums — the concerns employing labor in the state — while the taxpayers continue to pay charges of administration amounting to about \$300,000 annually.

Pennsylvania and New York passed workmen's compensation laws and paid expenses of operation for a time, but soon enacted amendments to make their compensation funds self-supporting.

The provision of the Pennsylvania law on this subject reads as follows:

"The money paid in premiums by subscribers is hereby made available for the expenses of administering the fund. The board shall keep an accurate account of the money paid in premiums by the subscribers and the disbursements on account of injuries to the employes thereof, and on account of administering the fund; and if, at the expiration of any year, there shall be a balance remaining after deducting such disbursements, the unearned premiums on undetermined risks and the percentage of premiums paid or payable to create or maintain the surplus provided in section nine of this act, and after setting aside an adequate reserve, so much of the balance as the Board may determine to be safely distributable shall be distributed among the subscribers in proportion to the premiums paid by them; and the proportionate share of such subscribers as shall remain subscribers to the fund shall be credited to the installment of premiums next due by them, and the proportionate share of such subscribers as shall have ceased to be subscribers in the fund shall be refunded to them out of the fund in the manner hereinafter provided." Chapter 395, Sec. 11.

The provision of the New York law, which is similar in effect, is embraced in Senate Bill No. 220, which was introduced by Senator Whittemore at the adjourned session of the 83rd General Assembly. The bill in full is as follows:

#### "A BILL

"To amend section 1465-54 and supplement section 1465-102 of the General Code by the enactment of section 1465-102a, relative to providing for the payment of expenses incurred in administering the state insurance fund.

*"Be it enacted by the General Assembly of the State of Ohio:*

"SECTION 1. That section 1465-54 be amended and section 1465-102 be supplemented by the enactment of section 1465-102a, all to read as follows:

"Sec. 1465-54. It shall be the duty of the industrial commission of Ohio, in the exercise of the powers and discretion conferred upon it in the preceding section, ultimately to fix and maintain, for each class of occupation, or industry, the lowest possible rates of premium consistent with the maintenance of a solvent state insurance fund and the creation

and maintenance of a reasonable surplus, after the payment of legitimate claims for injury and death that it may authorize to be paid from the state insurance fund for the benefit of injured and the dependents of killed employes *and after the reimbursement of the state treasury for the expenses of administering said fund*; and, in order that said object may be accomplished, said commission shall observe the following requirements in classifying occupations or industries and fixing the rates of premium for the risks of the same:

"1. It shall keep an accurate account of the money paid in premiums by each of the several classes of occupations or industries, and the losses on account of injuries and death to employes thereof, and it shall also keep an account of the money received from each individual employer, and the amount of losses incurred against the state insurance fund on account of injuries and death of the employes of such employer.

"2. Ten per cent. of the money that has heretofore been paid into the state insurance fund and ten per cent. of all that may hereafter be paid into such fund shall be set aside for the creation of a surplus until such surplus shall amount to the sum of one hundred thousand dollars (\$100,000.00) after which time the sum of five per cent. of all the money paid into the state insurance fund shall be credited to such surplus fund, until such time as, in the judgment of said commission, such surplus shall be sufficiently large to guarantee a solvent state insurance fund.

"3. On the first day of July, 1917, and annually thereafter, a revision of rates shall be made in accordance with the experience of said commission in the administration of the law as shown by the accounts kept as provided herein; and said commission shall adopt rules governing said rate revisions, the object of which shall be to make an equitable distribution of losses among the several classes of occupation or industry, which rules shall be general in their application, *and provide for reimbursing the state treasury for expenses of administering the state insurance fund.*

"Sec. 1465-102a. The state insurance fund shall be available for reimbursement of the state treasury for expenses incurred in the administration of said fund. In the month of July, nineteen hundred and twenty, and annually thereafter in such month, the industrial commission of Ohio shall ascertain the just amount incurred by said commission during the preceding fiscal year, in the administration of the state insurance fund, and shall refund such amount to the state treasury. If there be employes of the commission other than the commissioners themselves and the secretary whose time is devoted to the general work of the commission and partly to the work of the state insurance fund, and in case there is other expense which is incurred jointly on behalf of the general work of the commission and the state insurance fund, an equitable apportionment of the expense shall be made for such purpose and the part thereof which is applicable to the state insurance fund shall be chargeable thereto.

"SECTION 2. That original section 1465-54 of the General Code be, and the same is hereby repealed."

The bill did not reach a vote in the senate. Its enactment into law would have stopped a drain upon the general revenue fund of the state to the extent of \$300,000 annually. The opportunity presented in this bill is still open to the general assembly whenever it chooses to act.

# STATE FIRE MARSHAL

Prepared Under Direction of

DR. L. D. URSON

By ARCH MANDEL

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## SOURCE OF INFORMATION

Interviews with the Fire Marshal, Mr. T. Alfred Fleming, the chief clerk; study of publications issued and survey of the system of records kept in the office.

## FUNCTIONS OF THE FIRE MARSHAL'S OFFICE

Under the statute, the state fire marshal is charged with the responsibility of,

- 1 — Investigating or enforcing by local officers the investigation of all fires occurring within the state.
- 2 — Arresting and prosecuting all persons suspected of arson or a similar crime.
- 3 — Inspecting buildings and ordering corrections of all defects rendering the structure dangerous from the standpoint of fire, or ordering demolition of structures.
- 4 — Inspecting all hotels and restaurants as to sanitary conditions and issuing licenses if approved.
- 5 — Inspecting and licensing all dry cleaning establishments.
- 6 — Keeping a record of all fires in the state, origin, losses and other statistics relating to the fire.

## ORGANIZATION

The fire marshal is appointed by the governor for a period of two years. All deputies and assistants are appointed by the fire marshal and removable by him for cause.

Expenses of the fire marshal's office are met from the fund paid into the state treasury by the fire insurance companies, and shall not exceed for any year, the amount paid in by the insurance companies. The law requires all fire insurance companies to pay annually one-half of one percent on the gross amount of premiums received by them from policies covering risks within the state during the preceding calendar year; this to be paid in addition to regular taxes.

For purposes of operation the state is divided into districts, each in charge of an assistant inspector. The water supply engineer and the electrical inspector work in all parts of the state, wherever needed.

## ACTIVITIES OF THE FIRE MARSHAL'S OFFICE

All the numerous activities of the fire marshal reduce themselves to three general classes —

- 1 — Investigation of origin of fires and prosecution of persons suspected of arson.
- 2 — Inspection of buildings and correction of defects; inspection and licensing of hotels and restaurants.
- 3 — Educational propaganda throughout the state looking towards the prevention of fires.

Ordinarily, investigation of the origin of fires is made by local officers, but in cases where the origin is unknown and further investigation seems necessary, the fire marshal's staff takes up the matter. The last printed report — 1918 — shows that 590 investigations were made by the fire marshal's office, resulting in 95 convictions.

In addition to investigating origin of fires, each assistant inspects buildings in his district for purposes of eliminating all conditions rendering a structure a fire hazard. This may mean repairs and alterations or the condemnation of the entire building. In 1918 the fire marshal's department made 11,971 "tear down and repair" inspections.

In those cities where the inspection service by the local department is adequate, the assistant fire marshal merely co-operates when he is called upon — to enforce orders issued by the local authorities or to assist in the investigation of fires.

At the 1919 session of the legislature, the fire marshal's office was saddled with the duty of licensing and regulating hotels and restaurants in all their phases — sanitary conditions, manner of handling and preparing food, health of employees and enforcement of laws against vice. This regulation and licensing of hotels and restaurants entails an inspection of all these establishments in Ohio.

The greatest permanent factor in the reduction of fires is education of the public, and this phase of the work has been developed to a high degree by the fire marshal in office at the time the field work of this survey was done. Through the press, through special bulletins, through talks before women's clubs, school children, etc., by means of fire prevention campaigns, direct education of factory owners, the fire marshal's office has carried on a vigorous campaign of education against carelessness and for watchfulness against those factors contributing to fires.

It was found that the fire marshal's department was operated aggressively and efficiently and that the system of records and reports furnished an effective control of the work.

## RECOMMENDATIONS

- 1 — **That the licensing and regulation of hotels and restaurants be transferred to the state health department.**

It is obvious that the matter of the proper handling of food, sanitary conditions of hotels and restaurants, the freedom of food handlers from communicable diseases are functions belonging properly to that department responsible for the prevention and control of disease. Furthermore, the inspection necessary before licenses are granted to hotels and restaurants duplicates the work of the health department in the cities, and when the work of the county health organizations is perfected, there will be further duplication of inspections outside of the larger cities.

- 2 — **That the inspection of buildings throughout the state for the purposes of eliminating fire hazards, now being carried on by the assistant fire marshals, be delegated to the inspectors of the division of workshops and factories of the industrial commission.**

The line of demarkation between the responsibilities of the inspectors of the division of workshops and factories, and that of the assistant fire marshals, is rather fine and sometimes difficult to distinguish. The division of workshops and factories seeks to eliminate those conditions which are dangerous to life and limb, in case of fire and other catastrophes. The fire marshal's office seeks to eliminate those conditions which in themselves make the building a fire hazard. For instance, the manner in which doors open is a matter for the division of workshops and factories, while the number and kind of exits is a matter for the fire marshal's office. However, in their inspections, the inspectors of the division of workshops and factories, cover the whole building and select for their reports and orders, those conditions with which they are concerned. It would be a comparatively simple matter for these inspectors to include, at the same time, all conditions which make the structure dangerous to life, or make it a fire hazard. In fact the distinction in many instances is almost impossible to make.

For an inspector to visit a building, inspect it thoroughly and to refrain from ordering corrections to obvious defects, because such orders "belong" to another department, not only results in a waste of time but may result in a serious loss because necessary corrections may wait until the "proper" department becomes cognizant of them. This is the situation under the present organization of the departments. On the

other hand, it is not inconceivable to have two recommendations made for the correction of a single defect — one by the fire marshal's office and another by the division of workshops and factories.

Another point to be borne in mind in connection with this combination of functions, is that the division of workshops and factories is charged with the enforcement of the existing building code and will also enforce the new building code which has been tentatively prepared.

By increasing the personnel of the division of workshops and factories, a thing possible because of the special fund contributed by fire insurance companies, it is felt that the safety of persons working in factories and mercantile establishments, and of school children and others occupying public buildings, will be greatly enhanced, because of the possibility of more intensive inspection and the consequent elimination of fire hazards. It is desired to emphasize the point that there is a distinct duplication of work, without any special benefits accruing from this double inspection.

- 3 — **That for purposes of investigating fires and prosecuting persons suspected of arson and similar crimes, a staff of three or more men delegated to this work solely, be employed by the division of workshops and factories.**

Under the law, all fires are investigated by local authorities and only in those instances where the origin of the fire is unknown or suspicious, does the fire marshal's office make an investigation. In such cases, it is desirable that particularly qualified persons make the investigation because of the delicacy and intricacy of the work. The employment of a special staff for this purpose would, it is believed, result in more effective investigation.

- 4 — **That the educational work in connection with fire prevention be carried on by a safety director of the division of workshops and factories.**

The division of workshops and factories employs a safety director whose sole duty it is to educate factory owners and the people in Ohio, generally, in taking precautions against accidents. The education for fire prevention is along the same line and can be done effectively by the same organization.

- 5 — **That the office of fire marshal, as such, be abolished.**

It is apparent that should the foregoing recommendations be carried out, all of the functions of the fire marshal's office

will be taken over by the division of workshops and factories and the department of health.

Should recommendation No. 5 not be adopted, it is recommended,

- 6— **That all deputies, inspectors and assistant inspectors be placed in classified service and be employed on the basis of merit rather than upon the basis of political affiliation.**

Considerable money is wasted by the state government because it must train, practically every two years, a new staff in the fire marshal's office. It takes at least six months before the men become proficient in their inspections and investigations. Furthermore, there is doubtless considerable loss to the citizens of Ohio generally, because of the employment of novices with the change of every administration.

# STATE OIL INSPECTOR

Prepared Under the Direction of  
DR. L. D. UPSON

By ARCH MANDEL

## POWERS AND DUTIES

Sec. 846 General Code provides that "It shall be the duty of the State inspector of oils to inspect all illuminating oils, offered for sale within the State, for consumption therein, as hereinafter provided in this act \* \* \* \* ."

## ORGANIZATION

The governor, with the advice and consent of the senate, appoints a state inspector of oils for a term of two years, and until his successor is appointed and qualified. The state inspector of oils appoints and may remove at pleasure, the number of deputies he deems necessary to make the inspection of oils.

At the present time the department consists of the oil inspector and forty-two deputies who operate in thirty-eight districts. In the office is employed one clerk.

Upon notification by a refiner or distributor of oil the deputy makes an inspection, stamping the container "approved" if the test shows a flashing point at 120 degrees fahrenheit, or if it shows a flashing point below 120 degrees, the container is stamped "rejected for illuminating purposes." All oil sold for illuminating purposes must contain the stamp "approved" or a certificate showing that it had been inspected and approved if in a tank car.

Section 865 General Code provides that "Gasoline, petroleum-ether or similar or like substances, under whatever name called, whether manufactured within the state or not, having a lower flash test than provided in this chapter for illuminating oils, shall be inspected by the state inspector of oils. Upon inspection the state inspector shall affix by stamp or stencil to the package containing such substance a printed inscription containing its commercial name, the word "dangerous", date of inspection and the name and official designation of the officer making the inspection."

## INSPECTIONS MADE

	<i>Barrels</i> <i>Illuminating Oils</i>	<i>Barrels</i> <i>Gasoline</i>
1917 .....	864,673	3,835,676
1918 .....	934,154	3,440,882
1919 .....	837,549	2,787,172

## FEES

"The charges paid by owners of oil for inspection are—For a single barrel, package or cask, twenty-five cents; when the lot inspected does not exceed ten barrels of fifty gallons each in the aggregate, for each barrel, fifty cents; when the lot inspected does not exceed fifty barrels of fifty gallons each in the aggregate, for each barrel, ten cents; when the lot inspected exceeds fifty barrels of fifty gallons each in the aggregate, for each barrel, three cents."

Collections and expenses of the office for the past three years are as follows:

	<i>Collections</i>	<i>Expenditures</i>
1917 .....	\$109,340 73	\$63,054 33
1918 .....	131,745 83	65,419 31
1919 .....	141,332 42	68,043 05

While the oil inspection insures that no illuminating oil, showing a flashing point 120 fahrenheit be sold, there apparently is no limit on the flashing point above 120 degrees fahrenheit. In other words, the quality of the oil is not insured by the inspection.

As far as inspection of gasoline is concerned, there is absolutely no benefit accruing to anyone, aside from the fact that the mark "dangerous" is applied. No standard of quality is set up and even if there were, inspectors at present are not qualified or equipped to make an effective inspection of gasoline. The state inspector of oils states that occasionally one of his deputies will apply the hydrometer test to gasoline. As at present carried on, a deputy might just as well send by mail the tags marked "dangerous" to be applied by the oil vendors. It is interesting to note that the so-called inspection of gasoline, which to all practical purposes might be discontinued, represents by far the largest product inspected.

Oil inspection can and should be made to provide benefits to the consumer as well as to the incumbents of the positions created by the law. The benefits accruing to oil producers and vendors is now of doubtful value, although inspection resulting in approval, relieves the vendor from all responsibility in case of accident.

## RECOMMENDATIONS

- 1— That the department of oil inspection as now constituted be abolished.
- 2— That the inspection of oils be carried on by the bureau of standards, recommended as a subdivision of a department of trade and commerce.
- 3— That the minimum standards regulating the quality of illuminating oils and gasoline sold in Ohio, be set up and enforced by the bureau of standards.

The benefits accruing to the consumer of oils in Ohio if this should be done are obvious. An adequately equipped laboratory would be provided to which samples could be sent where real tests could be made. At the present time the oil inspection department is not equipped to make effective tests of gasoline.

# PUBLIC UTILITIES COMMISSION

By GAYLORD C. CUMMIN

The organization, powers and duties of this commission are prescribed in the General Code in part as follows:

1. "The public utilities commission shall consist of three members, who shall be appointed by the governor with the advice and consent of the senate." They shall have overlapping terms of six years. (G. C. §487).
2. The chapter of the General Code providing for the organization, powers and duties of the commission "shall not apply to street or electric railroads engaged solely in the transportation of passengers within the limits of cities" (G. C. § 503).
3. Telegraph, telephone, electric light and power, artificial gas, natural gas, pipe line, water works, heating or cooling, messenger, signalling and railroad companies are specified as public utilities. (G. C. § 614-2).
4. Municipalities are given power to fix rates within their corporate limits. (G. C. § 614-44).
5. The laws under which the commission acts "shall not apply to any rate, fare or regulation now or hereafter prescribed by any municipal corporation granting a right, permission, authority or franchise." (G. C. § 614-47).
6. "A sum not to exceed \$75,000 each year shall be apportioned among and assessed upon the railroads and public utilities within the state by the commission", for the purpose of maintaining the department. (G. C. § 606).
7. The public utilities commission is given power:
  - (a) Over transportation powers and duties of public utilities as to passengers and property between points within the state. (G. C. § 503).
  - (b) Over railway tracks and crossing (G. C. § 585).
  - (c) To order gates, bells, etc. at railway crossings. G. C. § 588).
  - (d) To supervise and regulate public utilities and railroads. (G. C. § 614-3).
  - (e) To examine and keep informed as to general conditions, capitalization, franchises and manner in which properties are leased, operated, managed and conducted. (G. C. § 614-4).

- (f) To require a uniform system of accounts. (G. C. § 614-10).
- (g) To fix reasonable rates. (G. C. § 614-23).
- (h) To determine value of public utilities. (G. C. § 614-24).
- (i) To fix standards of service and measurements. (G. C. § 614-36).
- (j) To authorize public utilities to issue securities. (G. C. § 614-53).
- (k) To authorize dividends. (G. C. § 614-58).
- (l) At the request of council of any municipality to investigate and ascertain the value of any public utility used and useful for the service and convenience of the public where the whole or major portion of such utility is situated in such municipality. (G. C. § 499-8).

The public utilities commission is not of the greatest possible benefit to the state for reasons entirely beyond its control. The fact that at present the rate making power for utilities in municipalities is vested in their respective legislative bodies and that franchises given by municipalities can not be modified, changed or controlled by the commission takes away much of its chance to give a maximum of service.

A short discussion of the regulation of public utilities might not be out of place in this report to point out that the real interest of the public is best served by control of all utilities by some impartial tribunal.

The public is primarily interested in getting adequate service from the utilities by which it is served. It should get this service at the lowest price at which the service desired may be secured. It is quite evident that if not enough is paid for service the service will deteriorate, and if too much is paid the public is being exploited. Most franchises specify fixed rates during the life of the franchise. Each party to this form of contract is making a wager. The public bets that the rate specified is the lowest for which adequate service can be secured; the utility bets that the rate specified will earn them their costs plus a profit. The interesting thing about this wager is that whichever party apparently wins the public invariably loses either in too high rates or failure to get adequate service.

It is also perfectly clear that costs of service can not remain constant through a long period of years, and this fact has been strongly emphasized by the happenings of the last few years.

The cost of service is a matter of fact not theory. It is true that the *exact* valuation and the *exact* depreciation can not be secured, but close approximations are possible, and will give a rate base fair to both public and utility. The utility is entitled to a fair rate of return on the capital actually and prudently invested, and unless it gets such return it is financially unable to give desired extensions and service. The public has

never made anything by driving a utility into bankruptcy and never will. A square deal to both public and utility is to the public's best interest.

It would appear that the fairest form of franchise would be one in which fluctuating costs were considered so that the element of chance would be eliminated as far as possible and the public would continually get service at as low a price as was consistent with the service given. This leads naturally to the so-called service-at-cost plans such as the well known "Tayler Plan" used for street railroads in Cleveland and other cities. This plan still has a fundamental weakness in that no incentive is given the utility to cut its costs but this can easily be corrected by allowing the utility a slightly greater return when rates are lowered. This is a form of franchise where neither side can win without the other side doing the same.

Regulatory bodies are often looked upon by the public as being placed in office as the advocates of the public only, but the entire theory of regulation falls to the ground unless the regulatory body preserves a judicial attitude and protects the interests of both public and utility. As is indicated above, the basic interest of the public is best conserved by this attitude.

A state public utility commission generally builds up a technical staff of engineers, accountants and statisticians who become particularly skilled in the intricacies of determining fair rates. Are not the people in the municipalities best served by having rates controlled by such a body on the basis of cost of service rather than by hit or miss franchises? Again when a utility serves several adjacent municipalities is it possible for the several legislative bodies to secure fair rates and good service for their respective communities without reference to the utility as a whole?

The public generally would have their interests better conserved by having all utilities under the control of a state public utilities commission, even to the extent of abrogating the rate and service standards contained in existing franchises.

A less radical readjustment would provide that all new franchises must be passed upon by the state commission perhaps providing that nothing but modified service at cost of franchises be allowed, that the elements entering into cost be finally determined, and that proper control be provided by the public utility commission. The public's interest would still be amply protected even in case of a poor commission as the courts would still be available to prevent injustice.

No positive recommendations along this line are made because it involves matters of public policy which must be decided by the people of the state.

There is a bill now before the general assembly aimed to correct a weak spot in the present law which left the commission without power to suspend a rate schedule filed by certain utilities pending investigation as to the rates being reasonable. This correction should be made.

This department is further charged with power to investigate accidents, to make and enforce service requirements of all kinds as well as to regulate rates, etc.

RECOMMENDATIONS.

1. **That the public utility commission constitute a separate department with three commissioners as at present.**

A public utility commission exercises both semijudicial and administrative functions, and a several-headed control is justified. It is believed that such a commission should not be under the control of any department.

2. **That if it becomes necessary in any case for the commission to make a valuation of a utility, the cost thereof shall be shared equally by the utility and the political subdivision involved.**
3. **That should any political subdivision or any utility request the commission to make a valuation of a utility, the entire cost shall be paid by the petitioner.**

There is good reason for the state paying the expense of its semijudicial and regulatory functions, even though reimbursed by a special tax on the utilities, as this is a service for the public at large in carrying out a public policy. A valuation of a utility is distinctly a service of special benefit to the parties involved and should be paid for by the recipients. There is sometimes a tendency for cities to ask the commission for a valuation chiefly because it is the only way to get it done for nothing, and is therefore a safe line of attack for a public utility bairer with his eye on political preferment. The remedy suggested above will discourage useless valuations. The commission has apparently prevented any abuse of this privilege by municipalities by refusing to make valuations, but the danger is there and a statute as suggested will relieve the commission of possible trouble. The state now appropriates annually for this service \$68,000 which might be saved.

4. **That the statutes upon which the commission is based be rewritten and codified into a public utility code.**

The basic statutes have been amended and added to from time to time and it is believed that they may be both shortened and simplified if entirely rewritten.

# EDUCATION

By DR. WILLIAM H. ALLEN

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## STATE LEADERSHIP IN OHIO EDUCATION

The beautiful building shown on page 306 houses a state department of public instruction with its state library and travelling libraries. The state is not Ohio. This report opens with a neighboring state's attitude toward its state department of public instruction as a means of emphasizing certain next steps that Ohio should take at once. Even though housed in cramped, unbeautiful and unsatisfactory quarters such as are now allotted to Ohio's state department of public instruction in the basement of the state house annex, a state department can have vision and can efficiently lead in school work.

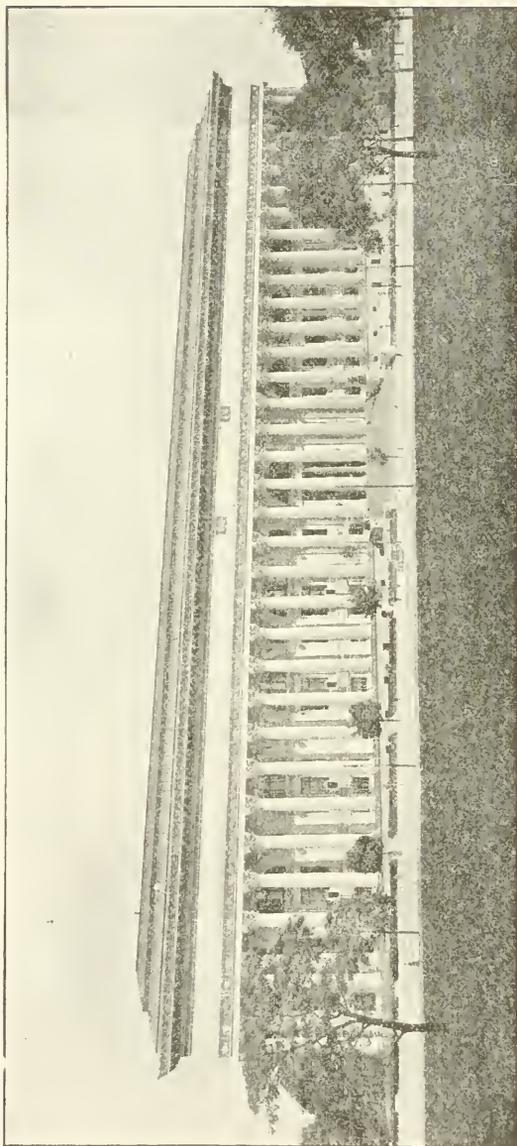
The rural school code distributed from a dingy basement room has revolutionized rural schools in Ohio and perhaps done more for them than has been done for the rural schools of New York from a beautiful Grecian palace.

Ohio school high spots such as State Superintendent Pearson printed in the March issue of the *Ohio Educational Bulletin* and the appeals of earlier Teachers' Week bulletins tell their encouraging and stimulating story as plainly as if they had been issued from a beautiful education building.

Nevertheless, there is an important significance in the contrast between New York and Ohio in the housing of a state department of education.

That contrast goes beyond office space, window views, and architecture to the attitude of the people who have the children and pay the bills. The people of New York state care no more for education than the people of Ohio. It is simply that New Yorkers have insisted upon advertising their interest in education and their provision for state leadership in education as the people of Ohio have not yet done.

Additional office space will be needed if the state department of public instruction is reorganized to meet next year's requirements as suggested in this report. It is recommended that instead of securing additional basement space or loft space the legislature ask the state department of public instruction to report a plan for an educational building adequate to house the Ohio board of education, the circulating library, all examining services, a state art commission, if one is created, and



NEW YORK'S STATE EDUCATIONAL BUILDING.

educational exhibits by the archæological and historical society, state universities, normal schools and unofficial agencies engaged in promoting public education.



OFFICES OF OHIO'S DEPARTMENT OF EDUCATION.

In the basement of the Judiciary Building, or "Annex" as it is generally called are the offices of the superintendent of instruction and his staff. These offices are lighted by the two dark basement windows shown above.

If space remains for other activities such a building would be an appropriate home for the state board of charities. If for reasons of economy and architectural fitness it should finally prove advisable to house the education department with a number of other state departments it is suggested that the importance of education be definitely recognized either by naming the structure the Ohio Education Building or by giving preferential advantages of location and space to the state department of public instruction.

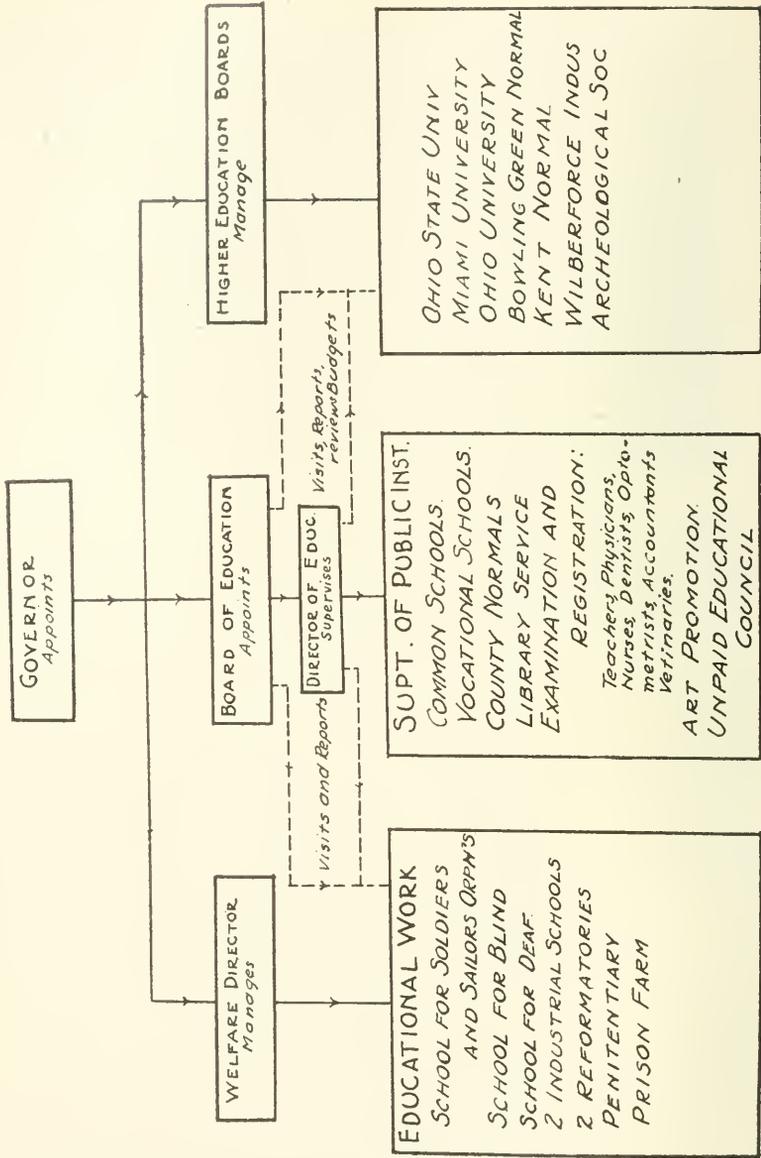
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### OHIO'S STATE SUPPORTED EDUCATION

Under the school revenue act of 1920 half of public taxes in Ohio will soon be going to free education. For discharging its responsibility for a many-sided educational program the state of Ohio now uses the following organizations:

- 1—A state department of public instruction (over one million pupils) at the head of which is a state superintendent of public instruction, a constitutional officer appointed by the governor without the approval of the senate for a term of four years. So far as supervision is given to free public schools it is through this officer and department.

PROPOSED STATE EDUCATIONAL ORGANIZATION FOR OHIO



- 2—A state board of education for the administration of federal vocational aid (Smith-Hughes) appointed by the governor with the advice and consent of the senate.
- 3—Three universities—Miami (1033), Ohio (1023), and Ohio state (6608)—each separate from the others, each having its own board of trustees appointed by the governor with the advice and consent of the senate. By present law the Ohio state university is not allowed to maintain a normal school which as interpreted means a school for training elementary school teachers, and Miami and Ohio universities are prohibited from maintaining graduate schools.
- 4—An agricultural experiment station is maintained at Wooster under a separate board of trustees named by the governor with the advice and consent of the senate.
- 5—Two normal colleges are maintained at Bowling Green (240) and Kent (209), known in the law as normal schools but in practice by the self-assumed name normal colleges which give four-year courses, with separate boards of trustees named by the governor with the advice and consent of the senate. In addition there are normal colleges known in the law as normal schools at Miami and Ohio universities under separate deans but responsible to the same presidents and trustees as other collegiate departments of these universities. Furthermore, each of these four normal schools maintains its own extension service primarily for teachers already at work in schools. These extension courses are tied up with the all-year courses and summer courses and serve both as feeders to the normal schools and trainers of teachers in service.
- 6—Thirty-five county normal schools (600 students) are maintained by joint state and county each under the supervision of the county superintendent of schools and department of public instruction working through a normal school director.
- 7—Combined normal and industrial department of Wilberforce University (194 Ohio students, 575 total), free school for negroes with free room rent under a board of nine trustees, five named by the governor by and with the consent of the senate, three chosen by the trustees of Wilberforce university, and the ninth the president of that university ex-officio.
- 8—The soldiers' and sailors' orphans' home at Xenia (650) under a board of trustees named by the governor with the consent and advice of the senate.
- 9—Six school departments in the girls' industrial school at Delaware (450), boys' industrial school at Lancaster (1200), women's reformatory at Marysville (140), men's reformatory

at Mansfield (1400), the penitentiary at Columbus (2000) and the new prison farm at London (200), each of these being under executive officers responsible to four members of the board of administration appointed by the governor with the advice and consent of the senate.

- 10— Two state schools for the blind (180) and for the deaf (470) both at Columbus and both under the board of administration appointed by the governor with the advice and consent of the senate.
- 11— The state library service with its extension work, traveling libraries, library information service and its state library belongs in this category of state supported educational work.

No central control or leadership now exists for these separate services. No organization for team work or conference or mutual understanding and helpfulness exists. The three universities and two normal schools have a delegate council that was created to bring about cooperation and is capable of effecting a spirit and method of team work. The relations are still, however, quite rudimentary and do not reach far beyond team work in securing increased salaries and other appropriations from the legislature. Between this council and other educational forces there is no cooperation. The state department of public instruction while enjoying friendly relations is isolated and insulated so far as the programs, methods, problems and results of all state educational agencies except the schools immediately under its jurisdiction are concerned. In the autumn of 1919 inspections were made of the girls' and boys' industrial schools at the request of the board of administration with results which indicate the need for frequent and responsible visits and reports by it upon educational standards in correctional institutions and all other state supported educational institutions.

This lack of organization and co-ordination seems so contrary to modern standards of competent management that many Ohio educators have demanded a single central executive who shall be responsible for the state's part in managing and directing education from the isolated child in rural districts to graduate research work at Ohio state university. Three methods of reorganization have been considered:

- 1 — **Place all state educational service under one single board with a single executive** who shall be responsible for naming the heads of all separate services like the presidents of the three universities and the two normal schools, the superintendent of the combined normal and industrial department of Wilberforce, the principals of the schools for the blind and the deaf, the educational heads in correctional institutions, etc.

- 2— **Place the universities and normal schools under a single board and all other educational services under a state board of education with one executive officer.**
- 3— **Combine facts about educational services before administrators are combined** and to that end leave the management of institutions in the main as it is now but **give to a re-organized state department of public instruction responsibility for studying 103% of Ohio's school needs and school work and for reporting facts about all school activities and needs to the governor, legislature and public.**

The third procedure is proposed for the following reasons:

Until more information is available a single board for administration of all universities, normal schools, industrial schools and public schools must work largely in the dark and without the means of counteracting criticisms and opposition that would certainly develop from alumni of state institutions and from partisans of the present system.

Centralization without information equally shared by all parties to it almost inevitably becomes autocracy that levels down and punishes initiative. To give one executive administrative responsibility for school work in rural districts, cities, industrial schools, county and state normal schools and three universities would under present conditions mean that one or several phases of Ohio education would be neglected. While it would be serious enough to have higher education neglected or teacher training there is danger that such centralization would result in the neglect of the basic educational work for elementary and secondary schools. On paper such centralization would look business-like. In practice in a state as large as Ohio, where so much needs to be done for each branch of education, it would be unbusiness-like and reactionary.

The proposal to combine the three universities under a central board with the two normal schools is more feasible. If everyone, a great majority or an aggressive organized minority in Ohio wanted it done, it would be an interesting experiment to put over these higher institutions a chancellor with responsibility for naming the presidents, for raising standards and for effecting team work. The fact is, however, that there is not a small active minority organized to support such a proposal. Many leading educators have seriously urged it. The time may come when it will be desirable. There is a way of working such an organization which would enable Ohio's normal schools and universities to do vastly larger and better work for a time. The step is not suggested for 1921 because opposition to it has already been organized and entrenched. Miami and Ohio universities have alumni throughout the state who prefer to look at educational problems through Miami and Ohio glasses. The numerous alumni of Ohio State University would want a merger with other univer-

sities only on condition that Ohio state university dominate the combination. Nowhere is there a body of information which shows the similarity of purpose and of service in a way that makes a merging seem an obvious need.

The utmost that is considered practicable in the way of next steps for Ohio is to postpone the remobilizing and concentrating of individual officers with two or three significant exceptions and to organize for securing and publishing information respecting 100% of Ohio's educational needs and services.

The following next steps are recommended as immediately practical and, when taken together, as far reaching in their promise of new educational statesmanship and engineering:

- 1 — **That an Ohio board of education be created as head of the state's educational system** with preferably five members, certainly not more than seven, to be appointed by the governor with the consent of the senate.
- 2 — That the powers and duties now vested in the state board of education (for vocational education), the state library commission, director of Americanization, state board of school examiners and the several examining boards for medicine, osteopathy, nursing, etc., be transferred to this new single central Ohio board of education.
- 3 — **That the executive work of this central board be discharged through a director of education** to be named by the board at a salary fixed by it and to have responsibility for appointing with the board's approval all subordinates except the present constitutional officer, the superintendent of public instruction.
- 4 — **That the powers and duties of the present superintendent of public instruction be transferred to the central board of education** with provision that the assignment of this officer, whose present salary, \$4000, must continue for four years subject only to constitutional amendment, be by the director of education.
- 5 — **That the law creating a central Ohio board of education specify the services which will be expected from it** — supervision of rural, elementary and secondary schools; surveys; visiting of all state educational institutions and of private teacher training colleges whose certificates are validated by the state department; free information and employment service; review of educational budgets against a background of public school needs; group and regional conferences and other services as later herein listed and elaborated — but without

limiting by statute the organization necessary for discharging these services. Continued growth will be more certain if the board and executive are held responsible for fitting organization to new needs than if the law sets up machinery.

- 6— **That the Ohio board of education be required through its executive to study all Ohio educational activities,** their reports, catalogues and other publicity, to report upon them against a background of public school needs and to report a consolidated educational budget with recommendations as to those steps most needed by the whole state.
- 7— **That the cost of maintaining a state department of public instruction be provided for out of the general school fund and be definitely recognized as a minimum essential of public school work.**
- 8— **That the separate boards for three universities and two normal schools be continued for the present.** To place all teacher training schools under one board is impractical so long as Ohio and Miami universities have normal schools within their organization and so long as Ohio state university has a college of education. To place one board over the two separate normal colleges could accomplish little unless it could start anew without commitments to presidents and faculties. A co-ordination of teacher training effort must follow more aggressive leadership and comprehensive study and publicity by a central board of education.
- 9— **That the combined normal and industrial department of Wilberforce university be completely divorced from Wilberforce university** as outlined in a separate section of this report, and, if continued, be called Ohio normal and industrial institute.
- 10— **That the Ohio soldiers' and sailors' orphans' home at Xenia be placed under the director of welfare administration.**
- 11— That each of the three universities and two separate normal colleges be **required to organize a division of administrative research and reference** for the current study of its own problems methods and product.
- 12— **That the Ohio state university be authorized and expected to organize extension work through both field classes and correspondence** in subjects and in territory that cannot practically be covered by the extension courses of Miami and Ohio universities and by Bowling Green and Kent normal colleges; and that it offer late afternoon, evening and Saturday classes in Columbus for teachers and others who are employed.

- 13 — **That the normal colleges be authorized and expected to continue their extension work for teachers** as an important means of recruiting young men and young women for teaching and of helping them grow professionally and personally after they begin teaching.
- 14 — **That research work at Ohio state university** — by faculty members for promotion of science and for self-development, by students under faculty direction for training and research and for assistance to the state — **be not only encouraged by state appropriations but be required by state budget makers.**
- 15 — **That non-resident students**, excepting possibly those on scholarships from foreign countries, **be required to pay tuition at all state supported institutions** for the double purpose of putting the burden where it belongs while relieving Ohio taxpayers and of emphasizing Ohio's obligation to Ohio students: (See separate section.)
- 16 — **That rotary funds or investment funds be appropriated to educational institutions** to be used for building up departments, not for new undertakings or operation expenses. For example, the college of agriculture cannot possibly develop a strong herd of best milkers and breeders if it is unable to trade or to sell and buy without paying receipts into the state treasury and receiving new budgetary authority for making purchases. Similarly profits from a boarding department should be available for raising the standard of board or for increasing the facilities of boarding halls, and the working capital of supplies in a laboratory should always be available without running to the State House for permission to buy some new chemicals or new mechanical devices.
- 17 — **That investment in student dormitories be made for all of the state supported institutions and extensive investment for the Ohio state university on the understanding that these investments shall pay interest and carrying charges.** Ohio taxpayers will more readily appropriate money as a permanent interest-earning investment than as a gift to the favored few who are able to maintain themselves without earning while attending the university. Similarly extension of dormitory facilities is indispensable at the two separate normal schools if the state is to recruit the necessary number of teachers.
- 18 — **That all state supported institutions list clearly in their annual and biennial statements their principal needs** so that

taxpayers and possible private donors alike will see opportunities for productive and patriotic investment.

- 19— **That Ohio adopt as a state policy the development of junior colleges**, that is, colleges to be maintained by state aid, by cities, groups of cities or counties for the first two years of college; and that state institutions, particularly Ohio state university, assume leadership in adjusting courses of study and recognition of instruction given by cities and private colleges which will secure the widest possible instruction in elementary subjects near or at student residences and shall leave Ohio state university free to do strictly university or advanced work including research and experimentation.
- 20— **That the aggressive state wide effort to recruit the ablest, strongest and very elect of Ohio's young people into teaching which started with Teachers Week, 1920, be continued** by the state department of public instruction aided by far more comprehensive publicity programs by the normal colleges and particularly by Ohio state university's college of education.
- 21— **That a representative state educational council be created** as a means of enlisting unofficial citizen attention to Ohio's educational problems and to the efficiency of Ohio's educational organization and machinery.
- 22— That in addition to the supervision and audit here suggested by the state department of public instruction for all educational activities, **the auditor of state and the budget commissioner be encouraged and expected by legislative finance committees to audit operation results and publicity methods of these educational agencies.**

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## OHIO'S STATE DEPARTMENT OF PUBLIC INSTRUCTION

Ohio wants not only schools and enough schools, but enough schools of the best kind.

Seldom has such emphatic action been taken by any public through its elected representatives as the action of the Ohio legislature last week in unanimously voting in both houses of the general assembly additional revenues and power to vote revenues for public schools that exceed all present plans for spending.

To take full advantage of the additional possible revenues and to comply with the state-wide demand for better work by schools, Ohio needs to furnish through its state department of public instruction more different kinds of help than it is now furnishing to rural and village

schools, to its city school and to its county normal schools. The state's organization for serving individual schools should be sufficiently varied and specialized that it will be able to fit each local need. It should have the most complete information and the most expert advisers and helpers with respect to kindergarten work; elementary work, in reading, history, geography, current events, manual training, etc.; home projects and other out of school projects in learning by doing; best purpose and method in individual high school subjects; methods of studying and organizing committees, locating schools, and planning school buildings and programs to fit community needs; changes needed in school curricula and in length of the school course; methods of using so-called standard scales and measurements so as to locate pupils and teachers who need special help. It needs an up-to-date employment bureau for bringing together schools that needs teachers and teachers that want schools. It should be equipped to make surveys of local and county systems and continuous high spot studies, always acting as searchlight for analyzing school experiences and as distributor of knowledge about most helpful practices inside and outside Ohio. See the three printed lists of high spots in the country's teacher training schools, and state departments of education and in Ohio county and city schools collected for your committee's educational studies by joint request of the state superintendent of public instruction and heads of Ohio teacher training schools, president of the State Teachers' Association, and your agent.

Moreover, this helpfulness should henceforth go several steps farther in two directions: 1, the state department should supervise the educational work in the state's two industrial schools, two reformatories and penitentiary; 2, it should gather, receive and publish significant facts about the three universities, two state normal schools and all privately supported colleges that are training teachers for public schools under state certification and about the relation of these institutions of higher learning to other publicly supported education.

The initial proposals that follow do not involve any protracted debate. Issues which are known to be in serious controversy or even in reasonable doubt are taken up later. Only such action is first proposed as has clearly been called for by Ohio educators who have written or spoken to the joint legislative committee on administrative reorganization, by reiterated and obvious needs of Ohio's schools and by experience in Ohio counties and cities and in other states.

With almost complete unanimity several hundred individual superintendents and faculty members have voiced the same request as the state board of education by resolution and the legislative and executive committees of the Ohio State Teachers Association by resolution; and the editors of the two Ohio school journals that speak to and for Ohio's teachers have urged the steps that are here suggested. During the National Educational Association Convention in Cleveland on February

26, 150 Ohio educators after hearing the proposed reorganization outlined, and after questions and answers regarding it, offered assistance in securing state-wide understanding and support of it.

This is the proposal in brief :

- 1 — **Create the Ohio board of education**; of preferably five but not more than seven members; to be selected and appointed by the governor without reference to party affiliations; one term to expire each year; the board to meet monthly or oftener from September through June; to forfeit membership if absent from two consecutive meetings without a recorded and accepted excuse.
- 2 — **Provide that the expenses of the Ohio board of education be borne by the common school fund** for the purpose of emphasizing the fact that this central service exists only for the purpose of promoting the common schools and to prevent the crippling of this service for reasons having to do with other state activities not provided for in mandatory taxes.
- 3 — **Give the board all the powers now held by the state board of education for administering the Smith-Hughes law**, which merger the state board of education by resolution of January 19th asked the joint legislative committee on administrative reorganization to recommend; and abolish the present state board of education.
- 4 — **Give it all powers now possessed by the state superintendent of public instruction** i. e. use the authority vested in the legislature by article 6, section 4 of the Constitution, which says that the superintendent of public instruction shall possess "the powers and duties now (September, 1912) exercised by the state commissioner of common schools **until otherwise provided by law** and with such other powers as may be provided by law."
- 5 — **Give this central board power to name a director of education**, naming if it wishes the state superintendent of instruction, or if the latter is not named as director to assign him to duties under the director.
- 6 — **Give it power to reject or confirm the director's nomination for subordinate positions** in the department but require it after it has once named a director and accepted and approved his appointments to work through the director, leaving to him all administrative and executive relations with his subordinates.
- 7 — **Give the central board power to fix all salaries in the state department of public instruction** and to create or abolish

positions within budgetary provision made by the legislature. The constitution, article 11, section 20, forbids changing the compensation of an officer during his existing term unless the office be abolished. The superintendency being a constitutional office cannot be abolished except by amendment of the constitution, and the only time that its salary can be changed is prior to a new incumbency. The power to fix the future salary should rest with the state board.

- 8— **Give the central board the duty to inspect or to have inspected and to report annually to the governor and to the public upon the educational work of the girls industrial school, boys industrial school, Ohio state reformatory for men, Ohio reformatory for women, penitentiary, school for the deaf, school for the blind, Ohio's soldiers and sailors orphans' home at Xenia, and the archaeological and historical society.**
- 9— **Give it the duty to report annually (1) upon the needs of the five state colleges for teacher training at Bowling Green, Kent, Oxford, Athens and Columbus, the Wilberforce combined normal and industrial department, and all county normal schools and private colleges that train teachers for state certification, and (2) upon the state's need for students in training for teachers, for teacher training work and for continued training of teachers after they begin teaching.**
- 10— **Give to the central board the duty to visit and to have visited the three state universities and to report upon their services to the state, upon the state's need for services not yet rendered or not adequately rendered by the universities, and upon the universities' needs if they are to do for the state what it should have done.**
- 11— **Give to the board's director of education the right in person or by delegation to a voice without a vote at the board meetings of all state-supported educational institutions and require that all formal and interim reports that are sent to the trustees of these various institutions shall be sent to the director of education.**
- 12— **Require the Ohio board of education to report biennially upon all educational activities in Ohio, and upon the needs of all publicly supported education with recommendations as to next steps which the state and its divisions — district, county, city — should take.**
- 13— **Require it to report to the governor, to the legislature, and to the public at the first legislative session after its crea-**

tion a **plan of internal reorganization for the department, so far as legislation may be needed.**

14 — **Charge the new board with responsibility for sending the following to the governor when a vacancy is about to occur in the constitutional position of superintendent of public instruction:**

- (a) A definition of the duties of the post in the board's organization.
- (b) A list of qualifications of training and experience necessary to fill such position satisfactorily.
- (c) The names of three persons known to the board to possess such qualifications, with a statement of the board's reasons for including each name.

While it is true that the governor is free to disregard such information when exercising his constitutional power to name a superintendent, it is also true that few governors would entirely disregard such information or would name a person not on the list who did not possess equal or superior qualifications.

The reason for suggesting early action toward the creation of an Ohio board of education, is that a new term for the state superintendent of public instruction begins in 1920. If the governor makes a new appointment to the superintendency that inspires state-wide confidence, it will add greatly to the department's effectiveness to have a continuing non-partisan board back of that appointee. If the governor should name one that does not command state-wide confidence, a board possessing powers over policy with the right to reject unqualified assistants and to fix salaries, and if need be to name a director of education other than the state superintendent of public instruction, would inspire confidence and would assure the people of the state that there need be no delay in taking the steps which they see should be taken by the state department of public instruction.

One board of education is needed in any case in order to obtain federal Smith-Hughes money for teaching domestic science, agriculture and vocations. If nothing were to be accomplished by the action proposed but the mere stopping of a dual school system, vast good would result. The same minds that are apportioning federal aid for teaching domestic science, agriculture and industrial subjects and directing these kinds of work, should be responsible minds in directing the development of the entire school system. Even the present state board which would be abolished favors this action.

A board with legislative powers, working through a single executive responsible for educational results, has produced and is producing ever improving results in Ohio counties and cities. The state is ready for a similar type of organization for the direction of its state education.

It is true that an able executive without a board can also accomplish vast results for education. This has been repeatedly proved by Ohio commissioners and superintendents. For such an executive there are certain advantages in being responsible to no one but the governor. To secure such advantages in the case of several other state services, including the management of the hospitals and penal institutions, we have recommended to your committee that a board give way to a single executive. The board should give way to single heads at every point where the work involved calls for decision and execution. Boards, however, may properly be employed where debatable policies must be worked out. In the organization here proposed for the state department of public instruction, it is suggested that the board be confined to matters requiring conferences, discussions, determination of policies and legislation, and review or test of results. Once having fixed its policy, the board should be required to work through the executive officer whom it has selected without the slightest interference with him in the direction of his subordinates or in the execution of policies which the board has voted.

This method retains the advantages of a single head which Ohio has enjoyed for many years, with the advantage of a board which Ohio has successfully employed for city and county schools.

It has the further and final advantage that it will not only make it easy to take the department of public instruction "out of politics" but will make it seem easy and will make the public believe that politics will be eliminated. Heretofore, until the constitutional amendment of 1912, the state department was in politics to the extent that candidates on political platforms were nominated by different political parties and competed for the commissionership of education. Under the present constitution, two superintendents have been named, a democratic superintendent by a democratic governor, a republican superintendent by a republican governor. The present governor says he will welcome the establishment of a board because he deprecates the tendency which he states is by no means limited to so-called "party politicians" to try to play politics with the state department of public instruction whenever a new vacancy is to be filled.

[November, 1920—A second democratic superintendent has been named by a democratic governor,—formerly his republican predecessor's deputy.]

The creation of a board whether named by the governor as suggested or otherwise, will not entirely eradicate the possibility of political interference so long as the governor has the naming of even a superintendent of public instruction subject to the board's assignment. With respect to all other divisions of the work politics can be removed and an atmosphere created which will render it vastly easier for future governors to choose superintendents without regard to political considerations.

Once a central board is created for a big service and with power to assign the superintendent, governors will welcome opportunity to name a superintendent capable of fitting into a big service program.

In conclusion, immediate legislation is proposed within the present constitutional limitation as to the appointment of a state superintendent by the governor, because this is a difficult time to secure either public or legislative attention to constitutional amendments, and because without changing the constitution notable progress can be made even between now and the earliest possible date for voting on any proposed amendment. Using its present powers the general assembly can secure a reorganization that by the end of the school year 1920-1921 can easily have a program under way which will enable Ohio to take a place second to none in helpful state supervision of education.

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## INCREASE THE SALARY OF OHIO'S STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

### REASONS FOR EARLY CONSIDERATION BY THE LEGISLATURE.

SUBMITTED JANUARY 22, 1920, TO THE JOINT LEGISLATIVE COMMITTEE ON ADMINISTRATIVE REORGANIZATION.

On February 15th, the present term of the state superintendent of public instruction will expire.

On that date, the governor may, without confirmation by the senate, begin a new term of four years for a re-appointment or newly appointed, superintendent. This new term will run for four years, no matter what action the legislature may later take with respect to the reorganization of the state department of public instruction, unless after action by the legislature the people should vote a constitutional amendment changing the term.

In seeking persons eligible to lead and direct Ohio state's many sided interest in education, which now costs state and municipal funds annually \$68,000,000, and will soon take half of all taxation, the executive is unavoidably influenced by the salary he can offer. For \$4,000, the present statutory salary, he can find persons whom other positions are seeking at about \$4,000. There is a possibility that persons with private income, and possessing qualifications for the office and capacities which competitive positions would offer more than \$4,000, would be attracted by the opportunities for service which the state superintendency offers; it is however unsound public policy to fix official salaries upon the gambling chance that men of private income will accept a state salary for posts like this at a great financial sacrifice.

For the present salary, \$4,000, the governor can reasonably expect to find only the type of person who before the recent shrinkage of a

dollar's purchasing power, could be interested in positions paying about \$2,000.

To attract in 1920 the same caliber of educator which was contemplated when the salary was fixed at \$4,000, it would be necessary to offer from \$8,000 to \$10,000. The state which has most recently named a superintendent, Pennsylvania, is paying \$12,000, fixed by the governor himself at \$2,000 above his own salary.

This problem is raised with the joint legislative committee on administrative reorganization in advance of our final report on educational reorganization, because it does not seem fair to the million children and students in Ohio's publicly supported schools, teacher-training schools and universities, to continue for four years more a limitation upon the state's ability to promote its education.

Instead of taking a step backward at this time, the people of Ohio, as hundreds of letters to your committee have shown, want to take many steps and long steps forward, and are more conscious than ever before of wanting aggressive and constructive leadership by the state superintendent of public instruction.

Although the state superintendent, even with the present too limited powers and program, is the nominal head of Ohio's public school system, his salary is less than or the same as that of thirteen different county superintendents; \$8,000 less than Cleveland's pre-war salary for city superintendent, and \$6,000 less than Cleveland will pay when it advances a present assistant superintendent; \$6,000 less than Cincinnati's pre-war salary; \$2,150 less than Dayton's pre-war salary; \$6,000 and house less than Ohio state university pays its president; \$2,000 less than Ohio university pays its president; \$1,000 plus house less than Miami pays its president; \$500 less than either of the two normal schools, having present regular enrollments of but slightly over 200 each, are paying their presidents; \$800 less than the dean of agriculture and \$1,000 less than the business manager is paid at Ohio state university; the same as seven deans at the Ohio state university responsible for from 102 to 2,318 students; only \$500 more for superintending work for one million Ohio students than the dean of the college of homeopathic medicine receives for superintending 21; but a fourth more than the superintendent of Willberforce combined normal and industrial school; less in purchasing power than the superintendent of the Ohio reformatory for women and her husband receive (\$2,800 plus living) for caring for 150 women; less than the superintendent of the girls' industrial school and her husband receive (\$2,800 and living); the same, without living for self and family, as the superintendent of the state hospital for the criminal insane receives; \$3,500 less than the director of the bureau of juvenile research.

The disparagement of the state superintendency of public instruction, and the too small conception of the work it should do for the

state, are further emphasized when we remember that with one exception these contrasting salaries are at pre-war rates, and that the need for fixing this salary at a higher level is not dependent upon recent increases in cost of living and decreases in the purchasing power of the salary now paid that office. Had there been no increase in cost of living, there would still have remained the necessity and expediency of placing this salary at a much higher level.

Unless the salary of the state superintendent is changed and made compatible with the opportunities and duties of that office, the state cannot reasonably expect the executive to secure an educator who is at one time both willing to accept the post and equal to its responsibilities.

Furthermore, if this salary is not increased in time to influence the appointment, the legislature will find itself confronted by conditions which may easily jeopardize the prospect of forward steps which are universally conceded to be necessary in the state's educational work. It will naturally hesitate to give larger power and expanded organization to a superintendent willing to accept the position under the present salary disparagement. Yet it will have no other alternative if it leaves the superintendent the acting head of the state's public school system, except to continue such limitation of capacity for four years, or else to propose an amendment to the constitution, which if confirmed by popular vote, might end the term within a year.

Evidence has literally poured in upon the joint legislative committee on administrative reorganization that the people of Ohio want early action without waiting for a constitutional amendment; that Ohio wishes from its state department of public instruction an educational leadership and helpfulness second to none in the land; that it wants the head of its educational system to deserve a salary and to rank in salary second to no other public educational leader in the state; that it does not wish educational progress blocked because of salary rates fixed for other heads of departments and elective officers in earlier years when a dollar would purchase twice as much as it will purchase today; and that it wants this question settled solely on the basis of the state's educational needs without respect to the way in which the legislature may deal with any other salary questions.

Therefore, it is suggested that the joint legislative committee on administrative reorganization consider recommending to the general assembly that on and after July 1, 1920, the salary of the superintendent of public instruction be fixed at not to exceed \$10,000.

If this figure seems high, it should be remembered that we are speaking of the foremost educational post in the state of Ohio and of an officer who should be held responsible for leading in state, county, city and district work that will spend \$300,000,000 in the next four years; and that there is probably no way in which the state itself can spend the difference between more moderate alternative increased salaries like

\$6,500 or \$8,000 and \$10,000 in the interest of education, which will accomplish as much for Ohio as can be accomplished by letting a qualified superintendent spend it as he would spend it on promoting the state's educational work.

After the foregoing reasons for increasing the salary of the state superintendent of public instruction were considered by the joint legislative committee on administrative reorganization, the chairman of that committee introduced in the senate a bill to change the salary from \$4,000 to \$7,500. The bill passed the senate and was messaged to the house, where by motion of another member of the same committee action upon it was deferred.

That kills the prospect of any increase for the position of state superintendent of public instruction until the next legislature of 1921, unless by chance the present general assembly should be reconvened by call of the Governor for reasons that would include consideration of this salary. Such a contingency is too remote to be counted upon.

If before the next legislature meets the new superintendent is appointed, no change can be made in his salary until the end of his term, except by amendment of the constitution. Should the next legislature submit to the people a proposal to amend the constitution so that the position of superintendent is abolished, then by the end of the year 1921 favorable action at the polls might make it possible to pay a newly created office with enlarged functions the necessary salary. To wait until the end of 1921 for action would mean practically losing two more full school years before giving the schools the leadership they need.

One final resort is open to the legislature of 1921. It may use the power given to it by article 6, section 4, of the constitution, and accomplish by indirection what the constitution says it may not directly accomplish. This section now reads:

A superintendent of public instruction to replace the state commissioner of common schools, shall be included as one of the officers of the executive department **to be appointed by the governor**, for the term of four years, with the powers and duties now exercised by the state commissioner of common schools **until otherwise provided by law, and with such other powers as may be provided by law.**

This wording clearly leaves it to the legislature to decide what the powers and duties of the state superintendent of public schools shall be. It may "otherwise provide by law" by giving the duties of the state superintendent of public instruction to some other officer, say to an Ohio board of education. Instead of vesting the superintendent "with such other powers as may be provided by law," it may vest elsewhere as in a director of education these additional powers and they should be many.

The two alternatives then are (1) to continue the leadership that means either giving less help than should be given to Ohio's schools or accepting a sacrifice from some public-spirited educator whose abilities entitle him to more than the present \$4,000 limit, or (2) to do by indirection what the schools need to have done.

The second course is recommended, namely, that the legislature create, as it has the power to do without waiting for an amendment to the constitution, an Ohio board of education which shall be given the powers and duties possessed by the state commissioner of education prior to the constitutional amendment of 1912, plus all powers and duties added to the state superintendent since that time, plus the further power of assigning the state superintendent of public instruction to such duties as his abilities and the board's program for the state's education best equip him to discharge.

In taking such steps, the legislature will act in accordance with the judgment of city and county superintendents in Ohio, the executive and legislative committees of the Ohio State Teachers' Association, the faculties of Ohio's universities and normal colleges, numerous individual citizens of Ohio who have urged this committee to make such recommendations and out-of-state authorities on educational leadership who answered your committee's request for information and suggestion.

Finally, the present state board of education, which was created to administer the federal appropriations for vocational education under the Smith-Hughes law, has by resolution asked this committee to constitute one central board in which should be merged its own present powers and duties.

The urgent need for such a central board and a brief summary of the organization and powers which it should have follow in the report entitled Ohio's state department of public instruction.

#### POSTSCRIPT

The legislature of 1921 will find a newly appointed state superintendent of public instruction, the deputy for the preceding four year period. Any change now made in the salary for this post cannot become effective until a new incumbent takes office.

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#### TAX ASSESSMENTS FOR SCHOOL REVENUES

When the legislature was working on its revenue alternatives, County Superintendent Maysillis said to your field agent: **"If Ohio will insure a correct and fair appraisal of property there will be plenty of money for education, including appropriate salaries for teaching."**

Whatever else is done by way of equalizing taxation and increasing revenues for school purposes, it is respectfully urged that in

fairness to the young people who are being educated in Ohio's public schools, and in fairness to the state's program of education, **the legislature should provide for currently correct and fair assessments of property.** It is a travesty on patriotism that prompts a state-wide program of Americanization while that same state trains school patrons throughout its counties to undervalue for tax purposes or to condone such undervaluation by assessors.

It is unfair to young Ohio to be teaching them about ethics, citizenship, and patriotism, when right around their school buildings is property worth \$208 an acre that is on the payrolls for school and other taxation purposes at \$30 or \$50 or \$70 an acre. It makes no difference what portion of taxation should be borne by real estate, or whether there should be classification or no classification of taxes. Only harm can result from a state-wide policy and practice of falsifying and of being party to falsifying property values by saying through tax assessments that a farm known to be worth \$10,000 is only worth \$1,500 or \$2,000.

In the interest of schools an appeal is included here for a revaluation and proper valuation of taxable realty, including farm lands in poorest counties, because **those very same forces of tradition, misunderstanding, parasitism, and mental crosseyedness with respect to the patriotism of paying one's full share of taxes also stand in the way of developing school policies,** paying proper salaries to school teachers and supervisors, requiring proper supervision, providing adequate school sites, insuring livable homes for teachers, substituting central for one-room schools, furnishing transportation and forcing compulsory attendance, modernizing the course of study, and vitalizing methods of instruction.

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#### STATE BOARD OF SCHOOL EXAMINERS

It is suggested that the state board of school examiners be abolished and its powers and duties transferred to the state board of education without attempt to specify in the law the details of the way in which the state board shall through the director of education organize for rendering this service.

At present this board consists of five members appointed by the superintendent of public instruction. Continuing memory and continuing policy are presumably secured by having one term expire each year. As this separate board plan actually works out, the detailed responsibility is borne by the department of public instruction. Members of the examining board can give but little attention. In the very nature of their appointment and their relation to the superintendent it is difficult, if not impossible, for the department of public instruction to have a policy, to express a judgment, or to inspect and supervise their work.

The responsibility for fixing standards of examination for school certificates should rest squarely and undodgably upon the state department of public instruction and its executive officer. When responsibility is placed there it will be natural for the executive of this department to use the experience and judgment of its supervisors in shaping particular questions and in formulating state policies.

The question of certification needs immediate and continuous study such as only an administrative department can be expected to give. Men whose main business is running city and county school systems cannot reasonably be expected to challenge the methods they are employing on the few occasions when they meet together. A new board of education and a director of education should feel free and duty bound to deal radically with examination and certification. The per diem of \$5.00 now paid to five board members would accomplish much more if spent upon the study of county and state certification and on standards of private colleges whose credentials for prospective teachers are accepted by the state.

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### THE STATE LIBRARY SERVICE

The present state library commission of three is responsible for a public general reference and document library maintained in the state house; for the organization of new libraries; for traveling libraries; and for the legislative reference library which is in position to render inestimable service to legislature and public.

If the library commission in Ohio were active, in the midst of a great program, going full speed with efficient machinery, it would be doubtful whether its functions should be merged with that of a state board of education. Among library leaders of the country there is a strong feeling that library service should be distinct and should be a strong supporter and competitor of the department of education. Wherever it is a strong competitor, wherever as in some states it is far more progressive than the educational system, it might be a mistake just for reasons of theoretical soundness and economy to rob it of its independence.

To your committee Director Bostwick of the St. Louis Public Library recommended an independent library system not under a department of education with a commission of three and an expert secretary. Director Anderson of the New York Public Library urged a "non-political, non-partisan commission composed of citizens who have shown special and intelligent interest in libraries, said commission to choose state librarian. The secret of success depends on getting and keeping library system out of politics." He also recommended a special millage.

In Ohio, however, library services call for a greatly enlarged program by the state and for greatly improved internal organization. **It will be far easier to secure local co-operation for one well-led, big program, than for two separately organized programs, even if they are big and well-led.**

At present, the library service is not only at a standstill but has for some time been losing ground. Such is the emphatic and public testimony of the Ohio Library Association which is in better position than anyone else to know library needs. While that association would prefer a strong library commission, a newly organized department and an enlarged, independent program, several of its leaders have expressed to your committee the belief that it would be a long forward step for Ohio if the present board could be abolished and a state department of public instruction held responsible for developing library service throughout the state.

"Take it out of politics," is the first demand of librarians when speaking of library service. It is surprising that in 1920 in a great state like Ohio it should be necessary to urge that state library service be taken out of politics. Yet, it is necessary and insiders and outsiders alike admit that no part of Ohio's public work is more in politics than the state library. The governor told your committee's agent that he realized that the library service is disorganized. The organization of new libraries has practically ceased at a time when such helpfulness is more needed than ever before. At no point except in the legislative reference division is the present organization for rendering service at all adequate. It is not even organized to know about the volume of work that it does, or the multiple needs that it is neglecting. A great asset in Americanization work has been woefully neglected. So demoralized is the service that patriotism and decency have, with almost no public protest, been defied by the library commission in abetting its executive's refusal either to reemploy a returned soldier whose position had been held for him, or to give reason for refusing him or to admit the facts in the case to public or legislature.

If all this library work is transferred to a newly organized state department of education, there can be created **a special library division with an able librarian at its head**, who will be free from all entanglements and accountabilities in the school field except as he receives direction from the state department of education. What he learns about libraries will be available to the schools, as it should be. What the school supervisors learn about library needs will be made available to the library director, as it should be, currently and promptly and not merely once a year. When a city like Bucyrus organizes its high school library as a public library until a separate public library is established, both the school supervisors and the library supervisors will have interest in making it known to other cities similarly situated that

such a practice works well and greatly increases the use of books by adults and by children. When later Bucyrus organizes a public library, if it does, that fact and the method will be promptly circulated. When, as in several cities, the public library puts branches in public schools in order to reach school children and their parents, that fact will readily be made use of by both schools and library divisions, as it would tardily be used if at all under the double system.

**Library work is educational work. It should be recognized as such.** When Ohio gets the educational building which it should soon have, the library service will appropriately be housed in that building. In the country district and the small city, the educational forces should be united and not divided in their demand for libraries. County superintendents could press a case more strongly, local teachers and trustees would feel responsibility more keenly, if the state recognized library extension as an integral part of its public school program.

Where now library service is exempted from competitive examinations by the general code, there should be substituted a provision that the **posts in library service should go only to proved capacity and experience.** There should be no temptation left with any state officer to pick a library director or a reading room librarian, accession clerk or library stenographer, for any other reason than ability to do library service better than other available applicants.

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#### A REPRESENTATIVE STATE EDUCATIONAL COUNCIL

In addition to having an educational leader of first rank as director with competent division heads, each of first rank in his or her field, **the state board of education should be charged with responsibility for seeking unofficial, voluntary suggestion, information, criticism and proposals with respect to Ohio's educational needs.**

For this purpose, **it is suggested that the legislature create a representative state educational council** which shall be called in conference not less than once a year, and perhaps semi-annually, quarterly or for special occasions deemed by the board to warrant such call.

The term "representative" is added to educational council for the purpose of emphasizing the importance of establishing some direct and official contact between the state department of education and the various civic interests which are or ought to be consciously working for better educational policies in their localities, counties and the state.

While the formal appointment should rest with the state board of education and certification should begin with the representative body

which seeks a share in this co-operative work. For example, the Associated Ohio dailies would be entitled to a delegate to the representative educational council, as would similarly the State Federation of Women's Clubs, State Federation of Labor, the State Grange, Ohio College Association or other organizations of agricultural interests, the state Chamber of Commerce, the state Rotarians, the state Kiwanis, the State Hardware Association, the State Council of Social Agencies, the state Social Welfare Conference, parent teachers' associations, and societies of private colleges, engineers, accountants, dentists, physicians, ministers, etc. In addition to private agencies, there should be represented on this educational council official state agencies like the board of charities, auditor, budget commissioner, archæological and historical society, council of health, universities, normal schools, the director of welfare administration acting for the different problems in state institutions, and teachers' associations. Nor is there reason for excluding political parties from representation on the proposed educational council. On the contrary, there is every reason for hoping that they will wish to be represented by active, socially minded students of education.

**No salary should attach to membership in this council.** It is doubtful if it is necessary or expedient to have the state pay the expenses. All of these agencies have a vital interest in education. They pay the expenses of delegates to other conferences or secure delegates who will attend. It might strengthen the voluntary character of this service if the state bears no part of the expenses except the formal arranging of the program, issuing the call, printing programs, publishing facts presented, questions asked and suggestions made.

If results are to be obtained, if prestige is to be attached to membership in this council and if serious work is reasonably to be expected, **it is necessary to make it a delegate body and not a free-for-all membership.** Being a delegate body, the numbers will be small. The tendency to make long stilted speeches will be checked. It will be easier to have serious work programs. The greatest gain, however, will come from the responsibility which will be assumed by the various bodies which send deputies. These delegates will often come under instruction; their reports back to their constituencies may be easily made to lead to constructive action throughout the year.

The solidarity of the state's interest in education may thus be continually and progressively emphasized among these unofficial agencies as it will be in the official state department that is held responsible for advertising Ohio's educational needs and activities.

## OHIO'S STATE ARCHAEOLOGICAL AND HISTORICAL SOCIETY

For the work of this private society the legislature has appropriated \$54,546.00 for the biennium 1919-1921. This state appropriation meets only part of the entire cost of the society's work, the membership providing the remainder of the funds.

The legislative appropriation is made on the ground that the society is rendering an important public service. The justification for continuing it as a private agency receiving state funds rather than incorporating its work under the state university is that the work of a state archaeological and historical society calls for wide co-operation of individual citizens in ways that would be discouraged if the state were to assume full control and full responsibility for expenses.

The work of the society consists of maintaining a museum and library in a new building on the campus of the Ohio state university. It publishes a quarterly dealing with Ohio archaeology and history, and is making and describing the results of explorations of Ohio's mounds, villages and sites of prehistoric times. It also acts as custodian of the following properties: The Serpent Mound; Fort Ancient; Big Bottom Park; Logan Elm Park; site of Fort Laurens; Spiegel Grove Park, former home of President R. B. Hayes where the state has erected a library and museum building; and the Campus Martius at Marietta.

The museum contains a valuable collection of prehistoric remains and relics, together with the contents of the former relic room at the State House, some miscellaneous collections, and a library of over ten thousand volumes on Ohio archaeology and history.

In the museum are models of mounds, graves, caches, etc., as well as progressive exhibits showing the methods used in making flint knives, stone pipes, bone fish hooks, etc.

A small stock of lantern slides has already been loaned to schools and preparations are being made to greatly extend this service.

One issue of the quarterly devoted to the Indian in Ohio is the only effort which we could discover to reach the public at large. The demand for this issue has proven the value of publishing archaeological and historical facts for the average citizen. The technical reports on the results of excavations are of value to the scientist, but unless especially worked over for the general reader would not interest him.

The archaeological atlas published should be in every school house because of the information on local remains which it contains.

The museum is already overcrowded and much valuable material is not on exhibition due to lack of space. Fortunately there is room for

extension of this building in case the interest of the society's membership should justify considerable extension of the museum's space.

While on paper it might seem desirable to reorganize this society so that the state should have complete responsibility for it and place its control under the state university, there are exceptional reasons why the continuance of it as a private membership society should be recommended. There are also reasons, however, for exacting an audit of its expenditures and results by the state auditing department and for annual and biennial reports of its contributions by the state department of public instruction.

*It is recommended:*

- 1 — That the state department of public instruction be charged with responsibility for studying the work of this society with a view to the use of its results by public schools, teacher training schools and universities, and that the results of such inspection and analysis of its budget estimates be submitted biennially to the governor, legislature and public.
- 2 — That the society be encouraged and urged to establish a consistent and systematic method of enlisting citizen memberships by way of public information concerning local history, mounds and relics of the various counties with popular appeal.
- 3 — That special pamphlets and handbooks be prepared for use in the schools with special reference to local history, mounds and relics of the various counties.
- 4 — That the society be especially encouraged to continue the collection of war data which it has begun and to use in that service local schools for the double purpose of building up in each locality a war cabinet and of furnishing to the state a complete as possible history of each locality's participation in the World War and the reconstruction work following it.
- 5 — That both the society and the Ohio state university be urged to make far greater use of the society's research problems for the training of students in research methods and of the society's publications and exhibits for interesting and informing students and visitors during their stay at the university and during their study of Ohio archæology and history.
- 6 — That so far as distance permits the society make of vital usefulness to Miami and Ohio universities and to the normal schools of the state its exhibits, its publications and its outline of studies in the making.
- 7 — That the society be asked to extend its loans of materials to schools not only in Columbus but throughout the state.
- 8 — That the state house be used again for museum purposes as is entirely practical in the corridors; and that the society be

asked to arrange for trained attendants who can explain to the thousands of people who visit the state house each month and the many thousands more who would visit it Saturday afternoons and Sundays if its present portraits and flags were explained entertainingly and were supplemented by loans from the archaeological museum; and to that end employ modern publicity methods of popularizing its messages, advertising its needs for funds as opportunities for public-spirited citizens, following up interest once awakened by interested and interesting correspondence, and guiding local historical societies, teachers of history and individual students in search for and enjoyment of important facts about Ohio's archæology and history.

- 9— That Sunday exhibits at the museum itself be featured not only for university students but for residents of and visitors to Columbus.
- 10— That the society become aggressive and militant and employ the methods which have made a great power for entertainment and education of the National Geographic Society and the American Museum of Natural History.
- 11— That as part of its archæological museum it collect and exhibit graphic descriptions of progress in teaching history with a view to hastening the abandonment of methods in Ohio's schools or colleges that chill and crush the natural interest in the study of history which it is so important for a democracy to develop.

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### AN ART COMMISSION FOR OHIO

Among the suggestions made to your committee by faculty members were two looking toward a state art commission:

- 1— A state art commission is needed, a body of professional men to pass on the artistic merits of public buildings and to develop public good taste.
- 2— There is need for greater appreciation of all things organized and beautiful about the farm, home, rural school, churches, roads, parks.

It is recommended that the work usually done by an art commission be organized under the proposed Ohio board of education.

The work of an art commission may fittingly be located with state education and in the new education building that is needed. It is not the kind of problem that calls for continuous attention of professional men. It is believed that much better results can be accomplished if as

each new public building or project is under construction the particular professional men are called in who have most to contribute. A board appointed for a long term would come to have a perfunctory interest and might even find itself in the embarrassing position of trying to protect itself from criticism for previous judgment unsatisfactory to the public. Finally, the most important work of an art commission is its promotion of public taste through popular education and for such work no other agency can possibly equal the agency that is in constant contact with the teaching force of the state.

The following incident of a day spent with Dr. Richard C. Cabot of Boston will help show why it is believed that Ohio needs provision for constant attention to the art side of life. About ten years ago after a day in Boston with Dr. Cabot charting the activities of a church which was then much under discussion for its proposed alliance of medicine with religion, Dr. Cabot said he would like to spend another day charting a modern city's interest. We had the day and we charted a city. Seeking an expression which would compass all the different activities of a city, I wrote in my big master circle "community needs"; Dr. Cabot wrote in his "creative human aspiration." He suggested research; I protested that the term "research" would hardly belong to the untutored mind or less tutored mind, although the impulse referred to was shared by all. "Truth seeking" went into that circle. When Dr. Cabot wrote "art" in the last circle, I voiced another doubt and said: "You are an artist; you sing; you play the violin and piano; you write plays; you act; you paint. I can do none of those things yet there is something in that circle which belongs to me." "Beauty making" was written in that last circle.

The kind of art commission which Ohio needs is not so much one which will insist upon conventional "artistic merit" in public buildings, but which will **keep alive throughout the state an interest in beauty making**. It is a vastly bigger ideal to have the public keenly interested in beauty making—in the country, around farms, on school grounds, within school rooms, in front yards, in approaches to towns, through railroad stations and in public buildings—than to have a uniform and acceptable type of architecture at the university.

Typical of work which an organized art interest in instructional service under the Ohio board of education could do these are cited: In Wooster every school has organized the beautification of school ground under the direction of a landscape architect. In Alliance, the slogan is "Alliance Beautiful." Lakewood has an Art League to promote art and music appreciation, with a branch in each building, each room a chapter named for an artist; great paintings and operas are studied. The state's art service could tell such facts as these over and over again until all cities and schools have a similar interest. In the state of New Jersey the commissioner of education has issued plans for beautifying school

grounds with instructions to children about drawing plans, writing to commercial houses for suggestions and prices. A few years ago in Illinois an illustrated circular was issued by a university department entitled "The Farm Beautiful" and was offered free to anyone who would promise during the year to take one step toward beautifying one home or public plot. Such work can and should be done through a state art service. When Ohio builds a new education building, as it should, or adds an extension to the library at O. S. U., or the historical society's building, or even makes changes at the state fair grounds, all the people in Ohio should be organized to see that these additions are beautiful.

**It is cheating the public and clearly cheating the public's children who pass by or study in state buildings if these state buildings are not beautiful, inside and outside.** It would have been worth a great deal to Ohio if there had been an art commission such as is here proposed from the beginning of the Ohio State University so that all of the buildings might have been as beautiful as some of the later buildings are.

It is true that Ohio is more fortunate than many of its sister states, which means perhaps that it is better prepared today to demand public art and public beauty making and to foster public appreciation of beauty. A striking case in a sister state is reported by its governor as follows: "When we saw those hideous buildings which violate every canon of art and which swear at one another, the dean said, with a wave of his arm, 'And we have never employed an architect.' I answered, 'Yes, I can see that at a glance.'"

Those Ohioans who are confronted by the affront to art sense in so many moving picture films will see that perhaps the most effective way to secure higher aesthetic standards in public entertainment will be to promote statewide development of the aesthetic sense which includes love of beauty and a share in beauty making.

If this suggestion is adopted it will work out somewhat as follows:

- 1 — **The Ohio board of education would be held responsible for having reviewed from the standpoint of beauty and conformity to art standards and art requirements all plans for state buildings and state parks.**
- 2 — **It is also desirable to give this same power of review with respect to structures facing state buildings or state grounds** as is the case in New York where the municipal art commission has added millions upon millions to the value of both public and private property by giving timely assistance and an occasional veto.
- 3 — **Continuity of study and attention will be given through a subordinate of the director of education.**

- 4—As new plans are submitted the board of education would name a **commission or jury of specialists best equipped to review the particular problems at issue**. After the report had been made by this voluntary group and acted upon officially by the board of education, the voluntary commission would cease to be a commission.
- 5—The power should be given to the Ohio board of education by the legislature not only to review the plans but to **prevent the erection of buildings or the modification of grounds belonging to the state or facing upon state property which clearly violate the standards of beauty**. In most cases, fortunately, architects and builders are grateful for the advice given by an art commission and will gladly substitute improved for unacceptable plans.
- 6—The art service of the state under the board of education could use steps similar to those recommended for the Archaeological and Historical Society to **utilize the interest of localities and of state agencies**. This cooperation would especially include the interest of boards of managers at state supported institutions.
- 7—**A progressive educational campaign will be made through the schools and normal schools** to interest teachers and local school boards in making the schools living examples as well as preceptors in promoting community art.
- 8—**Assistance will be offered to local committees which in the next few years will be erecting many memorial monuments and buildings**. It costs no more to erect beautiful memorials than hideous ones. No one wants to dot Ohio with inartistic memorials to soldiers and sailors in the World War. Everyone will welcome state leadership at this time when so many communities are trying to decide the form to give monuments or other memorials.
- 9—**Handbook material will be issued** showing in how many ways beauty making is a money making asset for a state which attracts visitors and attracts laborers.
- 10—**Conferences will be called** to consider what can be done from time to time for beauty throughout the state.
- 11—**The commission should be required to report to the governor and the public at least biennially**, and oftener if it wishes, **respecting the forces working against appreciation of beauty and beauty making**, as for example, treatment of the state capitol like permitting dirt to accumulate, or permitting litter on the ground of state buildings, etc.

- 12 — **Gradually a body of information will be built up which can be used for teaching purposes** in schools and for study purposes by architects and builders including the great industrial builders. Few contributions to art have ever been made by any man that surpass in significance the Woolworth Building in New York City. It would have been impossible had not the industrial builder been able to appreciate the plans submitted by the architect. **It will mean much to Ohio's industrial future to have a state department of public instruction teaching school children, teachers and parents the durable satisfaction of outward beauty and of inward desire to participate in beauty making.**

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#### SUGGESTIONS BY COUNTY AND CITY SUPERINTENDENTS FOR IMPROVING OHIO'S PUBLIC EDUCATION

Typical of helpfulness which is always available to the legislature, to the universities and normal schools and the state department of public instruction are the following suggestions received by your committee from county and city superintendents of schools, in answer to its request for school men's "co-operation in its search for opportunities to increase the helpfulness of state departments not only to public welfare in general but to education in particular."

No attempt is made to distinguish between suggestions coming from counties and others coming from cities because there is little significance in that distinction. Nor are names given because the value of the suggestion is in the use that can be made of it and not in its source. When properly organized the state department of public instruction will be drawing upon county and city experience and thus keeping alive currents of question, inventiveness and coöperation from the innumerable "subscribers" through educational headquarters acting as "central".

- 1 — **In what ways can the helpfulness of state departments to public welfare be increased?**

Departments should send teachers to teachers' institutes; reports are now often ancient history; penal institutions should be under the control of the state department of education and made into industrial schools; stop excessive supervision by state officers over university and normal school expenditures; deficient children should be removed from all rural schools and otherwise provided for; law enforcement should be more vigorous with respect to imbeciles where there is much talk and little action at the present time.

**2 — How can road-building be made more useful to schools?**

We yearn for consolidation; we depend on roads; using the school as a center all important roads leading to it should be improved; roads should be constructed to aid centralization and consolidation; without roads centralization is impractical; the educational need for roads has never been adequately considered; rebuild without tearing up; develop side roads, not merely the main roads; give roads used by pupils priority; build better roads so that so much need not be spent on repairs.

**3 — What state activities do you think should be discontinued?**

Voluminous reports which are not read: "none, we want more of them"; the state board of agriculture is not needed; last spring four men were getting \$20,000 on one job (place not specified).

**4 — How can schools be helped more by the three state universities?**

Let the universities join the Ohio State Teachers' Association in working out policies for the state; let them give closer coöperation; assist in special courses; give free addresses; hold exhibits on child welfare and provide free loans; organize correspondence courses; help study special problems; furnish experts; have survey departments; organize departments for scientific tests; keep closer touch with actual school work; help rural schools in back-to-school drives.

Let them turn out better prepared teachers; train more grade teachers; go farther with extension classes; coöperate on surveys of children's aptitudes; give more attention to physical education; hold short summer sessions; two or three weeks for county superintendents under the direction of the state superintendent, to unify work; have personal representatives visit schools; develop more leaders for rural districts; have real rural departments which now are "a joke"; make courses more practical; broaden the extension service to fit the rural schools; encourage more distinctly rural high schools fitted with community needs so that there will be less city high school work in the county.

Let universities make themselves more thorough and democratic; keep university boards separate from the central board of education for they now have large numbers of alumni and great political strength which would enable them to get men on a central board but would not be interested in public education and teacher training.

5—**How can schools be helped more by the agricultural experiment station?**

Let it have a mailing list of schools; send out material; use each school for clearing house; place every school child on the list; put out bulletins which children can read; see that farmers get them through schools; hold farmers' meetings because bulletins are ineffective unless there are community gatherings to discuss them; give schools more results; have closer coöperation with the county agent and the schools; provide loan exhibits and lectures; encourage every school to have its own plot; demonstrate in connection with schools; give more instruction in village and central schools; make a closer study of local conditions; encourage local county farm studies; report to farmers immediately after investigation.

6—**How can schools be helped more by normal schools?**

The normals and Ohio state university should be under separate boards to prevent the university from dominating the normals to the detriment of teacher training; normals should give lectures, exhibits and speakers; and far more extension work to include medical inspection and nursing; much more extension in the winter when attendance is small; more rural work; surveys of children's needs; free demonstration lessons.

Normals should hold conferences with public school men; give closer study to conditions and needs of schools; place larger emphasis upon training in citizenship for community and national affairs; offer specialized courses in each subject including domestic science and manual training; be under the direct control of the state superintendent; give full credit for county normals; have practice teaching the first year; train more in how to manage school; deal more intelligently with physical education; organize department of tests and measurements to coöperate with county superintendents in scientific administration of the schools; have higher qualifications for their own instructors.

Normals should give more practical courses; give less time to methods and more to subject matter; provide more practice teaching; train teachers for rural work who are in sympathy with rural activities; train teachers for rural leadership; teach real rural work instead of forcing city school systems on rural districts; give full credit for time spent in county normals; limit short courses to essentials; do not confine instructions to any particular textbook; be more thorough in fundamentals; give more definite training for particular grades; help teachers see better the difference between theory and practice; strive

more to reduce the cost of attending them; discontinue summer six weeks [rather, strengthen their work].

Every county should have one good strong county normal; if properly organized county normals would do a large part of Ohio teacher training; at present county normal schools are lacking in proper direction, equipment and number of students.

All normal school instructors should be experts in actual school work and rural school work; normals should develop definite plans to increase the supply of teachers.

**7—How can schools be helped more by the state department of health?**

Let it have recognition among us and support in every county; furnish lecturers to schools; inspect; supervise; make health surveys of school room sanitation and hygiene; coöperate with school nurses and physicians; furnish sex hygiene charts; loan volumes and slides; examine the mentally sub-normal [belongs to the bureau of juvenile research which is prepared to do this work]; organize local groups to build dispensaries and hospitals; maintain nurses for the rural schools; provide visiting nurses for all schools; make nursing compulsory.

**8—How can schools be helped more by the state department of public instruction?**

Stop treating it in the present shamefully niggardly way; it should have leadership and direction in school affairs and be permitted to develop constructive school policies; should formulate school legislation to submit to the legislature; should have power to inspect all places where children are taught, whether public, private or parochial; should be a select board, chosen wholly from schools [doubtful advice]; should propose constructive school legislation, seek more school funds; urge consolidation, conduct occasional meetings; should have man power sufficient to follow up all work started and to finish up its suggested programs of work; should have more power to act; should be taken out of politics; provide it with more expert assistants.

Name a state superintendent at from \$10,000 to \$15,000; get biggest educational leader, "then he will do the rest"; having appointed a superintendent, should name subordinates only at his recommendation; should give him power and hold him responsible accordingly; work out policy and system so that local prejudice may not defeat the purpose of education; develop more definite educational program that reaches into the

school room; should be held responsible for results in all educational institutions; give it power to organize faculties in the normal schools; give it more initiative and more power to require conformity to its standards; require all other educational activities to function in harmony with plans made by it; make surveys, conduct research and collect useful data; have more field workers so that there would be rural and village supervisors; send speakers to county teachers' and farmers' institutes; determine the minimum essentials for rural schools. Organize night schools and education for adults; give more aid to institutes; give special help in different subjects especially in nature study [using for this purpose actual best teachers]; recommend text books; enforce uniform text books and uniform courses of study; give more specific helps and suggestions for "we are in need of knowing what the other fellow is doing"; issue monthly bulletins for teachers and board members; have special primary and supervisors of rural schools; furnish close supervision.

Its building department should handle all inspection including fire protection which high school inspectors could do, where now there is district fire inspection and industrial commission inspection besides three inspections by under-writers; aid in securing higher performance in districts; have specialists in interpreting school laws.

Give as much attention to elementary as to high schools and correct condition where now "to meet high school standards many counties are robbing the children of the grades, the more democratic institutions"; elementary schools should receive the same support and supervision as high schools; aid educational work in communities which will not vote money for buildings.

Call conference of rural and city supervisors; during summer, hold two- or three-week sessions for county superintendents, paying expenses at Ohio state university under the direction of its superintendent to unify work; have frequent conferences with public school men where in the last four years no conference has been called; county superintendents should be called together at least twice a year; should keep in closer touch with boards; be more closely affiliated with normal schools.

State department should have policy and program and work to it; organize teachers' institutes and extend them to large cities; have closer coöperation with university extension; work out progressive theories to answer the demand of the reconstruction period.

9—**How can schools be helped more by the legislature?**

Pass fewer laws and better ones; make it possible for state department to do things in a large way; use **shall** instead of so many **mays**; clear up many cloudy points so that the punitive clause in attendance law will be clear; work in coöperation with the Ohio State Teachers Association; have a more tolerant attitude toward members of the teachers' association; consult rural school men when framing laws governing rural schools; put Ohio schools on a par with other states; establish standards and give someone power to enforce them.

Abolish local boards in counties; make the county board the unit and give the county boards more authority in fixing a tax levy to avoid conflicting issues; "for the Lord's sake divorce us from budget commissions"; give county boards authority to choose textbooks; give county superintendents undisputed power to choose teachers; enable counties to pay trained teachers' salaries equal to those in cities; make \$1000 the minimum salary [\$800 made the minimum in 1920 for any teacher, \$1,000 for two year normal graduates, \$1,200 for four year graduates]; pay half of rural teachers' salaries.

Tax trucks enough to cover the damage they do to roads; provide for county truant officers; abandon constant examination— one and three year certificates—and make the four-year certificate provisional with continued renewal if work is satisfactory; provide houses for rural teachers; pass a law for condemning property for teacherage purposes as well as other school purposes; revise the tax system to give schools more revenue [done in 1920]; put no limit on taxation if levied by vote of people in community.

Give state department of public instruction larger powers over all state schools, and industrial schools under the state department; do not give the state board power over other branches in universities than teacher training; provide for new codification of the school law and bring requirements up to date.

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#### SUGGESTIONS BY OHIO'S STATE FACULTIES FOR OHIO'S PUBLIC EDUCATION

In answer to requests from the joint legislative committee on administrative reorganization faculty members of state supported institutions filled out several hundred postcards which called for brief suggestions under these four heads:

- 1 — Work over-supported or unnecessary,
- 2 — Work needed but not yet undertaken,
- 3 — Work inadequately supported,
- 4 — Work not properly organized (in university, state department, teacher training school, other state services).

Many individual faculty members wrote in more detail than the postcards permitted and sent valuable information and constructive suggestions.

At least three of the faculties in groups considered the opportunity for helping Ohio education, appealed to individual members to make suggestions and appointed committees to formulate proposals for different faculty groups. For example, at the Ohio state university the college of engineering at a faculty meeting read your committee's letter; ordered a letter thanking the committee for recognizing the citizenship of the university faculty and for giving it opportunity to make suggestions; wrote asking your field agent on education to meet the engineering faculty; conferred at length with the field agent and Gaylord C. Cummin, C. E., your field agent on public works and other engineering problems; asked separate committees to formulate proposals; finally after compiling these proposals sent a composite statement of great value.

Many of the suggestions from faculties bear upon the efficiency with which organization is used rather than upon organization. This material is of great value to Ohio and should be studied by educational administrators and should be used as clinical material for the training of educational investigators and managers.

This hurried survey by individual faculty members proves the great advantage of so democratically and strategically advertising educational services that those who are closest to the educative process shall be constantly in an attitude of asking what the larger state wide meanings of their work are and of passing on suggestions to their own committees, to administrative officers, trustees and state managers.

The following summary is but a sample of the information and helpfulness that exist in all faculties and that would immeasurably promote education if reservoired and let out through the mill race instead of over the mill dam.

*Art.*

- 1 — College of fine arts needed; departments of architecture, landscape architecture, music, dramatics.
- 2 — A state art commission is needed, a body of professional men to pass upon the artistic merits of public buildings and to develop public good taste.

*Agricultural Experiment Station.*

- 1 — Needs closer connection than the voluntary co-ordination of past years.
- 2 — Should send specialists to conduct experiments for public schools.
- 3 — Should issue bulletins which upper grade children can understand.
- 4 — Should establish an experimental plot at every centralized rural school.
- 5 — Should organize farmer's meetings.
- 6 — Should be co-ordinated with the university.
- 7 — Should be placed under the university.

*Agricultural College.*

- 1 — Production of marketing of farm products needs experiment and education.
- 2 — Exact cost should be ascertained of producing one hundred pounds of milk and a pound of butter fat or a can of condensed milk.
- 3 — The producing capacity of cows in the state could be increased by study.
- 4 — The utilization of dairy product needs to be taught.
- 5 — New dairy equipment for teaching is needed.
- 6 — Rotary funds would make the dairy school less expensive to the state.
- 7 — More farm machinery is needed for agricultural engineering.

*Buildings and Repairs Needed.*

- 1 — Another gymnasium at Miami.
- 2 — Repairs and maintenance funds and more space for Wilberforce.
- 3 — New library at Ohio state university and
- 4 — English building.
- 5 — Auditorium.
- 6 — Proper housing for both men and women students.
- 7 — Women's building.
- 8 — Testing laboratory for civil engineering.
- 9 — Greenhouse space for plant pathology.
- 10 — Electric equipment for charging storage batteries.
- 11 — Buildings for tractor testing.
- 12 — Completion of Brown Hall.
- 13 — Building to house all language departments with laboratory equipment.

- 14 — Botanic gardens should be developed for the department of plant industry.
- 15 — At Kent additional repairs and janitor service.
- 16 — Give one department of public works authority over all forms of public construction in place of so many commissions.

*Commerce and Journalism, O. S. U.*

- 1 — Prominent business men, journalists, administrators and social workers should be brought to lecture, expenses paid.
- 2 — Extension courses should be offered, lectures, correspondence courses and regular courses of study.
- 3 — An agent should be maintained to answer calls from newspapers and to make surveys of their business.
- 4 — A monthly magazine [now published] devoted to interests of Ohio press.
- 5 — More houses and higher salaries so that teachers may be retained.
- 6 — Universities should develop greater use of expert knowledge of state and private activities. The same relation should be established between state schools and business and commercial pursuits, that now exists between agricultural school and farm.
- 7 — More courses should be offered in business administration, accounting and trade.

*Conservation.*

- 1 — A state bureau is needed to conserve streams, forests, furs, game and people and to plan for necessary reservations.

*Economics and Sociology, O. S. U.*

- 1 — The enormous ground covered by the department of economics and sociology with over 3,000 registrants should be divided into a number of departments, as in other large universities.
- 2 — A department of geography is needed instead of a division between economics and geology.
- 3 — Economic geography courses should be given for the continents and for each continent separately.
- 4 — The entire economic department and library facilities, equipment and instructors is inadequately supported.
- 5 — Courses should be given where elected county officials may avail themselves of instruction relative to the duties of the office to which they have been elected.

*Engineering College, O. S. U.*

- 1 — Teachers of engineering should be to some extent producing engineers.
- 2 — Department of agricultural engineering and university architect could plan all state barns and save fees for the state.
- 3 — The experiment station founded but not sufficiently supported is important to state industries.
- 4 — Extension work in technical training is needed.
- 5 — Graduate school needs more support if Ohio is to train experts for using the engineering experiment station.

*Extension Work.*

- 1 — Short extension courses for rural women and girls, especially in dietetics.
- 2 — Short community institutes in various parts of the state.
- 3 — Special instruction in business subjects for business men and
- 4 — Courses in state industries.
- 5 — Zoology and entomology for farmers.
- 6 — U. S. History.
- 7 — Prevention of disease and veterinary sanitation especially in poultry.
- 8 — Engineering.
- 9 — Marketing.
- 10 — Civic improvement.
- 11 — Night schools and schools for adults, by the state in O. S. U.
- 12 — By and for county superintendent through correspondence courses.

*Graduate School O. S. U.*

Is inadequately supported [many answers].

*Health.*

- 1 — More information on disease should be disseminated.
- 2 — Social science departments of universities and state health department should be co-ordinated.
- 3 — Health and medical departments should be centralized and an umpire placed over all classes of practitioners as in New York.

*High Schools.*

- 1 — We are now wasting two years on four-year courses while two years are sufficient.
- 2 — Every high school student should have a year of physiology in his fourth year after his three years of other sciences to include laboratory work on the care of the body.

- 3 — Local control of high schools in lowering standard of requirements.
- 4 — Deficient in spelling, writing and U. S. history when entering Findlay college.
- 5 — A series of state wide tests for all high and elementary schools is needed.
- 6 — Only those students who have had Latin know anything about grammar. Apparently English grammar is not taught in the public schools.

*Industrial Arts, O. S. U.*

- 1 — The two departments of industrial arts and industrial education now parallel one another and should be one department for economy and efficiency.
- 2 — Expansion of domestic engineering is needed including household conveniences of all kinds.
- 3 — Household chemistry, physics and bacteriology and applied design are all neglected now.
- 4 — Practice houses for senior girls is needed in home economics and for
- 5 — Cafeteria practice.
- 6 — Additional space in the industrial arts is needed.
- 7 — Manual training is inadequately supported.

*Junior College.*

- 1 — Junior colleges have relieved the University of Missouri of 2,000 students.
- 2 — The first two classes at O. S. U. are now in the hands of incompetent instructors due to lack of funds and to large enrollment — a junior college would remedy this evil.
- 3 — The first two years of university work should be pushed back into high school; add two years to high school courses.
- 4 — Permit junior college only if collegiate rather than high school grade.
- 5 — Pass a law debarring from O. S. U. all junior college students; let other Ohio colleges take care of them; spend funds thus released upon graduate work.

*Languages.*

- 1 — Latin and Greek organizations (at O. U.) not justified by the present number of students.
- 2 — All of the languages may now be taken either in high school or in college.
- 3 — Work in English (O. S. U.) is inadequately supported.

- 4 — Russian and Slavic languages should be taught for governmental service.
- 5 — There should be one year of special training in a French or German house after completing the college course.
- 6 — Portuguese should be taught for commerce with Brazil.
- 7 — A state specialist should make scientific measurements especially of modern languages.

#### *Libraries.*

- 1 — O. S. U. should have a library training school.
- 2 — "\$1,500 a year for a normal school library is a crime."

#### *Medical Colleges, O. S. U.*

- 1 — Consolidate.
- 2 — Do away with separate homeopathic college.
- 3 — Put into one college medicine, homeopathic medicine, dentistry, pharmacy.

#### *Miami.*

- 1 — A repository is needed here for Americanization materials especially for the work at Hamilton and Middletown normal schools.

#### *Music.*

- 1 — A college is needed at O. S. U.

#### *Normal Schools.*

- 1 — County normal results seem scarcely worth while [judgment evidently not based on investigation].
- 2 — Training for teaching feeble-minded is needed.
- 3 — Kindergarten methods should be taught.
- 4 — Vocational guidance is needed.
- 5 — State work is needed for music and communistic singing.
- 6 — Systematic study needed of correct speech and effective speaking which are marked assets for teachers.
- 7 — Training is needed for physical education teaching.
- 8 — Commercial teachers should be trained.
- 9 — Information bureaus should be established for use of young teachers.
- 10 — Normals should prepare for junior high.
- 11 — More specialization is needed in training of teachers.
- 12 — Methods are improperly taught before principles, practice before methods, observations before methods or principles, methods before psychology [a judgment not concurred in by other Ohio educators].

- 13 — Normal training is too largely on a practical basis. There is need for more of the finer things that make for character.
- 14 — Train teachers to direct centralized schools, high and elementary.
- 15 — Teachers should be licensed in one subject only.
- 16 — The teacher in first class high schools should be certified for not more than two subjects, and
- 17 — For second class schools in not over three subjects.
- 18 — Two thirds of the normal course should be content and one third method.
- 19 — Only one school should specialize in music [and inferentially in other subjects].
- 20 — Students should receive support while in training, as in Akron, which pays \$50.00 and selects the best applicants.
- 21 — Normals should have research departments.
- 22 — Young teachers should be followed up by normal faculty members especially assigned to this work.
- 23 — Faculties should bring influence to bear to increase attendance.
- 24 — State law should guarantee practice facilities for normals. [See report on Teacher Training for Bowling Green arrangement].
- 25 — Towns supporting normal schools should have state subsidy and
- 26 — Their schools should be under the control of normal school.
- 27 — There should be but one board for all normal schools [practically impossible because Miami and Ohio normals are a part of larger institutions].
- 28 — There are too many normal schools [believed to be incorrect].
- 29 — Normal faculties should have time for research.
- 30 — Organize normal faculty on business like basis into committees: If cut from interests created by promoting the general welfare the faculty member's powers are sure to atrophy.

*Ohio State University.*

- 1 — Much work in the business manager's office compelled by law is unnecessary.
- 2 — Too much goes into the general equipment, janitors' supplies, carpets, desks, chairs, not enough into scientific equipment of the general department of the arts college.
- 3 — Collectively there is excessive expenditure for administration.
- 4 — We should not reach into additional fields but adequately sustain what we have.
- 5 — A thoroughly equipped graduate school is needed.
- 6 — A bureau of social research is needed to render expert service to the state.

- 7—The law school needs a moot court, librarian, summer school and publication fund.
- 8—Teaching schedule is too heavy.
- 9—Office space is inadequate.
- 10—Clerical assistance is needed by the faculty.
- 11—Co-ordination is inadequate of education service with administrative departments.
- 12—Make classes larger and fewer in number.
- 13—Use student assistants for grading papers and thus permit of better teachers and research work.
- 14—Faculties should have effective voice in determining policies and the budget.
- 15—The purchasing system should be simplified, is now too complicated and consumes too much time.
- 16—Legislative committees give too little time to university affairs do not read diagrams of university growth.
- 17—Restore to colleges the right to make their own entrance requirements [generally considered undemocratic in state support and harmful to lower schools].
- 18—Observation indicates that much work in the high schools is repeated in college, much work in teacher training schools repeats high school and academic work. High schools are not compelled to fulfill the standards set by the state superintendent's office.
- 19—All colleges should be organized to help develop O. S. U. into an educational center of higher rank with a board to consist of three members from municipal colleges, five from state supported institutions and seven from all other colleges. [From Miami professor. See section on state educational council].

### *Physical Education.*

- 1—Public health inspection is needed in all schools.
- 2—Physical education department should be a health department with health supervision and inspection, credits for required work done and adequate equipment and housing.
- 3—Every normal student should have a physical examination as should every child in the training school, which requires instruments, showers, dressing room.
- 4—Physical education should be required work, carrying credit for three years of college, then elective for the fourth year.
- 5—O. S. U. needs a larger gymnasium, 1000 lockers and recreation and athletic fields.

*Research Work.*

- 1 — University teachers should have time for research work and opportunity for publishing the results.
- 2 — The normal faculties should do research work.
- 3 — Provision should be made to relieve researchers of part of their routine duties.
- 4 — O. S. U. needs a building for research.
- 5 — Research in language should be stressed.
- 6 — Research departments in business and social work should be established at O. S. U. with proper equipment and housing.
- 7 — Engineering teachers should have time for investigation and development in the uncommercialized fields of pure science.
- 8 — Research work for legislative committees should be done by O. S. U. departments.
- 9 — Research is needed in pathology and
- 10 — Farm machinery,
- 11 — Cost of milk production,
- 12 — Dairy by-products and rural marketing problems.
- 13 — Medical institute is needed which will be independent but affiliated with first-class hospitals and medical colleges.
- 14 — Let the gaging station be on the Olentangy River.
- 15 — Experimental work is needed on fishes and pond culture.
- 16 — A bureau of cooperative research should be maintained by the colleges jointly.

*Rural Schools.*

- 1 — Universities should send out speakers, slides, exhibits.
- 2 — There is need for a greater appreciation and practice of things organized and beautiful about the farm, home, rural school, churches, roads, parks.
- 3 — There should be physical education and public health work in rural schools.
- 4 — Consolidation should be pursued.
- 5 — Dental, surgical and medical clinics are needed, school nurses and medical and mental inspection.
- 6 — County school district should be the rural school unit for taxation and administration, thus saving almost \$500,000 a year.
- 7 — All local certificate issuing and certificate reviewing authorities should be discounted after 1925.

*Salaries.*

- 1 — Students in training should be paid at normal schools as our national government pays army and navy students so that both number and quality may be increased.

- 2 — It is ridiculous that Ohio is now paying more for supervising the feeble-minded (\$7500) than for the state superintendent of schools (\$4000).
- 3 — The state superintendent should be paid \$10,000 to \$15,000.
- 4 — Incidental fees should be used to increase salaries of professors [1920 law made this possible].
- 5 — Critic teachers cannot be obtained so long as cities are paying elementary teachers more than normal college critic teachers receive.
- 6 — The state should be the unit for a tuition fund and pay all public school districts so that poor districts may be well taught.
- 7 — Highly trained specialists in chemicals and soils are not possible within present salaries.
- 8 — Summer session teachers must have larger salaries.

#### *School Boards, Local.*

- 1 — County boards should be elected or school electors, should elect county superintendent, district superintendents and assistant district superintendents and all teachers in district. All districts within the county should be abolished.
- 2 — The county superintendent should be nominated by the state superintendent of public instruction.

#### *Social Service.*

- 1 — Social service field work should be undertaken and
- 2 — Social science departments should be called upon for expert advice.
- 3 — More community service work is needed.
- 4 — Training for social service needs more support.

#### *State Department of Public Instruction.*

- 1 — Amend Ohio constitution to provide for state board of education.
- 2 — A complete reorganization is proposed; 5-7 members, one out each year, appoint own officers from outside the state if desired with fitness the only qualification.  
Require reports from all state educational institutions and from all public schools; classify schools, public and private; control the certification of teachers; control the conferring of degrees and diplomas; supervise educational departments of penal and reformatory institutions; supervise schools for the deaf, dumb, blind and feeble-minded; control all school or classes for training teachers; prepare an educational budget; recommend new regulations or amendments; give needs to be covered and salary changes needed. [See eleven provisions

proposed in letter from Professor A. R. Mead, of Ohio Wesleyan.]

- 3— More authority over school affairs is needed.
- 4— State board should control all educational institutions and libraries.
- 5— All educational work should be correlated under one authority and vested in a commissioner.
- 6— Text books should be selected by committees appointed by the state board of faculty members from higher institutions of learning.
- 7— High spot facts should be circulated from Ohio and from other states for the use of wide-awake teachers, elementary and high school, principals and superintendents, city, county and district superintendents, educational workers in other states, teachers and teacher training institutions and trustees.
- 8— Present facilities are inadequate; the office under-manned; law is too vague; space is lacking.
- 9— Choose an able man — he will do the rest.

#### *State Superintendents.*

- 1— More facts are needed and
- 2— More executive power is needed.
- 3— Someone should be employed able to plan and execute a definite program or system.
- 4— The state superintendent should be given definite powers to determine the qualifications for teachers.
- 5— The high schools are not compelled to fulfill the standards set by the state superintendent.

#### *Surveys are needed, of*

- 1— Fisheries to yield the largest return from natural wealth of rivers.
- 2— All state work and highway inspection.
- 3— All streams in co-operation with U. S. geological survey.
- 4— \$15,000 is needed to complete the publication of results of state survey containing valuable information now withheld from the public.
- 5— Biological survey has received no funds for two years.

#### *Taxation for Education.*

- 1— A fixed millage is needed for each class of school.
- 2— There should be a special levy possible for school use outside of the regular levy. [Now possible.]
- 3— A commission should be appointed from colleges to give publicity to the needs of universities and colleges.

- 4—Citizens of the community must be educated along lines of administrative school work if they are to avoid the hostility toward progressive schools.
- 5—More discretion ought to be allowed in the expenditure of money appropriated for schools.
- 6—Closer relation should exist between teachers of taxation and state taxation authorities. [Social science group, Miami.]

#### *Teachers.*

- 1—Salaries should be paid to those in training in order to increase recruits.
- 2—Four years of training should be the minimum.
- 3—No one under 21 should be permitted to teach.
- 4—Clerical help in teacher training school is inadequate.
- 5—The state should provide homes for the faculty. Rent would make this a profitable investment.
- 6—Our teacher training courses at O. S. U. in manual training should be recognized by the state board under the Smith-Hughes bill.

#### *Vocational Work.*

- 1—Vocational councils are needed at universities.

#### *Wilberforce.*

Needs facilities for brick-laying, plastering, cement work, pattern making and foundry; also expanded agricultural course, including landscape gardening; also vocational work for girls, confectioners, bakers, courses; dress and hat designing.

#### *Zoology.*

- 1—O. S. U. library is very short in zoological literature, which checks advanced research. "Of my salary of \$1,500 I shall have to spend \$100 for books."
- 2—It is too heavy a tax on individual teachers to have to buy so much scientific literature simply to keep their work up to date.
- 3—Laboratory supplies are inadequate.
- 4—A scientific man for state work is needed.
- 5—More support is needed.

The foregoing suggestions are given almost verbatim. They are not a substitute for "best sellers", but they show socially minded constructive thinking by Ohio faculties.

It is recommended that your committee have enough copies printed of this section to submit to the university and normal college faculties, together with the next section from city and county superintendents, so that it will be possible to secure study and still further suggestions in time to affect legislative proposals next winter.

It is further recommended that these suggestions be called to the

especial attention of trustees, presidents and deans for help in planning their next year's work.

The first two letters that follow will take up frankly and definitely the problems presented by the large number of elementary courses at Ohio state university. They are suggested for reprinting in full for the concrete help they contain and for the indication they give of the co-operation received by your committee from university faculties. With them for the same purpose are included typical letters\* from faculty departments, the engineering faculty at O. S. U. and two groups at Miami:\*

#### Dean J. V. Denny, O. S. U.

Replying to your request for suggestions as to work not properly organized in our educational system, permit me to make one suggestion. The high schools are now offering such a great variety of work that there is hardly a study with the single exception of English that is now pursued by all. The State law compels the higher institutions of learning to receive unconditionally into their freshman courses the graduates of first grade high schools. This requirement practically compels the colleges to **offer elementary work** in large quantities which should have been undertaken in the high school. For example, all of the **languages** may be begun either in high school or in college. The same is true of every science. The same is true of history. An investigation would show that fully one-half of the money expended for teaching in the higher institutions is expended on studies now offered in high school.

\*One remedy for this condition of affairs would be to restore to the colleges the right to make their own entrance requirements. This right was assumed by the State Legislature a few years ago.

Another remedy, and perhaps a better one, would be a new law permitting local school boards to add a fifth and sixth year to the curriculum of the local high schools. This would enable the high schools to retain some of their pupils at home for a year or two longer before sending them away to the over-crowded and often poorly taught classes in the higher institutions. The state Superintendent's office should be charged with the duty of mapping out several courses for sixth and fifth year high school. Already there is plenty of work given in the high schools of the cities to furnish a student who is going to college with a preparation sufficient to admit him to the sophomore year. The expenditure of a little more money would enable the high school to prepare for admission to the junior year in college. College freshman Chemistry, Physics, Botany, Zoology, the languages are all now freely offered in the high schools. For admission to the junior year in college it would only be necessary to add for prospective engineers another course in English and in Physics, another year in mathematics and further work in Me-

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\* In these letters punctuation and capitalization are not changed.

chanical Drawing. For those seeking a liberal course these additions would serve very well if supplemented by one extra course in American History and one extra course in the Principles of Economics. Probably, it would be a good state policy to offer a premium to such schools as should be able to undertake college work, by special grant from the State Treasury to the local schools. This grant should be sufficient to support the additional teaching force necessary. It should be regulated according to the number of students remaining for the fifth year of the high school and to the opportunities offered.

There is little hope of any little relationship between the state universities and the private colleges. Voluntary affiliations have been tried for years in this state but for the most part have come to nothing. The small colleges are fulfilling a very useful function for the State but their charters are usually so strict that it is impossible for these colleges to adjust themselves to modern requirements. Our hope lies in the establishment of a more economical relationship between the universities and the high schools of various kinds.

#### **Prof. M. B. Hammond, Economics, O. S. U.**

As a member of the faculty of Ohio State University I accept your invitation to make suggestions in regard to improvements which might well be made to improve state supported education. In doing so, I limit myself to matters connected with the Ohio State University, and while there are many matters which might be suggested in regard thereto, I limit myself to the one which seems to me the most important at the present time.

The growing popularity of a college education and the cheapness of that afforded by state universities has led within the last decade to a growth in the attendance at such institutions out of all proportion to the appropriations necessary to do the work adequately. Some of the state universities have succeeded better than the Ohio State University in impressing upon the state legislature the importance of their needs, but in practically all of them the condition prevails which I am about to describe.

The great pressure in numbers is, naturally, in the lower classes in the colleges proper, i. e. in our University in the colleges of Arts, Agriculture, Engineering and Education. From the very nature of things most of the students in the first two years of their work in all these colleges are taking work in the same departments, either because the work is required, or because it is deemed necessary for the more advanced and technical courses which come in the later years of the college course. The result is that the student in these courses can no longer select his teachers in these courses. All these departments have to give their introductory courses in **sections** and most of them have many sections. No department has sufficient

funds to hire **well-trained and experienced teachers** for this work. The work of teaching these courses is fully as important and difficult as teaching the more advanced courses and, contrary to popular belief, is recognized as such by the older and experienced men in the department. It is obvious, however that these men cannot give their time wholly to these introductory courses and turn over the advanced courses to younger and less experienced men. The older men usually give **one section** of the elementary course and devote the remainder of their time to the advanced courses. The result is that these introductory courses fall, for the most part, into the hands of men who have not yet completed their graduate work and who have had little or no experience in teaching. The lack of funds compel this. These men are lead by the prospect of **partially** earning their support while pursuing graduate studies to take up this teaching, incidentally. I believe that it will repay your committee to investigate the extent to which the teaching in the first two years at the University is done by men who regard their teaching as incidental to their other work and who cannot be expected to take the interest in their teaching which is taken by **fully-equipped** and **fully-paid** men who have entered upon college teaching as a profession.

It might seem that the remedy was to supply the University with funds sufficient to employ well-paid men for this work. Unfortunately, I do not believe the Legislature is sufficiently impressed with the importance of the subject to do this. Most men **assume** that the University is furnishing good instruction. They do not know anything to the contrary and conclude that a **big** University must be competent to give high grade instruction.

Now, as a matter of fact the larger high schools are paying much higher salaries to their teachers than are being paid by the University for the men who handle these introductory courses. Furthermore, the work done in these courses does not require expensive laboratory or library equipment. The laboratories must be **big** enough to handle the students but the expensive and elaborate equipment is needed only for the students who are specializing in the advanced courses. What is necessary is well trained teachers who are sufficiently well paid to take up this work. The teaching of the introductory courses in English, modern languages, history, economics, mathematics, the biological and physical sciences which now fill the time of the students during the first two years of their college courses can well be done in a Junior College, connected with any of the large and well-equipped high schools. They cannot do it, of course, without larger funds than are now at their disposal, but if the state would create certain educational districts and subsidize on an agreed basis the strong school in that district which would undertake to establish a Junior College and admit to its privilege all students from that district who had the neces-

sary preparation, it would serve the needs of those people desiring to send their children to college which would be far cheaper than at present—when the expenses of sending young men and women to college away from home is included—besides affording better instruction than the majority of freshmen and sophomores in the University are now receiving. It might also be a good plan to establish junior colleges in connection with the State Normal Schools. The Ohio State University should then be expected to limit very greatly the number of students in its own Junior College. When the system was well established, it might even be possible to dispense with the Junior College at the University.

The great importance attached to education in a democracy and the impossibility of adequately meeting the need in many communities is causing education to be registered more and more as the concern of the larger political units. It is for this reason that the State might well prepare to finance in part the higher education even when the administration is in the hands of the local political units. The people will more willingly support the schools when they see that the money is being spent in their own community and they have the opportunity to watch the results of the expenditure. I am not undertaking to set forth the details of such a system. I am chiefly concerned with pointing out the fact, which I am sure is not generally appreciated, that the instruction now being given to the majority of students during their first two years in the State University is of an inferior sort judged by university standards, and is steadily deteriorating, and am trying to point out that the work being done in these two years of college can well be handled in Junior Colleges in our large cities, connected with the High Schools, and in certain other communities in connection with the Normal Schools.

### **College of Engineering — O. S. U.**

The members of the faculty of the College of Engineering of The Ohio State University wish to thank you for the courtesy shown to its individual members in asking them for their "personal help" in your work and to assure you of our appreciation of the privileges offered us to be of service to our State in ways in which we are considered to be competent, each in his special field of knowledge.

After due consideration and some discussion, we respectfully offer the following suggestions under the headings listed on the return post card sent out by your committee.

#### (1) WORK NOT NEEDED OR OVER-SUPPORTED.

##### (a) *Duplication of Courses.*

There is some unnecessary duplication of courses of study of a technical and special nature in state supported institutions.

## (2) WORK NEEDED BUT NOT YET UNDERTAKEN

(a) *Educational Extension Work.*

Educational extension work is needed under the direction of the College of Engineering of the State University in the form of short technical courses of study for the mechanics, miners, clay and steel workers, railroad men, road superintendents, telephone employees and others, somewhat similar to that which the state and nation are doing for the farmers. This is already authorized by law. (103 O. L. 662-663.)

(b) *Junior Colleges.*

The establishment of Junior Colleges is recommended in those cities not now adequately provided with educational facilities corresponding to the elementary instruction given in the first two years of the college curricula, using the local high-school buildings and equipments, with the co-operation of the City Boards of Education, and under the supervision of the State University.

## 3. WORK INADEQUATELY SUPPORTED.

(a) *Expenses, Salaries and Equipments.*

The expenses, salaries and equipments of each of the State supported institutions should be supported by some adequate and regular means, such as a mill-tax levy.

(b) *Building Programs.*

The building programs, including equipment of new buildings of the State University, of the Board of Administration, and of the other similar units of the State which need new buildings each year to care for their regular growths, should be supported by adequate and regular means, such as a mill-tax levy.

(c) *Present Emergency.*

There should be immediate provisions made for the care of the increases of attendance at the State University in 1919 and 1920. The law of the state does not permit the University to limit the attendance.

(d) *University Library.*

The State University Library needs additional support and, in particular, provision for engineering books and periodicals.

(e) *Engineering Experiment Station.*

The Engineering Experiment Station at the State University for the benefit of the various departments, boards and com-

missions of the state government, and for corporations and and citizens, has been authorized by law. (103 O. L. 662-663).

(f) *Existing Technical Laboratories.*

Certain Technical Laboratories and their equipments at the State University, such as cement, telephone, materials, and industrial chemistry, need support for proper operation to make present investment efficient for the youth and industries of the State.

4. WORK NOT PROPERLY ORGANIZED.

(a) *State's Engineering Activities.*

The State's Engineering and Constructional Activities should be correlated under a new Department of Public Works, with subdivisions known as Bureaus of Highways, Canals, Railroads, Buildings, Parks, Art Commission, Reservoirs, Conservation of Streams, Fuels, etc.

(b) *State Board of Education.*

The educational activities of the state might well be organized under a system similar to that used in New York State.

(c) *Civil Service as applied to Educational Institutions.*

The civil service as at present applied to the clerical, stenographic and artisan forces of the educational institutions of the state, is not conducive of efficiency.

We take the liberty of adding the suggestion that there should be greater cooperation at mutual expense for equipment and labor between the departments and laboratories of the State University and the various Departments, Boards, Commissions, and officials of the State for the benefit of all concerned.

We shall be pleased to discuss any or all of these suggestions with you and the other members of the committee whenever it is agreeable for you to have us do so.

Again thanking you for the opportunity to be of service to our state, we remain

Very respectfully,

THE COLLEGE OF ENGINEERING,  
THE OHIO STATE UNIVERSITY.

E. T. CODDINGTON,  
*Acting Dean.*

ROBERT MEIKLJOHN,  
*Secretary.*

### **English and Public Speaking Division — Miami.**

In some adequate way bring before the people of Ohio the financial demands that will be made upon them in the natural development of education and educational institutions during the next ten years. The population is increasing, the percentage of young people entering and completing high school courses is growing by leaps and bounds, and the percentage of these graduates entering the state universities is more than keeping pace with this increase. Salaries of instructors must be made commensurate with those of trained and experienced men in other callings or this higher education will soon lose public respect and become farcical. The public certainly appears to want it and desires it to improve in excellence rather than to deteriorate. But the public in Ohio does not see at all the immense outlay that will be involved and is not educated at present to a willingness to make this outlay. A commission from the state colleges and normal schools, or one specially appointed independent of these, and provided with funds for publicity, could do a magnificent work in the next two or three years in bringing these inevitable needs to the knowledge of the taxpayers. They might then become ashamed of "sweating" public education out of the teachers and realize that the more respectable and attractive the occupation the better material it will draw to its ranks.

### **Mathematics and Physical Science Division — Miami.**

We recommend that the legislature provide for a committee of three whose duty it shall be to disseminate positive and impressive information to all householders of the state in regard to health, sanitation, venereal diseases, insanity, idiocy, etc. Books and long scientific articles are not read, or not understood or believed, but short plain statements of fact addressed personally and frequently to a man or woman will be effective.

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## EXAMINING BOARDS BELONG IN EDUCATIONAL DEPARTMENT

At present there are eight separate examining boards, with 33 members each chosen from within the profession whose entrance and professional standards it guards. For 1921 the state appropriations for these eight boards are as follows, taken in the order in which they appear in the appropriation bill:

<i>Board</i>	<i>Personal Service</i>	<i>Mainte- nance</i>	<i>Total</i>
State Board of Accountancy (3).....	\$265 00	\$365 00	\$630 00
State Dental Board (5 members).....	3,425 00	1,020 00	4,445 00
State Board of Embalming Examiners (2)..	1,800 00	1,300 00	3,100 00
State Medical Board (7 members).....	10,900 00	3,970 00	14,870 00
Nurse Registration (3).....	7,115 00	1,513 50	8,628 50
State Board of Optometry (5).....	3,840 00	1,350 00	5,190 00
State Board of Pharmacy (5).....	5,815 00	3,385 00	9,200 00
State Board of Veterinary Examiners (3)..	200 00	.....	200 00

Taking the per diem and traveling expenses alone of these boards, state expense is as follows:

<i>Board</i>	<i>Traveling Expenses</i>	<i>Per diem</i>
State Board of Accountancy.....	\$100 00	\$200 00
State Dental Board.....	850 00	2,000 00
State Board of Emblaming Examiners.....	600 00	600 00
State Medical Board.....	2,600 00	2,450 00
Nurse Registration .....	800 00	1,900 00
State Board of Optometry.....	500 00	2,000 00
State Board of Pharmacy.....	2,500 00	1,500 00
State Board of Veterinary Examiners.....	.....	200 00

This makes a total of \$10,850.00 for expenses of board members and \$7,950.00 for traveling expenses out of a grand total of \$46, 263.50 for maintaining these separate boards.

**It is suggested that the separate boards be abolished and that their present duties and powers be transferred to the Ohio board of education** without specification in the law as to the number of examiners and assistants who must be employed full time or the number of professional men or women in each group who may be employed for consolidation by the Ohio board of education. At present these full time employees total the following: state board of accountancy, state dental board and state board of embalming examiners, 1 each; state medical board, 4; nurse registration, 3; state board of optometry, 2; state board of pharmacy, 3.

Each of these separate boards acts in accordance with state law to uphold and presumably to advance the standards of its profession. The power of the state is given to the board in recognition of the great importance to society of the field occupied by each profession.

As rapidly as a profession takes a new step forward in its educational or professional standards, a majority or very active minority tries to secure the backing of the state for these new standards. It is fortunate that in years past professional leaders and the professional rank and file have used their closer knowledge of their profession's requirements for the public's protection. It is essential that no backward steps shall be taken which will subtract in the slightest degree from the protection given to the public by professional examining boards.

Furthermore, it is important that the state retain the active co-operation of the various professions in maintaining and advancing high standards for admission to and retention in any profession.

There is, however, one aspect of this present co-operation which should henceforth require public attention, namely, the basic idea underlying every one of these examining boards as now constituted is the protection of the profession rather than the protection of the public. It is true that the reason advanced for giving state authority to professional boards and for having the state name these boards is that their duties concern the public welfare. Within each profession there exists a farsighted, socially-minded group, sometimes a majority, at other times an aggressive minority, which strives successfully to think of the public interest first. It is also true, however, that in spite of best intentions on the part of examining board members and of socially-minded individuals, the point of view has heretofore been primarily that of the profession which does not want its accepted standards lowered and competition fostered by the admission to practice of persons who cannot reach the present standard. The practitioner's interest or so-called vested right has uniformly been recognized by "covering in" or accepting as certified by the state all persons already practicing even though many were not fit according to the new standard. No method of insuring a continuing preparedness has ever been incorporated in law because the power of those within a profession has always been great enough to prevent such a requirement.

The time has come when the public's interest, that is, the interest of those who patronize these professions, should be the primary consideration in making up examinations. It is for that reason that it is suggested to abolish the present boards, to give up the idea of having continuous separate boards for each professional service, and **to recognize the solidarity of the state's interest and the educational motive which should dominate professional examinations** by placing all of this work under the direction of the newly organized Ohio board of education.

The representatives of several professions in Ohio have told us that they would welcome such a change provided that no one of the several professions were singled out for the experiment. They recognize the plan as one which has already been tried in New York under the state board of regents for several of the professions and believe that it would work beneficially in Ohio. Secretary R. H. Vollmayer of the Ohio state dental board wrote of the proposed merging as follows: "If the different professions would have equal representation on a combined board and if the laws regulating ethical standards, examination fee, fines for misdemeanors, reasons for revocation of license and fees for registration are also identical, I can see no reason why a combined board would not be equally, if not more efficient."

Everything which is now done by eight boards with 30 members now employing continuously 23 executive officers and assistants could be better and more economically done by a single standardizing agency whose motive is primarily educational.

The co-operation of the professions could be retained and increased to even a larger degree than is now possible, for under the leadership of an Ohio board of education there would be lacking certain elements that now foster dissension within professions. It is very hard for a governor to select three or five or seven members of a profession for long terms without running counter to factional prejudices. Results of such mis- perhaps last through years when long term memberships are held.

**Under the proposed plan no physician or dentist or nurse would be permanently retained except as a possible employee by the state as an adviser in examinations.** On the contrary, individuals or groups would be called in, each a specialist in his field, for advice with regard to examinations, perhaps to interview and test candidates, and even perhaps to help mark certain papers, and then they would go back promptly into the current of their profession with the same status as all colleagues. Where now examining board members often come to feel that they have a proprietary right to leadership in the profession and to determination of standards, the temporary examiners could acquire no such exalted misconception of their function and place.

**Not an iota of professional and scientific ability would be subtracted from the preparation of the examination and the marking of it. Laymen would not be engaged for professional examinations.** The change means that professional men would not be engaged for lay work, would not be permanently engaged for work that centered in two periods of the year, and **when engaged would be used as experts representing the state's educational requirements and not as boards from within professions possessing power to raise or lower professional standards and increase or decrease public protection.**

While some considerable economy may be effected by this method of substituting temporary for continuing full time service, of recognizing the clerical character of most of the work and of greatly reducing traveling expenses, the main advantage from such a change would be that the same educational agency which sets the minimum standard for educational attainment in other directions and which will always be reaching out and forward in the hope of raising that minimum standard and of extending the numbers who attain it, will be held responsible for saying what it is that a dentist or physician or nurse should know and be able to do before the state of Ohio certifies to his or her ability and permits him or her to practice upon Ohio citizens.

Another extremely important advantage is this: Because pupils or students and teachers alike are influenced in their study before examinations by what they expect to be asked at examination, **this**

**method gives the state a chance to immediately and progressively influence the program, procedure and results of all the training schools and self-students** that are preparing men and women for these various public professions. At the same time, it would influence teaching in other states where students are preparing for practice in Ohio.

**If faculties and students know that examinations in Ohio as prepared for and by the state department of public instruction will use the laboratories of Columbus,** then courses of study will be modified to give training via doing, via field work, via saving human life, conducting sanitary investigations and organizing health work where the passing mark will be correct and not an average of 75% or 80%. In the field of accountancy, schools and private studies will include field work, the public purpose of accountancy, and the governmental and social problems that an Ohio certified accountant should have both desire and ability to solve.

For example, it is obvious even to a layman that no person ought to be given state permission to practice medicine who does not know the facts about modern preventive hygiene and ways in which municipalities and states are practicing preventive hygiene. Whether or not candidates for admission to trained work should be asked questions about preventive hygiene, social hygiene, community hygiene, proper organization of a state department of health, hygiene teaching and hygiene practice in schools, etc., should not be left to any profession or any three or five members of it to decide.

Whether a would-be dentist knows how teeth can be saved and the social importance and moral obligation of saving teeth as well as the mechanical technique of repairing teeth is of the utmost importance for society to ascertain before it gives its sanction to his practice and should not be left to the members of a profession or any three or five members of it to decide.

Surely we have come to the time when no person should be allowed to practice in any profession of whom the state has not ascertained before admission that he is free from transmissible diseases, a requirement which it would be vastly easier for a central board of education to enforce than for examining boards chosen from within each profession.

The higher the standard of general intelligence the more dependent society becomes upon professions and the more important to every man is the training which is given for the professions. It is from the learned professions that the public secures its indispensable builders and counselors. The public needs engineers of many kinds and it cannot afford bunglers; it needs lawyers and surgeons, physicians and teachers. Even if it did not give a quasi-monopoly to those who are admitted to any profession it would still need to concern itself about the qualifications of those who are to do its counselling, curing, building and teaching.

Once having recognized the public's interest and protection as the first consideration when admitting new members to a profession, and having charged the state's educational standardizer and leader with responsibility for fixing every higher standard for admission to practice professions, it will be easy to secure the following five minimum essentials:

- 1 — **There should be wider publicity of the facts about each profession,** its standards for admission, the kinds of work it does, its rewards, the number who make a living by it, and the special qualifications for success in it.
- 2 — **Special training for citizenship, special knowledge of public service needs and opportunities and of governmental aims, methods, and results should be a prerequisite of admission to professional courses.**
- 3 — **No person who has not proved his preparation for service by actually doing what he has learned how to do** should be considered fit for any one of the learned professions.
- 4 — **No person should be admitted to any profession who has not had theoretical and field training in the public uses** which are being made and which should be made of his profession.
- 5 — **In every community the men and women who are practicing each profession should maintain an active organization for giving to the public currently the benefit of the special insight and special experience which are gained by practicing that profession.**

Three practical questions remain to be answered:

- 1 — Is the volume of work so great as to cause a serious diversion of energy from supervision of education to examining for the professions?
- 2 — Is it fair and expedient to ask an Ohio board of education to be on the lookout for malpractice and to prosecute and disbar those found guilty of violating professional standards?
- 3 — Why should not this examining work if transferred be placed under the state department of health rather than the state department of education?

While not exactly a congenial type of service for a state department of public instruction, the maintenance of legal and professional standards of practice could easily be organized and managed more economically from one office than from several. In this work the full co-operation of the strongest members of each profession can be enlisted. The state

and county prosecuting officers will work as earnestly for a central standard maker as for a number of separate boards.

As to the volume of work, it is not as great as such names as state dental board and state medical board suggest. In the last five years the state medical board has admitted through reciprocity with other states, that is, without examination, 369 or the equivalent of 74 each year, and has examined 865 or the equivalent of 173 each year. Of 865 the medical board failed 39. In the same five years the dental board examined 1080, of whom 361 or almost exactly one in three have failed. This volume of work falling into different periods of the year and of the kind that is easily standardized is not too great for the state department of public instruction easily to organize and direct.

In 1919 the state medical board made 168 investigations which it cites as an objection to a combination of the various examining boards under one direction. Yet distributed over a year, 168 investigations are not many. Much of this investigational work can be done by officers of the state department who have other reason for being in the localities where the special investigations are needed.

Of the dental examinations the total exceeds the number of separate individuals for they have the rule that a person failing may come up for second re-examination without an additional fee and without any higher educational requirement. "The board holds two examinations a year, one in June and one in October. Of those who fail about three-fourths are sure to appear for re-examination at the next regular meeting of the board. At this examination about three-fourths of the three-fourths who failed pass and the remaining one-fourth take the examination at each successive opportunity until they pass. I have known of a few who have taken the examination at least ten times before they passed." It would be easier for a board and executive officer not themselves representatives of a profession to place the bars a little higher after each failure. Where the passing mark in theory is 75% and in the practical examination 80% as with the dental board, and a general average of 75% with the medical board, the public welfare should be protected against special preparation or "cramming" for examinations.

The reasons for combining the work of these boards under one head are as cogent as the reasons which now give to the medical board responsibility for examining applicants for limited practice such as osteopathy, midwifery, chiropractic, electro-therapy and other branches embraced in Section 1274-1 of the General Code. Justifying the concentration of these examinations under the medical board the secretary of that board wrote: "All of these people are engaged in the treatment of human ills and I know of no body of men who can define the limitations which should be exacted of a limited practitioner — a masseur for example — save those who have had a complete education and have passed the necessary examination showing qualification. As at present arranged, it

would seem that the state medical board with the subsidiary committees in osteopathy and nurse registration, with the ability to call to its assistance for a practical examination in a particular branch of limited practice, an individual qualified to do such limited practice, that the best interests of the public are conserved.

"Left to their own devices, these above mentioned limited practitioners would prescribe educational and professional qualifications so ridiculously meager that no standard would be maintained. Under present arrangement, the state medical board examines all of these applicants in the basic branches which should determine whether an applicant possesses the fundamental education necessary before entering upon the studies of a limited branch."

The reasons for not placing such powers in the state department of health instead of the state department of public instruction are these. Commissioner Freeman of Ohio's state department of health maintains that the first duty of a department of health is to secure the full co-operation of all practitioners; that this would be practically impossible if the state department of health were mixed up with the factional discussion of proposed new standards for admission into the profession, and constantly investigating charges against individual practitioners.

This view is supported in a letter to your committee from officers of the Michigan State Department of Health, Dr. R. M. Olin, State Commissioner, Dr. C. C. Young, Laboratory Chief, and Katherine Ostrander, Director of the Division of Social Service concurring in the following statement by Dr. W. J. V. Deacon, Epidemiologist: "It is generally conceded that the registration and examination of physicians would not be successfully conducted by the state department of health. My personal acquaintance with a number of health officers who are charged with the duty of registration and examinations leads me to believe that the two do not work successfully together. I believe it is to the general good of the entire service that these two functions of protecting the public and of exercising certain police powers in relation to practitioners be separate. . . . The greatest possible success in public health administration comes from securing the willing observance of the law because the purpose of it is understood."

Of centering responsibility for examining, these three Michigan health officers expressed the following opinion: "Every state administration is hampered in the administration of its affairs by a multiplicity of boards and a properly organized general board would probably be found far more satisfactory and economical, but such a board must be empowered to secure such advisory assistance as may be necessary from the various professions as would enable them to conduct a just, equitable and intelligent examination."

By recommending that this examination work come under an Ohio board of education instead of a consolidated examining board,

it is hoped to secure all the advantages of concentration plus the additional advantage of recognizing the state's part in the admission of new practitioners to professions which it licenses as part of its educational program and accountability.

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#### POSSIBLE FORWARD STEPS IN OHIO EDUCATION WITHOUT REORGANIZING THE STATE DEPARTMENT OF PUBLIC INSTRUCTION

Ohio's state department of public instruction should be reorganized. The various proposals made in other sections of this report merit the immediate attention of educational leaders and the public and call for prompt action by the legislature soon after convening in 1921.

As often happens in human activities, however, **progress is not entirely dependent upon change in legal forms and legal machinery.** The following are cited as forward steps that will accomplish much for Ohio and that are typical of what should be expected between now and any changes that are made in the formal organization or legal powers of the present department:

- 1 — **The interest of the newspapers of the state in live school news can be used more frequently and cumulatively.** The schools of the state will furnish the news and the newspapers will circulate it if the state department will arrange to analyze it and pass it on.
- 2 — With the present mimeograph machines and skilled mimeographers **it would be possible to circulate between now and the end of this school year,** during the summer when plans are being made for the next year, and in the early autumn months when work is being shaped for the next year, **a number of round robin reports of best practices, successes, radical proposals, salary increases granted, practice facilities used by the county normal schools, and questions, from those who lack experience to those who have it.** In this way currents of inquiry and co-operation can be kept alive.
- 3 — **High spot bulletins of best practices and forward strivings in other states and in Ohio cities and counties can be circulated** such as the four which the department has already issued this year in separate bulletins, and such as were sent to the joint legislative committee on administrative reorganization by out-of-Ohio state, county and city normal schools and colleges of education. High spot information is pouring in to

the department constantly. The cost of analyzing it and circulating it is well within the present appropriation and facilities of the office.

- 4— **The educational journals, state department bulletins, reports of educational studies from all over the country including Ohio can be brought into the office, distributed among the staff for study, if necessary sent out to Ohio state university graduate and senior students for help in high spotting, and the results made available to the whole state.**
- 5— **The cooperation of the two journals** which circulate among Ohio school teachers, the Ohio Educational Monthly and the Ohio Teacher, **can be used far more frequently and extensively than in the past.** The editors are greatly interested in school progress. They are seeking just the kind of information which is constantly coming into this office.
- 6— **The statistics of the department for education throughout Ohio,** particularly elementary and secondary schools, **can be made vastly more helpful and their story vastly more readable.** There is plenty of time for the statistician to devise such new tables as are needed to bring out new important information. The printing cost is taken care of. The schoolmen will gladly furnish information if they know it is going to be used for their benefit. It took but a few minutes of the statistician's time to prepare the two tables for your committee showing the annual salaries paid by counties and districts in Ohio to their superintendents. There is plenty of time to make and to have made by co-operating educators and students of education scores of such charts that will help the general public visualize school needs and school gains.
- 7— It is possible to prepare lantern slides of attractive illustrations and to **make the beginning of a division of visual instruction** which an expanded department should develop for the benefit of the whole state. To show from limited funds how useful such visual instruction is and how one set of lantern slides can help educate twenty communities will make it easier to secure the funds for an adequate department of visual instruction.
- 8— **The annual report of the department would cost but a little more time and money, if as much, if it were made more appealing to the eye and to the mind** after the manner of the Rural School Bulletin issued in 1920. A few postage stamps will secure from the best run and best explained out-of-Ohio state departments samples of progressive reporting that "gets across" to the public.

- 9— **Conferences can be held with special groups,**—superintendents of large cities, superintendents of smaller cities, district superintendents, county superintendents, principals in charge of vocational schools, school trustees, etc. The expense of such conferences need not even be borne by the state department except the small amount which might be spent in sending calls and in preparing programs. The state wants this kind of help to present leadership without waiting for a recognized department.
- 10— Through his ex-officio relation to the state board of education which administers the federal funds for vocational training **the state superintendent has the means of learning all about alternatives considered for that work, methods practiced and results obtained and can circulate through the whole state the facts which he thus learns.**
- 11 — **The monthly bulletin can be sent as second class postage,** and if desired several bulletins can be issued second class so long only as “they are issued from a known place of publication at stated intervals and as frequently as four times a year”. The difference in postage between second-class and third-class on ten thousand bulletins is almost \$98.00 which can be used for more frequent publications, for large mailing lists or for additional work.
- 12 — **More time in the field can easily be given even by the too small present staff.** There is time for the financial secretary to be of help to many localities wishing to improve their accounting and statistical work. It is possible and highly desirable for the inspector of teacher training to be in the field more and making more of the visits which were reported by several of those inspected to be extremely helpful. It is possible for the assistant superintendent, experienced in county supervision and familiar with county work in different parts of the state, to spend fully 50% of his time in the field without jeopardizing the work at the central office. Moreover, any state superintendent, just because of his position, can be of great help to county and local school boards and to officers and teachers especially when, as in the case of the present incumbent, this state leader has an unusual capacity for instant sympathy with the teacher’s point of view, for discovery of teachers’ capacity and for epigrammatic utterance. Through and for such work the department of efficiency tests and survey established in 1914 (G. C. 7654-6) can be re-established.
- 13 — **The field inspections of the present high school inspectional staff of seven** (one at half time from each normal

school and Ohio State University and two at full time for the state department) **can be made far more useful.** It is possible to include county normal schools and the main needs of elementary school systems in their inspections. It is not fair to any locality to judge its high school needs and work except against a background of its elementary school problems and work.

Within the department there is the feeling that more could be accomplished if there were full time inspectors subject exclusively to the department in place of those named by the five teacher training schools. It is barely possible that quantitatively more work could be done by full time inspectors. It is possible even that better work would be done so far as individual inspections are concerned. It is doubtful, however, if so much benefit could thus be obtained for the schools as a whole as can be gained now from this close co-operation of the state department and the teacher training schools in the inspection of high schools which supply the recruits for teaching.

So far as there is a breakdown or even loss of momentum now due to breaking in new men and to giving men a new start after they swing from college work to field work, the loss of momentum can be anticipated, guarded against and almost completely overcome by administrative steps well within the power of the state superintendent. From the standpoint of future schools it is a pity that every single faculty member of each teacher training school cannot be used for field inspections of elementary and secondary schools under conditions where accountability for dispatch, sense, contact, vision, definite knowledge of school requirements and ability to analyze and test can be exacted by the state department.

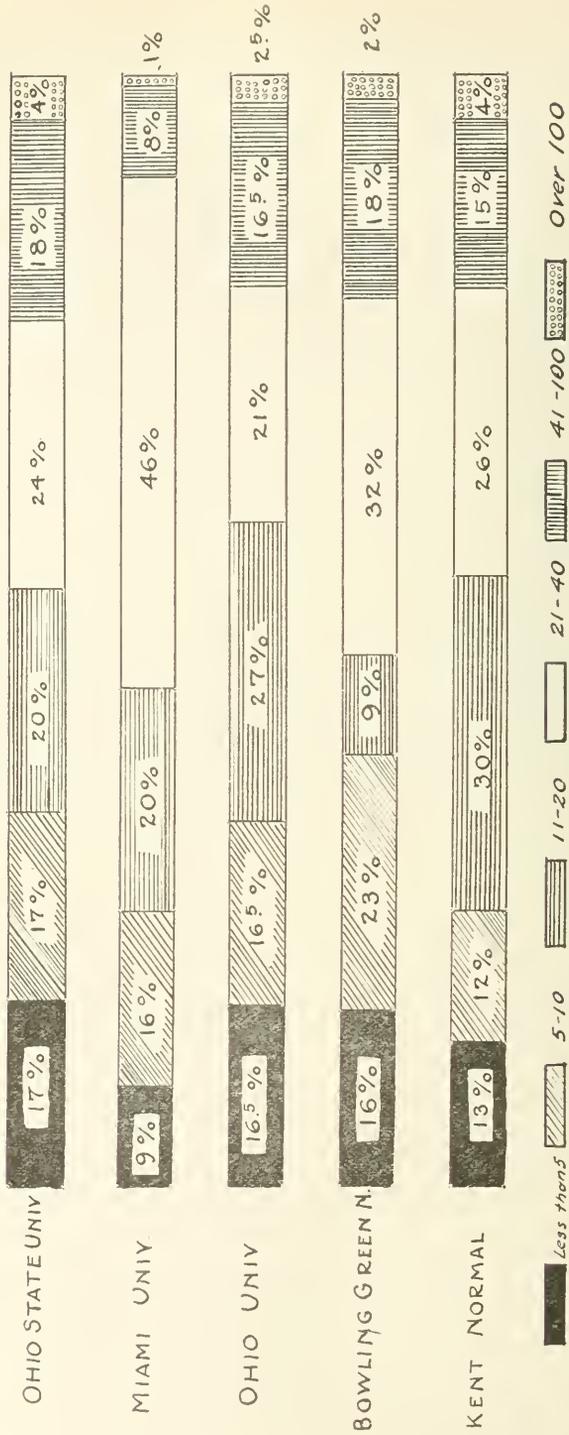
- 14 — **Almost to a dollar moneys voted for the state department's own use and for expansion of school work in counties and districts can be profitably expended.** There never should be \$100,000 or one-half or one-fourth or one-tenth that amount returned to the general fund because it has not been earned by counties and districts or because its constructive use has not been insisted upon by the state department's executive. In 1919 the funds for traveling and office expenses (about \$8,000) might have been so used that the \$93,000 appropriated for counties and districts which was turned back would have been earned by them. At least the department could have had a record of having explained to these districts the advantages to their own children of spending money necessary to earn the state appropriations.

- 15 — **A school program can be prepared for submission to the next legislature** which will include a clear and convincing statement of the next steps for Ohio's schools which should be taken up by the state department of public instruction, together with the cost of those steps. Where heretofore for several terms the department has been cutting its costs and yielding to uninformed or misinformed demands for retrenchment it should now take the reins and explain to the legislature and the public the need for a greatly enlarged budget. Any state which has voted the school revenues which Ohio's legislature unanimously voted in 1920 will see the advantage of appropriating the relatively small additional amounts necessary to qualify the state department of public instruction to help districts, counties, and cities use their new taxing power most effectively. Without state leadership of the right kind it will be easy for the people of Ohio to waste many times the amount which a properly equipped state department would cost.

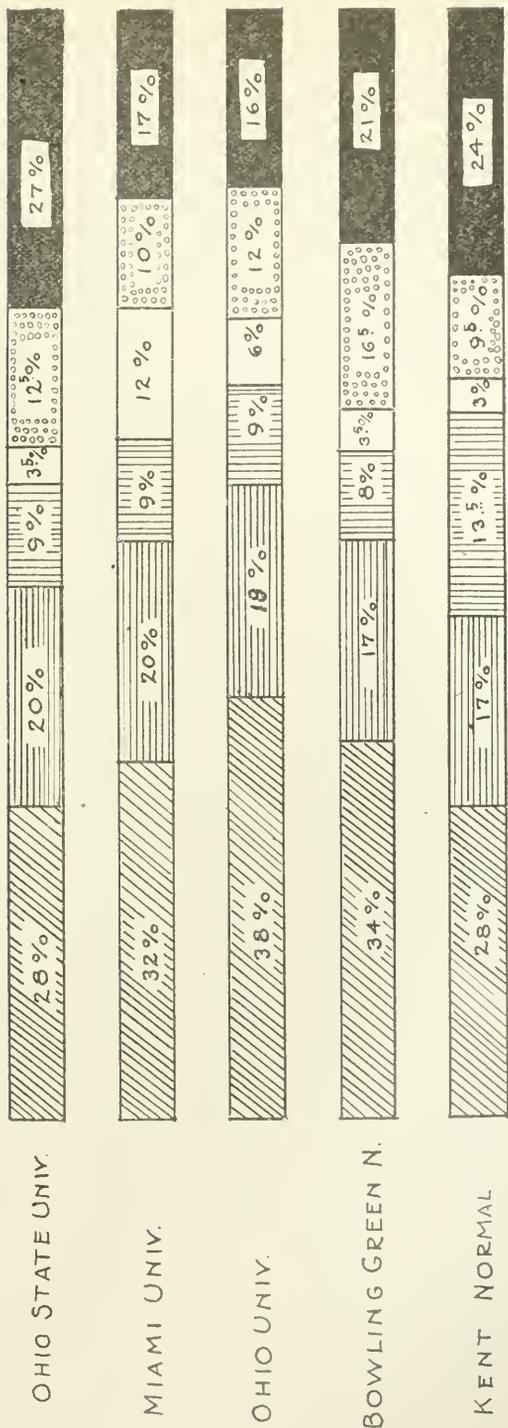
#### POSTSCRIPT

Letters and instructions, calls for conference and other educational matters which have been sent by the new state superintendent to Ohio school officers since this report was written show that many forward steps have been taken. *It is recommended* that your committee ask the state superintendent of public instruction to summarize such forward steps for presentation to the legislature and public in January 1921.

SIZE OF CLASSES - 165 PROFESSORS

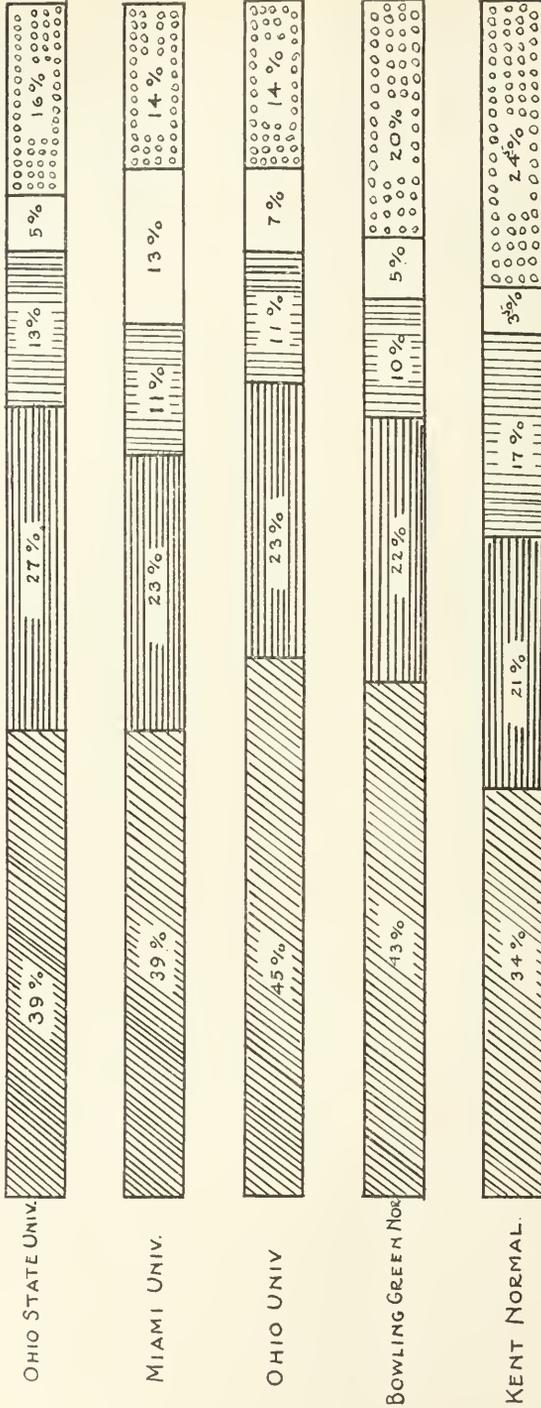


WHERE TOTAL "TIME FOR STATE" BY FACULTIES GOES



Class time  
 Prep  
 Rev. App  
 Student Conf  
 Other  
 Non Instruction

WHERE INSTRUCTION TIME OF PROFESSORS GOES



In Class  
 Preparation  
 Reviewing Papers  
 Student Conference  
 Other

HOURS DAILY OF RESEARCH WORK - PROFESSORS



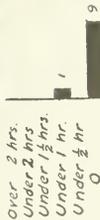
OHIO STATE UNIV.



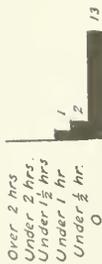
MIAMI UNIV.



OHIO UNIV.



BOWLING GREEN



KENT



TOTAL

## OHIO'S THREE UNIVERSITIES

Ohio is already spending upon its higher education the enormous total of \$2,325,000 which unless conditions and public sentiment change will shortly be doubled; \$150,000 for Bowling Green normal college; \$175,000 for Kent normal college; \$250,000 for Miami university; \$250,000 for Ohio university; \$1,500,000 for Ohio state university.

Ohio has three universities: Ohio university, 1023 students, 63 registered as non-residents at Athens, started in 1802 as the American Western university and was christened Ohio university in 1864; Miami university, 1033 students, 138 non-residents, at Oxford, established by legislative act in 1809; Ohio state university, 6608 students, 566 non-residents, at Columbus, established by the legislature in 1870. The Ohio residences of students as given by students are shown on the service spot maps submitted herewith,\* — to the slight overstatement of numbers from college towns because students move there for their college course or non-residents often claim residence there.

Each of these three universities has its own board of trustees appointed by the governor with the advice and consent of the senate, — Ohio, 19 appointed for life, plus the president and the governor of the state exofficio; Miami, 27, nine trustees every third year for a term of nine years; Ohio state university, seven for a term of seven years each.

Each of three universities gives the same or similar non-professional courses running through four college years. Each of them has a four year course for teachers which prepares for high school teaching. Each of them has a rapidly growing summer school. Each of them is independent of the others in its internal management, faculty organization, courses of study, standards for students, etc., except that Miami and Ohio universities have agreed to discontinue work for the master's degree and that all three are represented in a conference of higher education in which Bowling Green and Kent normal colleges are also represented. Informal cooperation gives each institution a slight acquaintance with the other two.

For the graduate work leading to the degree, Doctor of Philosophy, the state law has designated Ohio state university alone. Section 7923 declares a policy for all time to come, namely,

- 1 — The state will build up one university worthy of it as now begun by Ohio state university, and
- 2 — Miami and Ohio universities are to be colleges of liberal arts but are not to include technical or graduate instruction aside from the usual graduate work for the degree of master of arts (which last has been given up voluntarily by both universities).

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\* See appendix.

Over these three independent institutions there is no state authority now exercising educational supervision except so far as questions asked and proposals made by the auditor of state, the budget commissioner, the governor, finance committees of the legislature or the general assembly itself may constitute supervision.

No formal relation whatever exists between the state department of public instruction and the three universities with respect to any part of their work except certification of teachers.

Question: Shall this present complete independence of each university be continued, modified, or abandoned?

This present organization violates current orthodox and advanced theories of proper organization for state educational institutions. Using theory as a searchlight a clear need is pointed out by several Ohio educators and by out-of-Ohio observers for several different changes:

- 1—A single board which shall have charge not only of the universities but of all other educational services of the state.
- 2—Such a single board with a chancellor over all the three universities, having power to name presidents and to carry out the board's policies.
- 3—A single board for the three universities and two normal colleges, administering through a president and faculty for each institution which would be entirely independent of officers and faculties of other institutions.
- 4—A central board over the three universities alone working through a separate president and faculty for each institution.
- 5—A single board with a chancellor over the three universities working through a president and faculty in each institution separate from all the others.
- 6—The abandonment of the college of liberal arts at Miami and Ohio universities and retention of their colleges of education.
- 7—The development of Bowling Green and Kent normal colleges into colleges of liberal arts with integral four year colleges of education while still retaining two-year normal courses for teachers, in this way with Miami and Ohio providing four colleges in four corners of the state and a central state university at Columbus for professional senior college and graduate work, faculty and student research and experimentation.

Of these seven suggestions the last alone is suggested as a practical next step for Ohio. The reasons for and against the others are less important at this point than the reasons for the alternative and compromise suggestions which follow:

- 1 — **Begin the co-ordination of Ohio's three universities and two normal colleges by first securing and co-ordinating information about them rather than by attempting to physically co-ordinate officers and faculties.** This can be done by giving the state department of public instruction the power and the duty to learn and publish the facts about organization, program, equipment, products and needs of these institutions against its background of public school needs throughout Ohio.
- 2 — **Encourage and continue the higher education conference, expect it to be active in discovering and discussing common problems,** and foster such activity by making budgetary provision for a qualified itinerant investigator and circulator of information about high spots, best practices and suggestions.
- 3 — **Give the same number of trustees to each of the three universities with the same method of appointment and tenure,** that is, reduce Ohio's trustees from 21 with life terms to seven with seven year terms; reduce Miami's 27 with nine year terms to seven with seven year terms; leave Ohio state university with number and tenure as at present, seven members for seven years. Later it will probably prove advisable to reduce the number to five as in the case of trustees for Bowling Green and Kent normal colleges.
- 4 — **Put a premium upon democratic cooperation within faculties and between faculties and managements on the basis of fact by requiring trustees to hold public meetings,** to hold executive sessions only for reasons and with results stated in minutes, to record proposals discussed as well as actions taken, to distribute proceedings among faculty, to ask co-operation of faculty when vacancies occur as suggested in the section on faculty organization.
- 5 — **Require each institution to provide for current scientific self-study through a division of administrative research and reference** equipped (1) to analyze the field each institution is attempting to cover, methods employed and results obtained and (2) to obtain and circulate among officers and faculty helpful information from other Ohio activities inside and outside of Ohio. It is more prodigal for a university to be without administrative self-research than for a great business to be without a testing laboratory and a cost department. As all of the institutions train teachers, and as the advanced work of the Ohio state university's college of education calls for clinical material, it will be possible through divisions of reference and research to kill two birds with one stone, (1) secure

indispensable information at a low cost and (2) at the same time provide invaluable field training for prospective teachers and school administrators. Not the least important duty of such a division for self-study should be listing the unmet needs of its institutions and specifying those needs which might be met by citizen gifts of time or money.

No other step will bridge the chasm that is widening between faculties and administrators and faculties and trustees. Instead of opposing every attempt by trustees and business management to understand educational problems and deal with them on a basis of established information, faculties should promote methods of organization which will make it difficult if not impossible for business managers and trustees to think of the money and equipment side of education without the aid of definite educational information such as a bureau of administrative research would cumulatively furnish.

- 6— **Require that so far as time is the basis of credit an hour in one institution shall be the equivalent of an hour in one of the other institutions,** and that an hour or a half year in a county normal shall be considered the equivalent of the same time in any one of the five higher institutions.
- 7— **Require that each institution install and use the records necessary to show at the beginning of each semester to trustees, officers, faculty, council of higher education, and the state department of public instruction, the use, partial use and non-use of building space and the teaching and non-teaching load of faculty members.** Records furnished to your committee show space worth several million dollars completely or partially not used for over half the time and seriously inequitable distribution of service loads among faculties. See accompanying charts. If continuous and scientific self-study is adopted by each institution many other helpful records will result; for example, blanks upon which it will be easy for faculty members and officers to report to trustees and to faculties whatever suggestions for improving university work they have obtained from conventions or other absences on leave.
- 8— **Encourage but do not require uniform and comparable organization of faculties along the line of the best practices available in Ohio or elsewhere.** Make special effort to keep out of faculty meetings all routine matters that should be attended to by clerks or by small committees. Give the faculty meetings to large educational problems such as the teacher shortage, revision of curriculum, cooperation with the public schools, extension education, encouragement of research, de-

REPORT OF JOINT LEGISLATIVE COMMITTEE

USE, PARTIAL USE, AND NON-USE OF ROOMS USED BY STUDENTS

Institution Bowling Green Normal Building Administration

Room 309 Typewriting Dimensions 16 x 28 Student Capacity 12

Period Length	Sun.	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.
1st							#####
2nd							#####
3rd							#####
4th							#####
5th			Lunch Hour				
6th							#####
7th							#####
8th							#####
9th		#####	#####	#####	#####	#####	#####
10th		#####	#####	#####	#####	#####	#####

White- complete use, #-non-use

USE, PARTIAL USE, AND NON-USE OF ROOMS USED BY STUDENTS

Institution Bowling Green Building Administration

Room 217- Sewing Dimensions 24 x 32 Student Capacity 20

Period Length	Sun.	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.
1st		#####	#####	#####	#####	#####	#####
2nd		4/20#####	2/#####	4/20#####	2/#####	4/20#####	#####
3rd		#####	5/20#####	#####	5/20#####	#####	#####
4th		2/#####	#####	#####	5/20#####	#####	#####
5th			Lunch Hour				
6th		#####	#####	#####	#####	#####	#####
7th		#####	#####	#####	#####	#####	#####
8th							
9th		#####	#####	#####	#####	#####	#####
10th		#####	#####	#####	#####	#####	#####

White-complete use, fraction-partial use, #-non-use

USE, PARTIAL USE, AND NON-USE OF ROOMS USED BY STUDENTS

Institution	Miami Univ.		Building					Main Building
Room	224		Dimensions		Student Capacity			33
Period Length	Sun.	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.	
1st 7:30-8:30		10/33	29/33	10/33	29/33	10/33	29/33	
2nd 9-10			23/33	23/33	23/33	23/33		
3rd 10-11		30/33	30/33	30/33	30/33	30/33		
4th 11-12		14/33	14/33	14/33	14/33	14/33		
5th 12-1		Lunch Hour						
6th 1-2		17/33		17/33		17/33		
7th 2-3			9/33		9/33			
8th 3-4								
9th 4-5								
10th 5-6								

White-complete use, fraction-partial use, -non-use.

USE, PARTIAL USE, AND NON-USE OF ROOMS USED BY STUDENTS

Institution	Miami University		Building					Brice
Room	105		Dimensions		Capacity			45
Period Length	Sun.	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.	
1st 7:30-8:30								
2nd 9-10		7/45	9/45	7/45	5/45	3/45		
3rd 10-11		19/45		19/45				
4th 11-12			33/45		33/45			
5th 12-1		Lunch Hour						
6th 1-2								
7th 2-3								
8th 3-4								
9th 4-5								
10th 5-6								

White-complete use, fraction-partial use, -non-use

velopment of teaching through field work and through doing what needs to be done in factory, shop or community, proper attention to student housing, boarding and recreation and to discovery of individual students' weak points needing correction and strong points needing development.

- 9— **Build up the junior college years and teacher-preparing senior college years in the four colleges and so far as possible reserve the energies of Ohio state university for senior college and graduate work and for professional training that cannot be given in any of the other schools.**

USE, PARTIAL USE, AND NON-USE OF ROOMS USED BY STUDENTS

Institution    Kent State Normal                      Building    Merrill Hall

Room    54                      Dimensions 24 x 32                      Student Capacity    40

Period length	Sun.	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.
1st		34/40 ##	34/40 ##	34/40 ##	34/40 ##	34/40 ##	##/##/##/##/##/##/##
2nd		34/40 ##	34/40 ##	34/40 ##	34/40 ##	34/40 ##	##/##/##/##/##/##/##
3rd		32/30 ##/##	32/30 ##/##	32/40 ##/##	32/40 ##/##	32/40 ##/##	##/##/##/##/##/##/##
4th		34/40 ##	34/40 ##	34/40 ##	34/40 ##	34/40 ##	##/##/##/##/##/##/##
5th			Lunch	Hour			
6th		32/30 ##/##	32/30 ##/##	32/30 ##/##	32/40 ##/##	32/40 ##/##	##/##/##/##/##/##/##
7th		28/40 ##/##/##/##	28/40 ##/##/##/##	28/40 ##/##/##/##	28/40 ##/##/##/##	28/40 ##/##/##/##	##/##/##/##/##/##/##
8th		34/40 ##	34/40 ##	34/40 ##	34/40 ##	34/40 ##	##/##/##/##/##/##/##
9th		##/##/##/##/##/##/##	##/##/##/##/##/##/##	##/##/##/##/##/##/##	##/##/##/##/##/##/##	##/##/##/##/##/##/##	##/##/##/##/##/##/##
10th		##/##/##/##/##/##/##	##/##/##/##/##/##/##	##/##/##/##/##/##/##	##/##/##/##/##/##/##	##/##/##/##/##/##/##	##/##/##/##/##/##/##

White-complete use, Fractions-partial use, ##-non-use

- 10— **Charge all non-residents, i. e., out-of-Ohio residents excepting possibly students from foreign countries, a tuition fee that will fairly represent the actual cost to Ohio of giving this instruction; prohibit the admission of non-resident students to freshman and sophomore years at the Ohio state university; give resident students preference in state dormitories and in private rooms; refuse to continue any out-of-state student who does not achieve a rating of B or whose scale of expenditure has a deteriorating or demoralizing effect upon cost or character of living for Ohio students; frankly take the position that Ohio institutions are primarily for Ohio students unless conditions develop where**

**there is building space or faculty energy not required for adequate attention to Ohio students.**

- 11 — Charge the state department of public instruction with responsibility (1) **for reviewing the budgetary estimates of these universities and colleges,** (2) **for tentatively recommending reductions or increases according to its evidence of state wide needs,** (3) **for conferring with each institution before finally recommending a change either to the budget commissioner or to the public,** and (4) **for submitting a consolidated budgetary program for all of Ohio's state supported education.**

In drafting laws to provide for such steps by the three universities and two normal colleges, it will be necessary to have many conferences and to work out details fitted to each institution.. It is not necessary to take your committee's time to explain all of the ramifications of these suggestions. It would be possible from statements by the faculty and officers themselves to show concretely in many different ways for each institution the need for such steps. It is enough to recall that it is upon these institutions that Ohio relies for the recruiting and training of teachers and the recruiting and training of men and women for other professions, and for the higher life imposed by American citizenship upon college-bred men and women.

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## OHIO'S NEED FOR JUNIOR COLLEGES

From faculty members of state and private colleges in Ohio came many appeals for a central state university which should be primarily a university and not primarily an institution for elementary college work.

Even Ohio state university itself throws up its hands in dismay at its thousands of freshmen and asks relief from the other thousands that the future promises. Faculty members and the president agree that unless something is done to give this central institution relief from veritable hordes of elementary students it cannot hope to develop ability to serve Ohio as other institutions in the state are not equipped to serve. Educational leaders in the faculty at Ohio state university and among its trustees want to develop along advanced lines of scholarship, build up professional schools, graduate schools, and faculty and student research which will both add to the sum of human knowledge and will immediately and permanently serve the interest of Ohio's commerce, industry, agriculture and government.

Two ways out are proposed:

- 1 — Raise scholastic requirements and free the university from the necessity of accepting all Ohio high school graduates who wish to register.
- 2 — Establish junior colleges, which means adding two stories, of college grade, freshmen and sophomore, to the high school work done in cities and counties throughout the state, plus the fostering of relations with other state and private schools of college grade by which these other shall specialize in the training of freshmen and sophomores and the Ohio state university shall specialize in the training of juniors, seniors, graduate students and professional students.

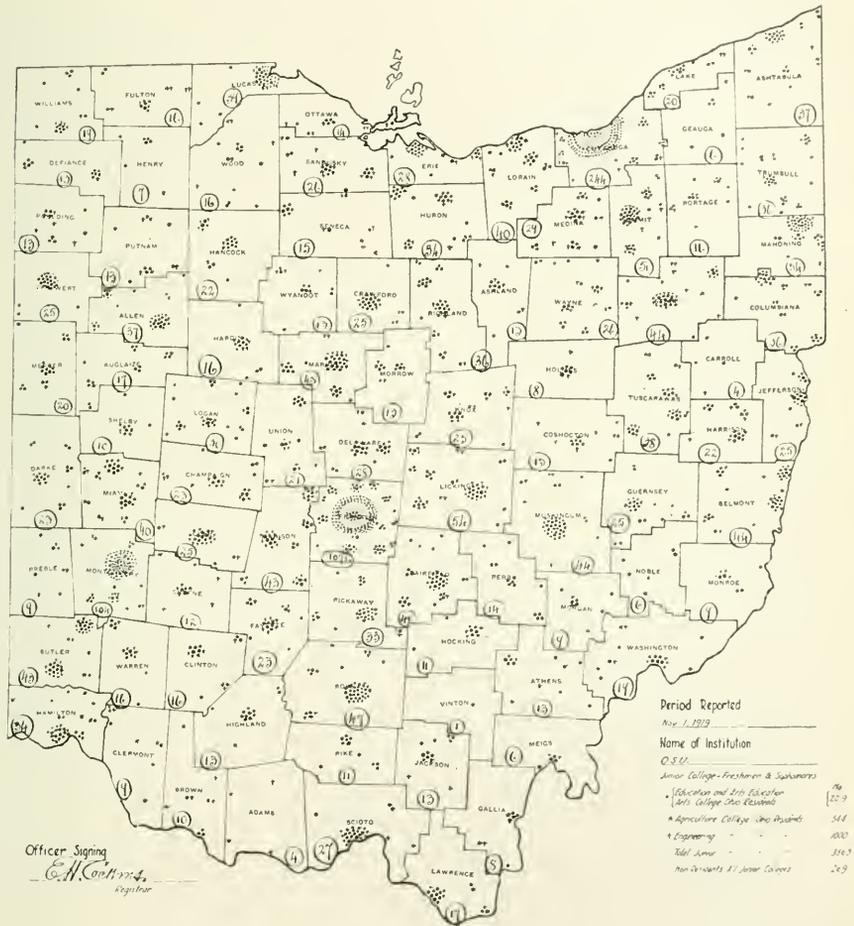
The first alternative, that of turning back the hands of the clock and withdrawing the declaration that high schools exist for all the students in them and not for the preparation of a few for college, is not seriously thinkable for Ohio. Democracy does not go back in such ways and for such reasons. If the high school of any city fails to prepare some or all of its students for the work of the universities, the remedy is to improve that city's high schools. For such services the state department of public instruction exists. Facts about the breakdown of any high school should be used by the universities and the state department for improving that school's standards and not for crippling that school's ability to serve its entire student body and the business and society they are to enter.

The second alternative, the development of junior colleges, must be seriously considered by Ohio not merely because the Ohio state university has more junior college men and women than it is organized to do justice to without neglecting other work, but also because the cost of securing free tuition away from home is so great that large numbers of Ohio boys and girls will never have a college education unless at least the two early years are brought practically to their home doors.

If this second suggestion is acted upon there will remain for junior college work at Ohio state university a very large registration from Columbus, Franklin county and adjacent counties. The distribution of the present register is shown on the accompanying service map made by Registrar E. H. Cockins for your committee. This map shows the total of 3563 junior college registrants in the first semester of 1919-1920, of whom 1076 were from Columbus and Franklin county and 220 from counties contiguous to Franklin. All the rest of the 2267 junior college registrants would be appropriately distributed among four other colleges, except that a considerable proportion of them must continue to come to Columbus for special professional work in engineering, dentistry, medicine, etc., until such time as these professional schools begin their

strictly professional work at the third year beyond high school or the junior college year, — a time which cannot be far distant.

If such a step were taken for the better distribution of students and for the better use of Ohio state university a great many of the junior college students would undoubtedly register in home town or nearby private colleges rather than pay the carfare to attend one of the other four state institutions which would lack the prestige of size and of suc-



cess in athletics that now attaches to O. S. U. Considerable relief would result if there were no feeders to the upper classes of O. S. U. except the four other state colleges, municipal universities all of which now have four-year courses, and private colleges. Because this step calls for no additional expenditure by the state except to take care of a possibly increased register at the four state colleges, let us consider the rela-

tion that would develop between Ohio state university and its recognized feeder-colleges.

Ohio state university should come to mean one great central university representing the highest landing in the whole educational program of the state. Each of the other two universities, two state normal colleges, thirty-five county normal schools, and the normal department at Wilberforce should be definitely recognized as part of this university. For reasons earlier stated, work done in one part should receive full credit in every other part without, however, binding one institution to continue a student from another institution who proves inability to carry its own work. Each part of this greater university should be encouraged and required to apply such individual tests to its students that its credentials will give to one of its students a chance to study in any part of the whole university without discount for past time provided only that he works to grade in the future.

Certificates or records of work should be signed by the central university as well as by the institution in which the work is taken. Thus, a student who had finished four years in Miami university would receive a degree from the all-Ohio university *at Miami*; one who took the bachelor's degree at Kent or Bowling Green would receive a degree from the all-Ohio university *at Kent* or *at Bowling Green*. The certificate for work done at a normal county school in a one-year course should be not only from the director of that county school but from the all-Ohio university at that county school.

The details of this arrangement should be worked out as the result of co-operative study by a reorganized state department of education and Ohio's colleges. Without changing any of the other factors in the state's present organization it would be possible to effect such co-operation and understanding and such visiting and reporting by the state department of public instruction that this kind of arrangement among the state supported institutions would work to the advantage of all and without injury or inconvenience to any.

The final certifying would doubtless best be by the state department of public instruction, the natural coordinator.

The extension of such a relation would easily run to private colleges and to municipal universities not under state control. Obviously, however, in such cases the state when giving a certificate would be certifying to a standard which it has observed and tested without being itself responsible for the standard. In order to encourage even the weaker colleges which are not so well equipped to conduct the junior and senior courses as they are to conduct freshmen and sophomore courses and to supervise these younger students during their first years away from home, it would be necessary to show that their participation in the preparing of these junior college students would not be lost sight of when

the final degree was given. Such recognition would be indispensable before the stronger institutions could be persuaded to send their senior college students to Ohio state university. At present it is easier for Ohio private colleges to send students to the graduate school of Ohio state university because the student's connection with his alma mater is definitely recognized in the final announcement of the degree, which ought also to be specified in the proposed all Ohio certificate.

There is no reason at all why the state of Ohio should not recognize the institution responsible for the early preparation of students who later take degrees from its central university. Thus one coming for two years work from a municipal university in Cincinnati, Akron or Toledo or one coming from one of the many private colleges would receive a degree from the all-Ohio state university (represented by the state department of public instruction) with the notation that a municipal university or private college had contributed one-fourth, one-half or three-fourths of that student's preparation.

A relation similar to this already exists in graduate research work. The public and private colleges in Ohio have a practical understanding which with respect to Miami and Ohio universities is legalized that they shall not attempt to build up graduate schools. Nominally, all of these institutions are turning to Ohio state university for carrying their advanced students on into research and graduate work. Actually, as many of them have written to your committee, the University has not been equipped—largely because of its junior college work—to give the leadership which these other institutions wish. The time has come for an extension of this principle to include a large number of students who prefer the first two years in one of the other institutions and the last two years in professional and other advanced courses at Ohio state university.

One serious obstacle to this development is the large number of junior college students who register from Franklin and contiguous counties. These 1296 students constitute so large a proportion of the total junior college register—50%—that not much relief will be effected unless a junior college is provided for them.

There are two ways out of this difficulty, one affecting these students primarily and the other affecting the whole state.

First, it is possible to organize a junior college on the campus for all elementary, non-professional work; admit no one to this college who lives in a district tributary to one of the other state colleges; admit no out of state students to this college; give it a special dean, advisors and other supervision in the state's charge such as young people around the ages of eighteen to twenty-one should have; work systematically to keep to a minimum the diversion of energies from senior college to this junior college work.

The second alternative is to use the state's influence and state funds to foster the building up of junior colleges upon the high school systems of cities and counties. How much the state should do is an open question. These steps however are clearly involved:

- 1 — It should have all state schools give credit for advanced work done beyond high school grade in accredited city or county schools.
- 2 — It should formally by law authorize cities to establish junior colleges.
- 3 — It should consider helping cities bear the expense of junior colleges on the double ground that it wishes to place the advantages of higher education as equally as possible and that the home town or home county junior college will relieve the state of still greater expense at Columbus than would be involved in state aid for cities or counties that decide to maintain junior colleges.
- 4 — Any law authorizing the establishment of junior colleges or providing for state aid should permit county and city to combine and should permit cities or counties not having a junior college to pay tuition for students sent by them to nearby cities having junior colleges.
- 5 — It should provide for adequate helpful supervision of all junior colleges by the state department of public instruction.

A great question of policy like this involving a fundamental re-adjustment calls for more protracted study and for more conferences among the agencies involved than your committee contemplated. Toledo university is having a field study made of junior colleges in Illinois, Michigan and elsewhere. Three of its staff have been made special agents of the U. S. bureau of education. President A. M. Stowe has offered to make this report available to your committee.

A tentative plan for the establishment and maintenance of institutions of higher learning including junior colleges, marked exhibit 1, is submitted herewith as prepared by President Stowe. Until the field study that is now under way has been reported upon, this plan is a helpful basis for discussion. Among the more important provisions are these:

- 1 — While a junior college may be established by vote of council or legislative body or electors, it can be discontinued only upon the vote of electors.

- 2 — The junior college would have its own board of five trustees, unpaid, each serving five years, one going out each year, apart from the local board of education now responsible for high schools, — a controversial proposal.
- 3 — For a junior college a municipality must levy not less than .20 of a mill and may levy up to .35 of one mill plus .05 of a mill for scientific purposes, — provided in each case that the curriculum is of collegiate grade.

The third proviso suggests a fear which many have that junior colleges will mean in many cases only two more years of high school grade rather than two first years of college grade. As a matter of fact two years of college now are said by colleges themselves including the faculty and president of Ohio state university to include a large percentage of course of high school grade. The president of Ohio state university said to your committee that freshmen at the university were being given work under teachers less qualified and conditions less favorable than they left last year in their high schools. Nevertheless, the need remains to recognize a distinction between senior high school and freshmen college, and if a junior college policy is to be embarked upon, precaution should be taken to see that collegiate work — work more advanced than high school — will be done.

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## FACULTY ORGANIZATION

Ohio has six different educational institutions with faculties that are nominally organized for determining and keeping separate important educational policies, namely, Ohio state university, Ohio university, Miami university, Bowling Green normal college, Kent normal college, Wilberforce combined normal and industrial department.

The interest of individual faculty members in problems of organization and in educational problems and the belief of faculty members that progress in their institutions and in the state requires their understanding and cooperation are great assets to the state. Even that part of the present unrest in several of these faculties which is a feeling of discontent because of alleged disfranchisement and lack of faculty representation, is an asset if properly used by the state.

At present each of these institutions works by itself. Although the state is owner, supporter, patron and beneficiary it has no machinery whatever for even asking how these faculties are organized and what the merits are of various contentions between faculty and officers, faculty and trustees, or among faculties.

It is true that the governor, as the appointing power, supreme executive and budget framer is free to make inquiry, to make recommendations and even to exert pressure in the interest of better organization.

Similarly, the auditor of state may when exercising his powers of audit ascertain differences in organizing and difficulties that exist or are alleged to exist.

Finally, the legislature may if it wishes make inquiry into such conditions. The fact remains, however, that such inquiry is not made and that heretofore there has been no attempt to relate faculty organization to state needs. Elsewhere, it is recommended that this duty of keeping currently in touch with all of these state institutions and of viewing their organization and results from the standpoint of 100% of Ohio's educational needs be placed by statute upon a state board of education and its educational director.

Pending such action, it is desirable that the faculties of all these educational institutions be organized so as to express the following basic principles:

- 1 — It is information, not physical presence that makes democracy of faculty management possible.
- 2 — Unless it is made some one person's business to be seeking and circulating information among faculty members, faculties will never have sufficient information for democratic cooperation, therefore the division of administrative research and reference elsewhere recommended.
- 3 — Routine matters should never come before a faculty except in the form of typed or printed memorandum of actions taken or of actions required.
- 4 — Attending to routine matters should be provided for through administrative officers or through one or more small faculty committees, — often preferably of one only.
- 5 — Legislation with respect to minor matters should be entrusted to a small executive committee, or senate, as in Miami.
- 6 — Rotation of members on committees should be the rule, to shield the few from too much administrative work and to shield the whole from domination by a few.
- 7 — Only matters of greater magnitude, more particularly unsolved problems of education, should ever come before the faculty as a whole; faculties should keep in touch with routine and minor matters of legislation and administration through mimeographed statements sent by mail or delivered by hand, which can be quickly disposed of at each member's convenience.
- 8 — Major matters should never come before a faculty for action as a surprise or by oral statement until after they have been

submitted in writing long enough in advance for eye-minded members of the faculty, who are the great majority, to know what proposals involve. This means calendars in advance and a known order of business.

- 9— It would promote faculty initiative if a faculty member rather than the president were chairman of faculty meetings for discussing educational problems.
- 10— The president should preside over the legislative body or senate. He should have the power to convoke a faculty meeting— to bear a welcome and a program at the beginning of each year, etc.— and to speak at any meeting on any subject but always under the chairmanship of the faculty.

The same principles which apply to the whole faculty, apply to the management of departmental faculties where a great deal of time is lost in sitting around, and listening to details that call for administrative action, not debate.

Provision for making use of every faculty member's willingness to study and for placing before every faculty member important facts about institutional problems and progress at his own institution, at all institutions of the state and at institutions outside of the state, should be made in the annual budget not as a present to the faculty but as a protection and advantage to the state. The place for such budget allowance is the division of reference and research, but it might pay especially at O. S. U. to let the faculty name a full time secretary to help its committees.

There is no greater fallacy than that physical participation in a meeting is democracy. Nowhere does autocracy thrive more than in mass meetings, even where the mass is small. Inequality of information means inequality of influence. An uninformed or misinformed person cannot help misrepresenting the faculty even if a faculty member. Had the faculties of higher education in the United States and in Ohio given one-tenth the time the last ten years to considering education that they have given to talking about boys who were disciplined, changes in catalogue type, dates for meeting, etc., we would not be confronted with a shortage of teachers and with an unrest in educational circles that threatens not only education but democracy itself.

In the past Ohio faculties like the faculties of most other American colleges and universities have kept so little definite information in circulation that they could not train themselves to apply the scientific principles which they teach and use in their research work either to their own record making or to their theories of university organization.

This fact was strongly shown by the first draft of the constitution proposed for the Ohio State University. Those who drafted it wanted democracy. They provided for faculty control— faculty initiative,

faculty referendum, faculty recall, faculty veto. They provided for everything except information without which all of the other wheels within wheels a la Soviet Russia would be ineffective for democracy and certain guarantees of autocracy.

Another illustration was furnished by the teaching load blanks filled out by members of the five faculties. The advertised purpose of these blanks was "to substitute fact for estimate in seeking equitable loads, adequate salaries and best organization within the universities and normals." The typical errors here cited throw light on the need for continuous self-training in administrative research. They also show the need for having all information that comes before faculties proved and tested and quickly distributed prior to discussion and action:

- 1 — Omitting number of sections, number of courses, number of students, course number.
- 2 — Claiming six courses taught and giving information about two.
- 3 — Giving total number of students as the student periods irrespective of the number of times classes met, thus greatly understating the student periods.
- 4 — Reporting the number of sections as the student periods, for instance, 15 student periods where there were actually 719.
- 5 — Entering the number of minutes for class recitation as the number of student hours.
- 6 — Failing to count 120 minutes per student as two periods in figuring the student periods.
- 7 — Failing to report student periods although equitable distribution is impossible without definite facts about student periods.
- 8 — Omitting all totals or incorrectly adding them.

Five additional suggestions relating to conduct of faculties after they are organized are submitted for consideration by Ohio faculties and trustees:

- 1 — That trustees keep faculties informed by holding only public meetings announced in advance; by issuing calendars of steps to be taken up; by making available to faculties whatever information is made available to trustees respecting faculties through printed or mimeographed statements; and by sending minutes of trustee actions to faculty members both indirectly through faculty committees especially concerned and to the entire faculty.
- 2 — That executive officers and faculty committees use similar methods to keep faculties informed with respect to proposals, discussions and actions which concern them.
- 3 — That when vacancies are to be filled in presidency, deanship or business managership, the trustees — without delegating

responsibility for final selection and without binding themselves to act within proposals made by faculties— seek faculty information and advice by asking faculties to submit their conception of the work involved and of the type of experience and personality needed for the work, and to send names of persons within or without the faculty regarding whose work and personality officers and trustees would profitably seek definite information.

- 4— That the annual report of the president for the entire institution contain, as Miami's report now contains, a summary of principal faculty actions during the preceding year; at Ohio State University this would mean a summary for college faculties as well as for the university faculty.
- 5— That younger faculty members be welcomed and expected at faculty and departmental meetings which discuss educational policies, — and no other issues can properly come before whole faculties.

Drawing the younger instructors into the union is needed in fairness both to the men themselves and to the future of the institution. Anyone who is qualified to teach students is qualified to participate in faculty meetings. In the few cases where younger instructors show bad taste or tactlessness, such action at faculty meetings would throw light upon disqualifications that call for institutional attention. Talking without having anything to say is not peculiar to youth or to low faculty rank. Any means which will disclose such a propensity early before it has been permanently attached to the faculty will tend to strengthen faculties.

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#### REMUNERATIVE WORK BY FACULTIES

“Commercializing Our State University” is the title of an article in a daily newspaper signed “Old Grad” which asked your committee to investigate the outside work done by professors. It was charged that there were professors “who were commercializing this great institution and who are spending on outside work much of the time which they should be spending in teaching students, thus netting large financial gain by virtue of being connected with the university.” It was further urged that the legislature “pass laws making it necessary for the professors to attend strictly to university work only.”

The facts regarding outside remunerative work by 99 full professors at Ohio state university are these: only 18 out of 99 reported any time and these gave in one week a total of 138 hours, equivalent to a little over three full weeks for one man.

- 3 gave less than an hour during the week,
- 1 gave from 2 to 3 hours,
- 3 gave from 3 to 4 hours,
- 1 gave from 5 to 6 hours,
- 4 gave from 6 to 8 hours,
- 6 gave over 8 hours.

In view of the difficulty experienced to make both ends meet with present salaries, it is surprising that so few faculty members reported time given to outside remunerative work.

It is regrettable from the standpoint of instruction, research, service to the state and ability to inspire that so small a proportion of full professors at Ohio state university have such relation with the world's work outside of college walls that they are privately consulted and employed.

Instead of legislating against outside remunerative work by faculty members the state would better encourage such work, so far as promotion of university service permits.

The worst possible way to deal with the chance that faculty members will neglect university work for outside work is to prevent outside work that will help vitalize university work.

Failure to try to earn or failure to have facilities which include invitations for outside employment may mean more serious impairment of teaching service to the state than can outside earnings whether large or small.

Services rendered to university or college must be tested by what happens to university or college rather than by what is done outside. This calls for a kind of information heretofore lacking as to what goes on in the classroom and what is done for students by institutions inside and outside of classes.

If service to the state can be proved satisfactory it is obviously profitless for university and college to worry about outside remunerative employment.

If service is unsatisfactory the state will not care whether there is outside work and whether it is paid or voluntary but will give attention to what is done for the state.

Whether faculty service is satisfactory or not can be found by watching the service.

With respect to faculty employment, including the possibility of outside remunerative employment, it is suggested:

- 1 — That the arrangement between the university and each instructor specify a regular schedule for appointments of instructor with students.
- 2 — That a current record show which appointments have been kept, which appointments have not been kept, and the reason.

- 3— That written explanations be filed with deans on blanks provided by the business office not only for protracted absence, but for all absences, to include those for which no substitutes are provided.
- 4— That for the period of a year the total cost to the university of absences recorded be computed at the rate which the university pays each instructor in question for the number of appointments missed, in order that the university may know from its own experience whether salary deductions should be made for absences and what maximum number of absences may be allowed without salary deduction.
- 5— That when absences are granted to individuals for the purpose of representing the university, or serving the university, at national or state conventions, two steps be taken to secure results commensurate with the cost to the university: that two reports be required for administrative officers and regents— one written report of suggestions received for the university to be recorded with administrative officers and regents; and one written report as to how absence has been used by the individuals in question for the improvement of their own work or that of their department.

Some universities have gone so far as to require that no member of the instructional staff may make arrangements with outside agencies, private or public, for a portion of their time in return for a fee, salary or honorarium without first informing the dean in order that when necessary the approval of the president or trustees may be requested. This is a fair requirement which might well be considered by the trustees of Ohio institutions. Faculty members will readily see that more damage will result from unfounded suspicion than from recorded fact. If too low salaries is a reason for taking on "pot-boiling" remunerative work the massing of evidence against such pot-boiling will help secure adequate salaries. If desire to become identified with world work that needs to be done promptly and correctly is the reason for taking on outside employment a record of such desire will point the way to methods of vitalizing and motivating all instruction.

One type of remunerative work by faculty members should, it is suggested, give way to non-remunerative work by the institution itself, namely, technical service to state departments or to the university itself. At present the university itself pays for analysis of building materials and state departments pay for analysis of coal, for example.

In fact, the chief reason given by the board of administration for not taking current samples of coal for its many institutions to see whether specifications are complied with is that the university charges

so much for analysis. These payments now go to faculty members with whom the university has made special arrangements.

It is suggested that the legislature arrange for the university through its technical departments to render technical service to the state as an institution, the money recognition of such service to be in the form of additional appropriations to the university rather than cash payment to individual faculty members.

This substitute procedure would build up departments and department prestige. It would secure funds for expansion and for research. It would increase the state's appreciation of the university. An even more important gain than any or all of the others would be that it would encourage the use of students in rendering service to the state, would interest students in the applications of their studies to state welfare, and would gradually lead to providing in the curriculum for services to the state.

The University of Cincinnati's students of engineering work in the chemical laboratories of the city department of health, one week in the laboratory and one week in the university. The state's need for chemical and engineering services which the university could render through students would provide invaluable laboratory material and character building for Ohio's students.

By such relation as is here suggested Toledo's Municipal University has greatly increased its moral and financial support. In its budget estimates and annual statements it frankly bases its appeal for public support on the many ways in which it is helping the city council, public officials and citizens deal intelligently with public problems calling for technical analysis.

How Ohio state university has already benefited and wishes still further to benefit its students by giving them training via rendering service to the state is summarized in the following letter from the department of civil engineering:

"Apropos of your address before the College of Engineering yesterday, permit me to suggest that the Department of Civil Engineering at Ohio State University would like to continue and extend its services to the state. We have already used the students in this department to do the following state work:

1. Surveyed and Mapped Fort Ancient for the State Archaeological and Historical Society.
2. Surveyed Buckeye Lake (S. boundary) for the State Department of Public Works.
3. Surveyed Lake Loramie for the same State Bureau.
4. Surveyed and Mapped the State Fair Grounds for State Board of Agriculture.
5. Surveyed State Prison Grounds at London for Board of Administration.
6. Surveyed and Mapped Ohio State University grounds for Board of Trustees.
7. Made road surveys for State Highway Department.
8. Made Road Maps of 88 counties of Ohio for State Highway Department.

"The foregoing state work was done by our civil engineering students during summer vacations, working under direction of our civil engineering instructors. Instead of making up practice camps as they do at other universities, we have accomplished some real and useful work each summer with the students and would like to keep it up if you can give us the chance.

"We have received compensation enough on each task to pay expenses and a small salary to each student, but at that, the work was done for the state much cheaper than others could do it, and the work has all been of high grade.

"When no state work offered, we have made real and useful surveys during the summers for cities, counties, corporations and in one case, for the United States in Yellowstone Park.

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"This department has already done much state work, and is anxious to do more. We are especially interested in investigations and would like to study the highway materials of the state, but our highway materials testing apparatus had to be turned over to the Highway Department some time ago because they had not enough apparatus then and have not enough now. Our worst need now is for extension of this equipment and of other equipment for studying highway problems, for which an addition to this crowded building (Brown Hall) is very badly needed."

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## NON-REMUNERATIVE DIVERSION OF FACULTY ENERGY

A detailed study would doubtless show that Ohio institutions, like other universities and colleges, suffer far less because of outside remunerative absences from work by president, deans, directors, department heads and instructors.

Wherever regulations and agreements do not specifically account for time spent away from their work by college officers neither trustees nor executive officers can tell if absences are over-done.

A partial check on absences is now kept by the requirement that no one's expenses may be paid for a convention outside of the state unless approved in advance by the emergency board which consists of the governor, auditor, attorney general and chairman of the house and senate finance committees. Many faculty members pay their own expenses, rather than ask a privilege of the emergency board.

If executive officers pay their own expenses outside the state their absences are subject to no review. No absences within the state are subject to a review.

Whether a faculty member dismisses class or holds two classes on one day in order to free his time for absence on another day is not now a matter of record.

The subject is mentioned here not to propose a solution but to emphasize the fact that where no effort is made to test the benefits of absences from college duty by officers or faculty members there will usually be much greater loss due to non-remunerative absences than to outside remunerative work; and that diversions of energy for outside

non-remunerative work are frequently far more costly and far less productive than remunerative outside work.

A bureau of administrative research could use information respecting time given to outside work, opportunities for it and benefits from it in ways that would be so helpful to the faculty that reports could easily be obtained and courses of study be modified to require more and more use of the world's laboratories via work needing to be done.

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### INTERCHANGEABLE CREDIT FOR WORK IN OHIO SCHOOLS

The need for any and every step which will foster the recruiting of teachers is reason enough for a state law which will recognize credit for credit by state colleges no matter by whom credentialed or to whom offered for credit.

As stated in the reason for abandoning the present practice of discounting a year's work in the county normal schools when graduates present themselves for credit at other normal schools or Ohio state university's college of education, the businesslike remedy for deficient standards is to raise the standards by proper supervision and not to check the flow of students.

The work done by Miami university is work done by and for the state of Ohio. The same is true of work done at Columbus, Athens, Bowling Green, Kent and the 35 places that now have county normal schools. If an individual comes unprepared the remedy is to dismiss that individual or put him on probation and is not to raise the bars against the whole state institution from which he comes. If evidence accumulates that a particular school is lax and that its certificate cannot be taken safely at face value, the remedy is, through publicity, through correspondence and through dismissal of unable students, to make that institution's certificate mean what it says.

Occasionally — not as often as would be well for education — some institution will break loose from tradition and insist upon making an experiment. For example, at present Kent normal college has for some subjects a shorter recitation period than Bowling Green normal college or the three universities. Other institutions claim that a student who has had thirty periods of forty-five minutes each cannot have covered as much ground as satisfactorily as that same student or another student whose thirty periods have been ten minutes longer each.

Only on the assumption that student benefits from instruction is commensurate with the time he recites or hears others recite does this claim hold good. If student benefit depends more upon the time he studies out of class than upon the time he recites or listens in class, then

the length of the period is no fair test of benefit. What the student gets from a course and gives to it probably has much less relation to the length of period than many other factors, and can be told only by quite different tests of his development.

So long, however, as hour measure is used, it is possible to reduce forty-five minute periods and fifty-five minute periods to comparable values. This is obviously the thing for sister state institutions to do rather than to refuse reciprocal relations because the periods are of different lengths.

A still more important duty resting upon the state department of public instruction is to find out by actual tests for what pupils and subjects a forty-five minute period is more productive than a longer period.

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## ANNUAL REPORTS AND CATALOGUES OF OHIO EDUCATIONAL INSTITUTIONS

As part of the operating audits by the auditor of state which have been recommended in various reports to your committee there should be included the audit of publicity methods employed by state educational institutions.

Likewise, an exacting audit should be given by the budget commissioner when considering and before allowing requests for printing and for subordinate activities that are not largely patronized.

Two more audits should be made of publicity methods used by educational institutions, one by each institution through its own division of administrative research and efficiency and second, by the state department of public instruction.

The reason for the persistence of obsolete methods of advertising by normal schools and universities is that audits of publicity have been lacking. In another state when the head of a teacher training institution was asked what percentage of his constituency could understand a certain paragraph which described a course for teaching given by himself, he answered: "A negligible percentage". Asked whom he had in mind when he wrote the paragraph and other parts of the catalogue, he answered: "My colleagues at Oberlin and Harvard." Catalogue making and report making suffer from this failure to picture first and foremost the audience that is to be reached.

A second reason for too little imagination and too little skill in describing what institutions offer is that the support of state institutions has had no direct relation to reporting. Even among private colleges where substantial support comes from endowment or from appeals to a few rich persons the educational importance of proper catalogue and report making has been slighted. Scores of private colleges might easily

have found the funds for increasing their instructors' salaries by publicity methods that would have increased the number of students at the old tuition rate or have kept the same number of students at a willingly paid greatly increased tuition rate.

A third explanation for the almost repelling character of much catalogue making and reporting is that Ohio's state institutions, excepting the two normal colleges at Bowling Green and Kent, have had about all the students they could easily take care of. Why, therefore, concern themselves with the tens of thousands of young people in their district who are eligible to admission and some of whom might be led to take advantage of university offerings if these were attractively described?

The current Ohio university catalogue is a volume of 204 pages plus cover. Beginning at the first cover the not-yet enlisted student has to read or thumb over 22 pages before he finds anything that directly concerns himself. The inside cover names the board of trustees; pages 2 and 3 give the calendar; pages 4 to 13 name the faculty and faculty deans; pages 14 to 18 give the origin of the university beginning with the Treaty of Paris, September 3, 1783; then follow half a page about the location and three pages briefly stating the number of buildings and their purpose, the names of the colleges, summer school and extension department. If the student starts from the back cover he thumbs over first 40 pages which give the names of people whom he does not know, their home addresses and an index. A prospectus for a private business college or for an oil mine in Texas or for one of Ohio's many industries needing additional capital does not wait so long before making a direct appeal to the prospective patron.

In this volume of 204 pages no student is photographed and no building, no campus trees or walks. In fact, there is not a word for the possible but undecided, not-yet-landed student except a couple of sentences describing location which if made more prominent would be good sellers, namely, "Lovers of nature certainly cannot fail to be charmed with its picturesque surroundings. The sanitary arrangements of the city are unsurpassed." Many catalogue makers are differentiating between the obtained patron and the hesitant patron and are issuing a catalogue in sections fitted to the relations of catalogue maker and catalogue reader. This has the advantage of not only being more interesting for the reader, but of saving print paper, printing and postage.

When it comes to describing Ohio university courses themselves, the student's interest and ability to choose are taken for granted. That the liberal arts course will help a man in business is stated, as is the possibility of saving time for law or medicine or engineering by selecting certain arts courses. But why anybody should want to be an engineer, or lawyer, or business man or teacher and what types of personality and previous training should avoid or seek either profession are not stated. Although there is a dearth of trained chemists and although the whole

country was aroused by the war to the importance of chemistry to American industry, this course is introduced in the catalogue by giving the names of four instructors and a paragraph which begins as follows: "The aim of the chemical department is two-fold; it offers to the general student the opportunity of becoming acquainted with the principles of this science and gives him practice in some of the methods used in a chemical laboratory." Why anybody should study chemistry, what he can do with it in business or what a liberally trained man or woman can do with it in daily living is not stated.

In the same way the reporting of universities has an important bearing upon the ability of these institutions to serve Ohio. Not only the officers should be encouraged to tell their story of service in a way that will interest the people of Ohio, but in addition Ohio's state organization for auditing, for criticizing, for advising best practices and for suggesting improvements should be such that the annual reports of educational institutions will be an important part of the state's university extension work.

Differences in methods of analysis and of publicity expressed in the reports of the three state universities show the importance of giving a new significance to these annual statements. The last published report of Miami university begins with mention of students, 1027 of them, a gain of 28.8%; the second section lists 16 gains; the third section lists 13 needs and possible gains.

With respect to none of these points, students, gains, and needs can the three universities supported by the public be compared. Ohio university and Ohio state university fail in their reports to give any indication of self-study or administrative self-analysis that is so obvious and encouraging a feature of the Miami report. Moreover, field examination as stated in another section of this report shows that these universities actually lack such administrative self-analysis as enables Miami university to present the following:

- 1—The numerical and percentage gain in each class of students.
- 2—The relative gains and losses of men and women.
- 3—A comparison of total enrollment with actual attendance by graphs.
- 4—The withdrawals during the year.
- 5—The average weekly attendance and the relation of average attendance to enrollment.
- 6—Scholarship averages and gains (16 points).
- 7—Needs and possible gains including the opportunities for private gifts (13 points).
- 8—Important official actions of the faculty.
- 9—A scale for valuing services of instructors (22 points under six heads).

- 10 — The permanent influence of the S. A. T. C. on the college.
- 11 — Scholarship of secret society students.
- 12 — Results of the students' adviser system.
- 13 — Reason for a monthly inspection of student houses.
- 14 — Department recommendations.
- 15 — Positions filled by employment committee, with class and salary.
- 16 — Analysis of subjects taught by 2,002 teachers in high schools as a guide to teacher preparation.
- 17 — Analyses of statistical tables and comparisons of term with terms.
- 18 — Student absences.
- 19 — Lessons learned from study of institution economics, boarding halls, etc.
- 20 — Audit of student organization accounts.
- 21 — Work done on buildings and grounds and work needed next year.
- 22 — Instructional hours of recitation and laboratory, and men and women students of each instructor each term.
- 23 — Analysis of grades given by each instructor.
- 24 — The teaching load carried by each instructor.
- 25 — The scholastic ranking of freshmen in each semester.
- 26 — Schools from which freshmen entered.
- 27 — Recorded use of library books.
- 28 — Frequent challenge of the premises upon which work is being done and suggestion of improvements.

For example, Ohio state university's report for the year ending June 30, 1919, opens with three and a half pages with respect to trustees and faculties, obituaries and testimonials that are important, but nevertheless lack the appeal necessary to arouse and feed interest. Two more pages are given to enrollment and decrease without comparisons to show the important fact that in this after-war year there had been an increase of 675 students which portended an enormous increase the following year.

Nowhere is there a list of advanced steps taken or gains made, and of needs not yet met. The president's report to the trustees is less than twelve pages, of which less than nine are editorial, less than five a report on the university's activities, and less than one of reference to after-war responsibilities. While in the reports of deans there are important facts and suggestions, they are lost for lack of emphasis. Had the reports been considered a splendid opportunity for educational work rather than as a traditional "compliance required by law", telling use might have been made of such excerpts as these from reports of deans:

- 1 — "The tendency of American students — graduate, undergraduate and professional — to measure their progress by the number of credits they have earned is deplored by the judicious. But a much more fundamental remedy must be found than the additional examination at the close of the work. When found it will probably prove to be not an added piece of machinery but more inspirational teaching." J. V. Denney, dean of arts.
- 2 — "As soon as funds can be provided the two recently authorized bureaus of business research and social research should be organized as it is very important that the university should give the kind of service which these bureaus were created to render." J. E. Hagerty, dean of commerce and journalism.
- 3 — "Our dental students gave good service to the work at the girls' industrial home." Harry M. Semans, dean of the college of dentistry.
- 4 — "There is lack of space and equipment in all branches of chemistry. . . . 58% of engineering students passed all their academic work." E. F. Coddington, acting dean, college of engineering.
- 5 — "A veterinary experiment station for original research especially along the lines of applied pathology and bacteriology is greatly needed. . . . The veterinary hospital treated 6,289 cases besides 1,867 cases treated in the out-patient clinic. The clinics have been self-supporting." David S. White, dean of the college of veterinary medicine.

By the time this report became available Ohio state university found itself overwhelmed with students, under-manned with instructors and beset with unrest because of too low salaries. Not only were ill-equipped candidates for teaching positions added to the faculty, but graduate students in recitation and even under-graduate students were drafted as assistants. Yet there is not a word in any one of the reports calling attention to the probability of a largely increased register, and warning the people of the state that salary increases and emergency appropriations would be indispensable. Dean Vivian of the department of agriculture reported that "several members of our faculty have found it necessary to resign to accept commercial positions, in most cases at very slightly increased salary." While at first glance this seems an exception to the earlier statement that the need for salary increases was omitted, it will be noted that the net effect of the paragraph is to indicate other causes than salary increases for the condition of affairs which Dean Vivian found alarming.

Pages 48 to 143 are given to financial statements, lists of names, credit hours and students in course, the total number of degrees con-

ferred since the founding of the university, the students in the joint technical and professional course, names of students receiving degrees and certificates in 1919, and 14 pages of student army training corps statistics. None of these tables is analyzed for lessons. There is no graphic presentation, no photograph, no typographical aid and indentation which the business world and the Miami report use to great advantage; no evidence that university practice elsewhere has been studied; no comparative tables; in a word, no evidence of administrative analysis or of attempt to use the report for throwing light upon the path ahead and for giving the public, legislature, alumni and possible donors information with which to think straight and helpfully about this great university.

While the annual report of Miami university is in many respects a notable contrast and points the way to methods of studying university problems, frankly discussing and effectively presenting them for all who read university reports, time is not taken here to illustrate. It is fair to emphasize the fact that the defects of official reporting in such as are above mentioned are still the rule in educational reporting throughout the country. There are, however, so many exceptions and the reasons for exceptions are so obvious that the opportunity for improving Ohio state university's publicity is specially pointed out in the hope of helping that institution and other institutions which are influenced by its example.

To insure continuing helpfulness of criticism and suggestion with respect to annual reports and catalogues, it is recommended that the state department of public instruction be given authority and duty to require with respect to minimum essentials which it shall prescribe a uniform and therefore comparable reporting by the three universities and five normal colleges.

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## NON-RESIDENT STUDENTS IN OHIO UNIVERSITIES

In the first semester of 1919-1920 there were in four Ohio schools — Ohio state university, Ohio university, Miami university, and the combined normal and industrial department at Wilberforce — 1148 of 9269 students who reported themselves as non-residents of Ohio: 566 of 6608 in Ohio state university; 63 of 1023 in Ohio university; 138 of 1033 in Miami university; 381 of 605 at Wilberforce. The two state normal schools at Bowling Green and Kent report no non-resident students.

The total number is an under-estimate of non-resident students because a large number who have not acquired legal residence in Ohio register from an Ohio address.

These non-resident students now pay no tuition. They pay the same fees as Ohio's students and in every way are on the same footing as are Ohio students.

It is recommended:

- 1 — That no non-resident students be admitted to the freshman and sophomore years at Ohio state university.
- 2 — That a tuition fee be charged of non-resident students, excepting only students from foreign countries.
- 3 — That the legislature fix this tuition fee instead of leaving it with the individual institutions to fix.
- 4 — That the auditor of state be charged with responsibility for auditing the method employed by each institution to collect tuition fees from non-residents.
- 5 — That a law be passed declaring that legal residence may not be acquired within a fixed period of say two years by mere attendance at a university.
- 6 — That a law prohibit the acceptance of non-residents in a woman's dormitory until adequate accommodations have been made for Ohio residents.
- 7 — That acceptance of Ohio non-residents be conditioned upon there being room without overcrowding of classes.
- 8 — That if a presumption is later recognized as elsewhere recommended against classes of under ten, the number shall be counted after subtracting non-residents.
- 9 — That graduate scholarships within the control of the state be not awarded to non-resident students.
- 10 — That the standard of scholarship for admission and for continuance in the university for non-resident students even after they have paid tuition be fixed at "good" or above good or "above 80".
- 11 — That until living accommodations have been greatly improved at Ohio's state university no out-of-state student be registered from an address within one mile of the university.
- 12 — That at Miami and Ohio universities preference be given in the dormitories and in near-by private homes to resident students.
- 13 — That a law specifically give to the executive of each institution the power and duty to ask withdrawal of a non-resident student whose scale of expenditure is so high as to prove demoralizing or injurious to Ohio's students.

Against these recommendations several arguments have from time to time been urged by educators. They are taken up seriatim.

1. "It is a matter of reciprocity between states. If we give free tuition to non-residents their state gives free tuition to our students." No one knows how many Ohio students are in other states. It is known

that several other states charge tuition, and a high tuition, considerably higher than the total fees now charged in Ohio. There is no reason why Ohio students should go out of the state. It is unbusinesslike to trust to chance for an equitable reciprocity.

2. "The collections are not worth the trouble." It is true that many non-resident students will give wrong addresses. Ohio, however, receives their high school records. It is an easy matter to verify their residence. It would cost but an infinitesimal part of the tens of thousands of dollars which Ohio ought to collect if it has these students.

3. "It would be unfair to Ohio's young people to discourage as would tuition fees the coming of out-of-state students with different and stimulating backgrounds." Experience shows that tuition does not decrease the number of out-of-state students although it may change the character and discourage some who would otherwise come just because there is no tuition. There is reason to fear that the value of these foreign backgrounds is greatly exaggerated or at least the value of the difference between advantages from such background where there is no tuition and where there is tuition.

Ohio's institutions are crowded, greatly over-crowded. They lack dormitory and boarding facilities. It is unfair to Ohio young people to bring them into communities where they cannot be properly housed and fed. The disadvantages of losing now and then, or losing regularly an out-of-state student are very small compared to the disadvantages of paying too much for room and of being in over-crowded classes.

There is another very important consideration in support of a high tuition fee and of the foregoing recommendations which frankly advise placing a substantial premium upon Ohio institutions for Ohio students, namely, the coming of out-of-state students in considerable numbers has the effect of concealing failure on the part of institutions or of departments within institutions to establish helpful relations with Ohio schools.

For example, it seems narrowing to suggest that graduate scholarships under the state's control go only to Ohio students. Scholarship, we are told, knows no state boundaries. Ohio should foster ablest minds from whatever source. A vastly higher standard of effort and attainment will result where competition knows no state line. In a sense all of these arguments are valid. The fact remains, however, that Ohio maintains its institutions primarily for the sake of serving Ohio and of giving an opportunity to Ohio's young people. Where there is not a presumption in favor of Ohio students, there will actually exist a presumption and a practice in favor of non-resident students because of the conditions which bring them to Ohio institutions: they are strangers; they come from afar; they especially appreciate courtesy and friendly interest; their appreciation invites special attention and interest. The same scholarship in a foreigner will receive more recognition than in a resident. The most important consideration is, however, that the list of elig-

ibles for scholarships is a register of an institution's contact with its own state. It is more important for Ohio state university to know why there is not lively competition of scholarly young people for each opportunity than it is to advance a particular scholar.

Again, the suggestion that non-residents be required to take a second choice in private homes available for rent seems unneighborly. But why, pray, should the son of an Ohio farmer be forced to take an inferior room at an inconvenient distance in order to make room for a student from Indiana or New York?

The most extreme case is that at the normal and industrial department at Wilberforce, where almost two out of three students are non-residents. If that institution were voted its present budget of \$86,493 and had only 194 total of Ohio students, the governor, auditor, budget commissioner, legislature and school management would be asking "What does this mean? Why have we so few students? Where does the school work fall short? Are we on the wrong track trying to do the wrong thing?" These questions are not asked now because the relatively small service to the state is concealed by the 381 non-residents who produce a condition of congestion and seeming over-prosperity.

In the homeopathic school the total register of 29 is small, but raises fewer questions than the figure 21 for resident students. More than one in four of this very small register, or eight in all out of 29, are from other states. At this point it will be suggested that if a homeopathic medical college for 21 Ohio men is to be maintained, the presence of eight non-resident students will not appreciably add to the cost. In this case, this is true, but they do appreciably subtract from the burden of proof which is upon the university for maintaining a separate college for so small a register.

In training for teachers these four institutions have 122 non-resident students or about 10% of the total register in education. Although only 122, they are just 122 obstructions to a full understanding by Ohio of the very small and inadequate number of students in training for its own teaching force.

What the tuition fee should be at each institution is a matter for study and conference. There is no reason whatever for fixing a figure below \$100 for the junior and senior years and graduate work at Ohio state university. The 269 in the junior college or freshman and sophomore years ought not under any circumstances to be admitted at a time when the university is overwhelmed and its standards jeopardized by lower classmen. The 122 in normal colleges should be received only on pledge to teach at least a year in Ohio's schools for each year of instruction, in addition to paying tuition.

For Miami and Ohio universities a charge of at least \$60 a year would seem a minimum. The superintendent of Wilberforce combined normal and industrial department believes that a charge of \$50 in ad-

dition to the fees now being paid would not materially reduce the number of out-of-state students, which fact would make even a higher minimum desirable because the only justification for this school is that it has met an Ohio need.

The recent enactment that these four institutions be allowed to increase salaries provided they increase fees may easily cause a reduction in the number of Ohio students who register. If fees are charged by state institutions their competitive attractiveness is reduced and students encouraged to remain nearer home in private colleges. If such should prove the result it would be most unfair to the public which supports state universities to have the presence of non-residents conceal the reduction in the number of resident students. Yet without charging a special non-resident tuition fee such will undoubtedly be the result.

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### OHIO STATE UNIVERSITY

If Ohio's three state supported colleges are considered as one institution, or as the result of one single motive to provide free higher education, Ohio's registration would rank third among the forty-eight states. Its total would be exceeded by only California and Michigan.

At the top of this great system of free higher education is the Ohio state university, which registered 7200 students in the regular school year 1919-1920, and 1300 in the summer of 1919. This central university provides professional courses in education, commerce and journalism, engineering, law, medicine, dentistry, optometry, and veterinary medicine besides extensive undergraduate and graduate courses in arts and science.

The sections of Ohio from which these students come are shown on the service spot maps for the registration in November 1919 and for four graduating classes, which were filled out by Miss Edith H. Cockins, registrar, one for each college, one for the whole university, and one for the junior college registration. To facilitate use of this information by citizens, state officers, legislators and faculties, Ohio state university furnished not only the maps themselves, but photographs in duplicate and a set of slides.

If the registration increases the next decade as it has the last decade this central institution will have in 1930 about 15,000 students. Where it is now costing about one million and a half a year it will in 1930 be costing five or more million dollars a year unless in some way radical reductions are made either in the per student cost of instruction or in the number of students to be taught.

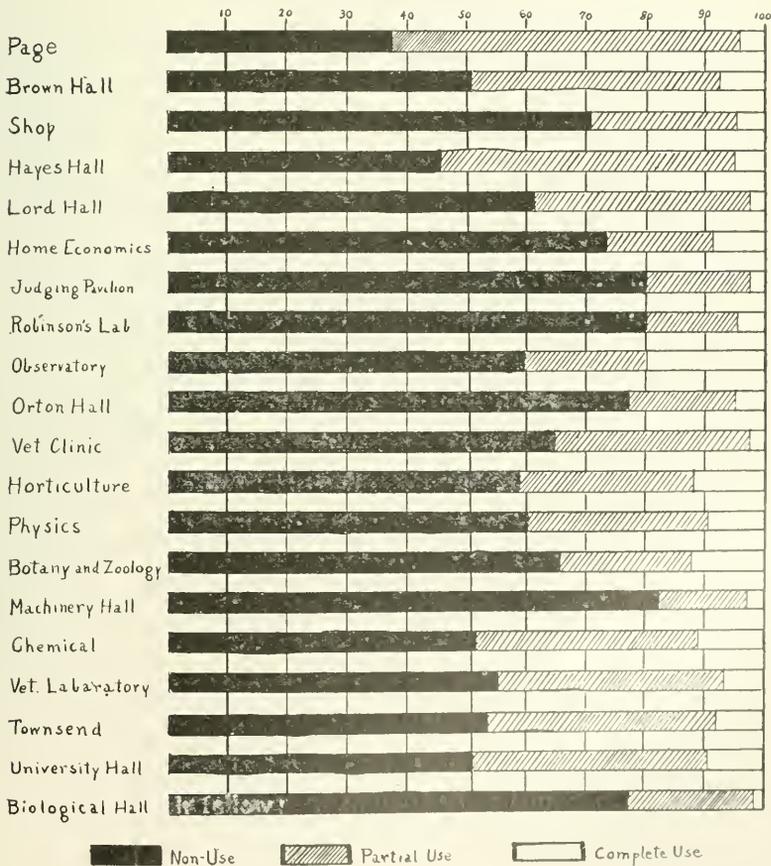
Although there are two other state supported universities, Miami and Ohio, and two normal colleges, Bowling Green and Kent, a law has

declared the state's policy to be (1) to develop only under-graduate colleges and teacher training schools at these centers and (2) to develop at the Ohio state university alone one university worthy of Ohio, with professional colleges and a graduate school of high rank.

A short cut to an appreciation of the major problems now confronting all those responsible for the Ohio state university is furnished by the following summary of 12 facts which for your committee were placed before the trustees at their February meeting and before the council of deans on the next day, by request of the president.

- 1 — Complete non-use of the university's classroom space exceeds 50%, not counting evening hours, Saturday afternoon or any hours when space was partially used, as by a class of 20 in a room for 50, in spite of the universal conviction among officers and faculty that the buildings are so seriously overcrowded that effective instruction is difficult when not impossible.

## NON-USE, PARTIAL USE, COMPLETE USE OF BUILDINGS OHIO STATE UNIVERSITY

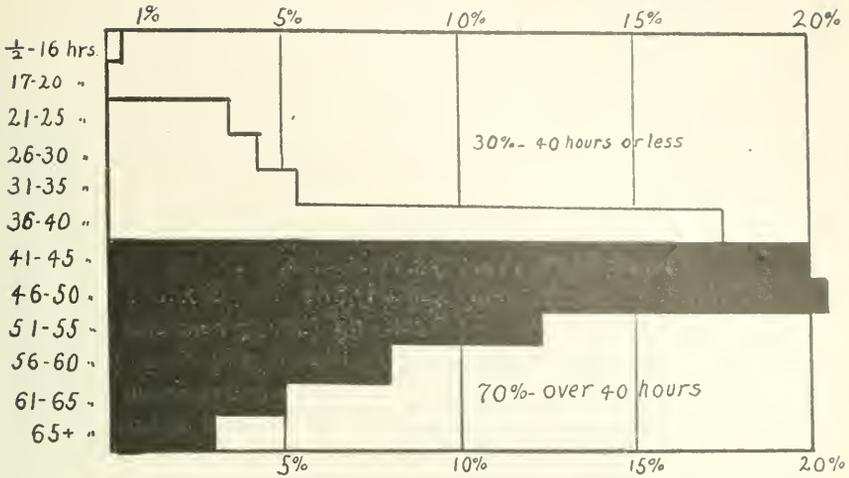


- 2 — Of 325 classes by 99 full professors, 55 have five or fewer students and 113 have ten or fewer students, — in spite of the general impression that this year's overcrowding has almost eliminated small classes.
- 3 — Of 99 full professors 56 report no research during the six week days selected for describing in detail the teaching and non-teaching loads of the faculty; 11 others reported one-half hour or less per day; eight others between one-half hour and an hour a day. This makes 75 of 99 full professors who reported no research or less than one hour a day. Each of the remaining 14 reported from one to two hours. Only seven or 7% reported two hours or more, — a fact which many deplored in written and oral statements to your committee.

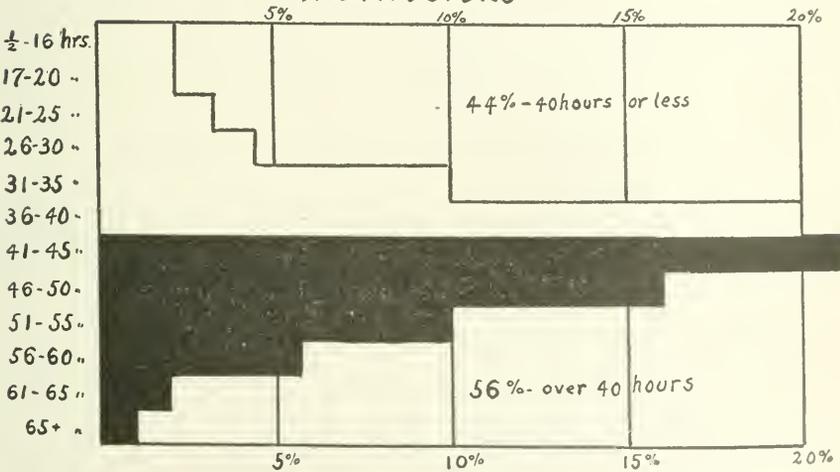
Of 88 ranked as instructors 65 reported no research, five under half an hour a day, 11 between half an hour and an hour, three between one hour and two hours and only four over two hours, — a condition that bodes ill for future standards of scholarship among such instructors and their students.

- 4 — Of the 56 full professors who reported no research two reported fewer than 10 hours a week given to instructional duties; five from 10 to 20 hours a week; 19 from 20 to 30 hours; 19 from 31 to 40; and only 11 over 40 hours given to instructional duties, — a fact for which university authorities were hardly prepared because the reason usually assigned for the little research has been that the faculty was overloaded with instructional duties.
- 5 — Of 56 professors reporting no research 24 met with their classes fewer than five hours, 20 from five to 10 hours, seven from 11 to 15 hours and five over 15 hours.
- 6 — To all instructional duties including conferences with and about students, preparing of papers, reviewing papers, time spent in class and time going to and from classes, 22 of 99 full professors gave over 40 hours a week; 5 less than 10 hours; 6 from 16 to 20 hours; 15 from 21 to 25 hours; 18 from 26 to 30 hours; 19 from 31 to 35 hours; 63 less than 6 hours daily; 14 from 36 to 40 hours; 12 from 41 to 45 hours; 3 from 46 to 50 hours; 7 over 50 hours 36 over 6 hours daily.
- 7 — In total time required by the state 37 or 38% of 99 full professors reported less than 40 hours a week and 62 or 63% reported over 40 hours a week. 3 from 21 to 25 hours; 4 from 26 to 30 hours; 6 from 31 to 35 hours; 13 less than 6 hours daily; 23 from 36 to 40 hours; 21 from 41 to 45 hours; 17 from 46 to 50 hours; 10 from 51 to 55 hours; 7 from 56 to 60 hours; 7 over 60 hours; 86 over 6 hours daily.

### WEEK'S WORK-PROFESSORS



### INSTRUCTORS



8—18 of 99 full professors report time given for outside remuneration from seven minutes to 28 hours a week, totalling 138 hours, or the equivalent of three full weeks for one professor; 3 less than 1 hour; 1 from 2 to 3 hours; 3 from 3 to 4 hours; 1 from 5 to 6 hours; 4 from 6 to 8 hours; 6 over 8 hours.

Of the 18 reporting outside work 14 also reported no research. The one who reported 28 hours bracketed his time spent on scientific research, study for professional work and outside remunerative work.

9—3% of time reported by 99 full professors and 6% of 88 instructors' time went to individual conferences with students out of classes (see per page 6):

Time to conferences of 99 professors: of 88 instructors

No time . . . . .	22	13
Less than 1 hour a week. . . . .	21	22
1 to 2 hours . . . . .	25	19
2 to 3 hours . . . . .	15	10
3 to 4 hours . . . . .	5	9
4 to 5 hours . . . . .	5	3
Over 5 hours . . . . .	6	12

10—The teaching loads, that is, the total student periods found by adding together the total number in all recitations, lecture or laboratory periods, range from zero for one research professor to 1000 for another professor having large lecture classes; 14 total less than 100; 18 total 100 to 200; 17 total from 201 to 300; 49 having fewer than the minimum suggested by the U. S. bureau of education; 21 total from 301 to 400; 8 total from 401 to 450; 29 within the minimum and maximum figures suggested by the U. S. bureau of education; 7 total from 451 to 500; 5 total from 501 to 600; 4 total from 601 to 700; 2 total from 701 to 800; 3 over 800; 21 over the maximum suggested by the U. S. bureau of education.

USE, PARTIAL USE, AND NON-USE OF ROOMS BY STUDENTS

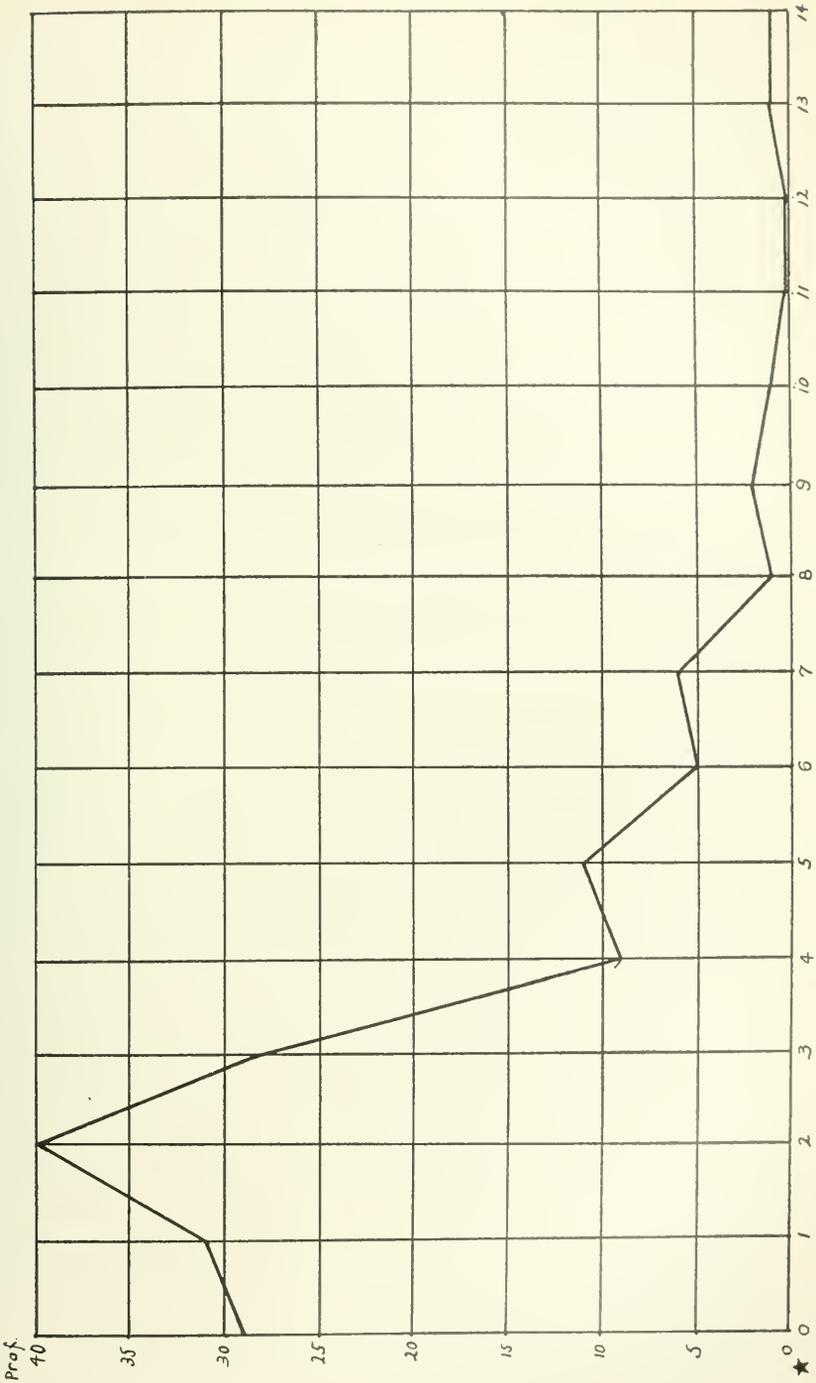
Institution Ohio State Univ.                      Building Horticulture

Room 106                      Dimensions 35 x 20                      Student Capacity 30

Period Length	Sun.	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.
1st		00000000 20000000	00000000 00000000	00000000 00000000	00000000 00000000	##### #####	##### #####
2nd		00000000 00000000	00000000 00000000	00000000 00000000	00000000 00000000	##### #####	##### #####
3rd		00000000 00000000	00000000 00000000	00000000 00000000	00000000 00000000	##### #####	##### #####
4th				##### #####	##### #####		##### #####
5th			Lunch Hour				
6th		20/30 #####	##### #####	26/30 #####	##### #####	26/30 #####	##### #####
7th		00000000 00000000	00000000 00000000	00000000 00000000	00000000 00000000	##### #####	##### #####
8th		00000000 00000000	00000000 00000000	00000000 00000000	00000000 00000000	##### #####	##### #####
9th		##### #####				##### #####	##### #####
10th		##### #####	##### #####	##### #####	##### #####	##### #####	##### #####

0-Overcrowded, white-complete use, fraction-partial use, #-non use

OUT OF CLASS CONFERENCE WITH STUDENTS - 165 PROFESSORS



- 11 — The total time for the state given by 99 full professors was distributed as follows: 30% to actual meetings with classes; 21% to preparation; 10% to reviewing papers; 3.7% to conferences with individual students; 6.3% to other instructional duties; and 29% to non-instructional duties.
- 12 — The housing conditions for men and women students are quite seriously inadequate as is the supervision of them. Adverse conditions are by no means universal but how general they are is not now known. Those reported to your committee include: three are sleeping in rooms intended for two; some are sleeping where none should be allowed to sleep; essential health standards of lighting, heating, ventilating are not enforced because information regarding them is not possessed; prevention of over-charging, over-crowding and under-feeding in private rooming and boarding houses is impossible for want of information; opportunities for wholesome recreation are not commensurate with the university's responsibility to students, parents and social standards.

Each of the 12 foregoing facts is doubly significant. Each suggests a problem of first magnitude for university trustees, officers and faculty. Each points the way to the most important single step in reorganization which is needed at Ohio state university, — and at the other state supported institutions of higher learning, — namely, the need for administrative research by each institution of itself.

Heretofore neither trustees, nor president, nor deans, nor business manager, nor registrar have currently sought, collected and analyzed such information for O. S. U. When issues arose involving the teaching and non-teaching load of faculties, the use and non-use of space, the protection of students from over-crowding and under-supervision, comparative support of colleges, next steps needed, etc., all parties concerned including the governor and legislature, have been required to cope with those issues without a common fact basis.

Yet it is obvious that there cannot be equitable distribution of the teaching and non-teaching load among faculty members if no one knows definitely how much of a load each one is carrying, how many hours of work it requires to give a lecture course or a quiz course or a laboratory course or an English composition course and how much time is given to clerical work, to interviewing students or to research.

Therefore the suggestion that the Ohio state university and each of the other institutions establish a division of administrative research for continuous and cumulative self-study and that in this division there be included provision for reference study or high spotting of best practices and constructive proposals from both Ohio public school systems and educational activities in other states. This last point is extremely

important for a central state university should be always jealously scanning education's heavens and boiler rooms for suggestions. Forecasts such as Miami's president published in 1920 for all Ohio colleges should be minimum essentials in the current equipment of Ohio state university.

The place for this division of continuing self-study or administrative research is felt by some to be under the faculty's secretary or registrar. As a matter of logic this is defensible organization. As a matter of practice, it is here suggested that such work belongs properly in the central administrative office under the business manager subject to the president and the trustees. The questions that come into this division involve the use of a plant worth several million dollars and a rapidly

USE, PARTIAL USE, AND NON-USE OF ROOMS USED BY STUDENTS

Institution Ohio State Univ. Building Chemistry

Room 300 Dimensions 13 x 36 Student Capacity 23

Period Length	Sun.	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.
1st 8-9		#####	#####	#####	#####	#####	#####
2nd 9-10		#####	#####	#####	#####	#####	#####
3rd 10-11		#####	#####	#####	#####	#####	#####
4th 11-12		#####	#####	#####	#####	9/23	#####
5th 12-1			Lunch Hour				
6th 1-2		#####	#####	#####	#####	#####	#####
7th 2-3		#####	#####	#####	#####	#####	#####
8th 3-4		#####	#####	#####	#####	#####	#####
9th 4-5		#####	#####	#####	#####	#####	#####
10th 5-6		#####	#####	#####	#####	#####	#####

White-complete use, fractions-partial use, #-non-use

rising payroll already nearly a million and a quarter dollars. In other words, it is a very large business undertaking and belongs with other business undertakings.

If the final interpretation and application of information gained by self-study of a university needed to be by the same office which compiled it, there would be reasonable ground for insisting that all the clerical and compiling work rest with the faculty's secretary rather than with the business manager. But such is not the case. What the business manager gathers can and should be made available to all business and faculty members, and fact end first rather than conclusion end first. Thus, all persons involved would be equal in the right to interpret the facts. The faculty would be grateful that the vast amount of required

routine work was done by persons accustomed to such work and paid for it and was not dependent upon the spare moments of faculty members whose valuable time should be used in interpreting and applying information instead of in collecting it.

A bureau of administrative research and reference should be a hopper into which any person connected with the university may drop a question, a suggestion or a fact with a feeling of certainty that the little which he can contribute will be scientifically used with other similar contributions for the benefit of the whole university. Or this bureau would be the prism into which suggestions would come from many sources,—every combination of colors relating to expense, use of space, teaching loads, course of study, faculty democracy, and then be classified,

USE, PARTIAL USE, AND NON-USE OF ROOMS USED BY STUDENTS							
Institution Ohio State University				Building Machinery Hall (Agri. Lab.)			
Room	112	Dimensions			Student Capacity 32		
Period Length	Sun.	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.
1st 8-9		#####	#####	#####	#####	#####	#####
2nd 9-10		#####	5/#####	#####	6/#####	#####	#####
3rd 10-11		#####	#####	#####	#####	#####	#####
4th 11-12		#####	#####	#####	#####	#####	#####
5th 12-1			Lunch Hour				
6th 1-2		#####	#####	#####	#####	6/#####	#####
7th 2-3		#####	#####	#####	#####	6/#####	#####
8th 3-4		#####	#####	#####	#####	6/#####	#####
9th 4-5		#####	#####	#####	#####	#####	#####
10th 5-6		#####	#####	#####	#####	#####	#####

White-complete use, fraction- partial use. #-non-use

—yellow separated from green, red separated from violet—and distributed both to the whole organization and to the special parts of the organization that can use each class of information.

Faculty cooperation in suggesting work for such a bureau, and in making use of its results, might well be effected through a small committee in addition to participation by individual faculty members.

Without such an organization for self-study any university must live from hand to mouth in its planning. There can be no democracy of action in a large faculty where there is not democracy of information. There cannot be equality of opportunity and equality of load where everyone is in the dark as to opportunities and loads. Moreover, as both trustees and deans were asked to reflect, there can be no bridging of

the rapidly widening chasm between university faculties and university officialdom including trustees until there is more information than has heretofore been available about the relation of faculties to officialdom and trustees, to one another, and to their common problems.

Instead of fearing the intrusion of business manager and trustees into educational policies American faculties would wisely be doing their utmost to keep business managers and trustees immersed in educational problems. In fact the balanced development of a great educational institution requires that the business management shall at no time forget that it exists solely for educational ends.

USE, PARTIAL USE, AND NON-USE OF ROOMS USED BY STUDENTS

Institution Ohio State Univ.                      Building University Hall

Room 306                      Dimensions 24 x 37                      Student Capacity 50

Period Length	Sun.	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.
1st		39/50	6/50	39/50	6/50	39/50	
2nd		15/50	15/50	15/50	15/50		
3rd		6/50	9/50	6/50	9/50		
4th		2/	1/	2/	1/		
5th			Lunch	Hour			
6th		8/50	8/50	8/50	8/50		
7th		2/	2/	2/	2/		
8th		10/50		2/			
9th			30/50	30/50	30/50		
10th							

White-complete use, fractions-partial use, #-non-use

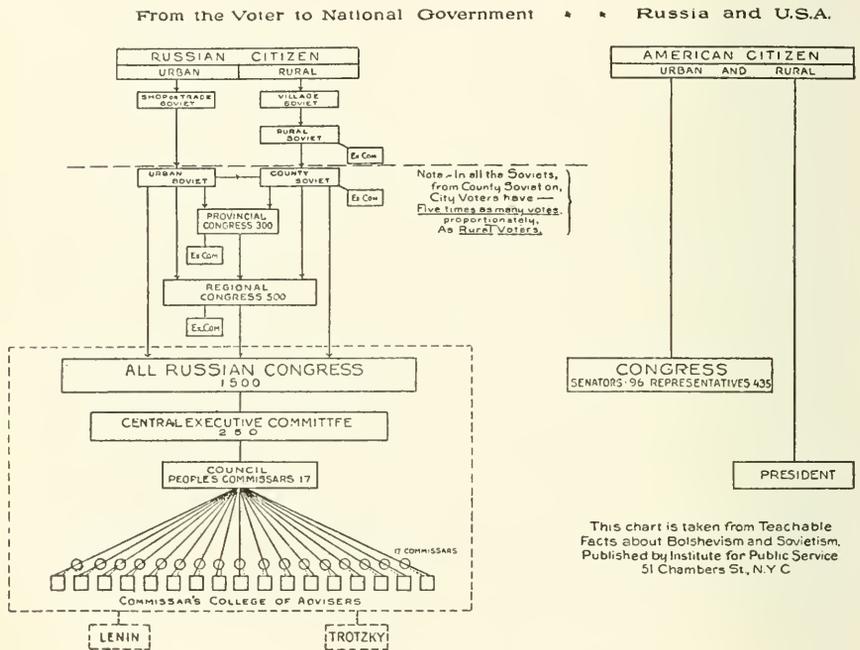
This result can never be accomplished where business management and trustees are kept, or keep themselves, in dark rooms into which educational light seldom or never penetrates.

To re-enforce this appeal for inextricably binding together business management and educational purpose by placing the division of administrative research under the business management—but subject to use by all educational agents—the accompanying comparison of Soviet Russia's government with the government of the United States was presented to the deans.

If the Russian citizen wants to correct some administrative defect in his central government, he must work through his shop or trade soviet which elects delegates to an urban soviet; which elects delegates to a provincial congress of 300; which elects delegates to a regional

congress of 500; which elects delegates to an All-Russian council of 1500; which works through an executive committee of 250; which chooses a council or cabinet of 17, each of whom has a special college of advisors. The net result is the complete helplessness of the citizen back home and the dictatorship of the mind at the top that is completely insulated, thanks to the complicated wheels within wheels within wheels. In the United States, whatever the American citizen has to say to a congressman or a president he may say, not through a labyrinth of intervening bodies but directly.

The application to faculties is that, as the constitution outlined for the Ohio state university showed, there is the same tendency in American



faculties as in Soviet Russia to confuse delegation with democracy and to substitute physical for informational representation. History shows that there is no surer way to disfranchise any body of men than to have them elect delegates to a body that elects delegates to another body that elects delegates. The remedy for the overwhelming majority of problems that now cause unrest in American faculties is information—plenty of information covering points at issue—and that information democratically circulated.

The question of faculty organization for Ohio institutions is briefly treated in another section.

Another suggestion that was made to trustees and to deans is here repeated, namely, that Ohio state university begin a cooperative build-

as-you-go self-survey for the sake of discovering and making known to all faculties the high spots or advanced steps and strong points of each department of the university. At present very little is known by the faculty of one college about the best work of the college that occupies a building next door or across the campus. Moreover, as one trustee stated at the trustees' meeting, the university as a whole is going on year after year in almost complete indifference to and ignorance of the great problems of education that are confronting the public schools with their million pupils from whom the university now takes each year over seven thousand.

The university has grown by leaps and bounds. Faculties have been so busy doing their own work that they have had little time or apparent reason to know their colleagues' work. This great university cannot build up to the state's needs unless its various parts work together toward the same vision in the harmonious marching step which is impossible where they do not know one another well enough to work together.

Apart from the public and all-university reasons for such a self-survey there is this special and personal appeal to each faculty member, — it is failure on the part of university faculties to study education that is primarily responsible for the present too-low standards, too little cooperation, too many restrictions, too little initiative, too little research, too little scholarship of university life. There are many other steps to take besides a self-survey. This cooperative build-as-you-go self-survey is suggested, however, as next step for Ohio state university particularly because it has great problems that call for team work. There is no other way in which faculties can discover the common elements in their program so quickly and so agreeably as when looking for high spots of program and best practice which they wish to continue and expand.

Such a search would disclose needs that call for common understanding and attention. But the needs would come before the faculty and officers against a background of aim and achievement that would facilitate cooperation and almost remove discord.

This is an appropriate time for such a study of Ohio state university because the president has asked the board to relieve him of responsibility in June 1920; the dean of the college of education has resigned; a large number of faculty members have resigned; there is much unrest in the system which will grow worse instead of better unless a basis for forward looking team work is found; and there is a new bond of sympathy because of the recent difficulties due to over-crowding and large numbers of freshmen, depleted teaching staffs, and discussions within the Teachers League and the local branch of the Association of College Professors.

Ohio and every other state which maintains higher institutions of learning would be helped if the trustees of Ohio state university were to act upon another suggestion made by your field agent, namely, that they

call a national conference of trustees of state supported educational institutions to consider methods of securing greater cooperation between trustees and faculties by way of more democratic circulation of knowledge about educational problems and practices.

There never has been a convention of policy makers in our great American institutions. Everybody else but trustees is organized. At the great educational congress in Cleveland, February 1920, no trustees' voice was heard, and no problem peculiar to trustees was discussed, nor were applications made about general problems for trustees.

Such a meeting would make it easier ever afterward for trustees and faculties to come together on the basis of educational problems which can never be dealt with in a statesmanlike way until policy makers and policy executers work together. It is costing faculties tens of millions of dollars every year that they and their presidents and deans have not encouraged trustees to think in big enough ways about trustee stewardship. One national gathering of the able men on our various university boards would make it fashionable for regents and trustees to think nationally and internationally and in large terms and no longer locally about education.

If the Ohio state university trustees fail to act upon this suggestion it is of sufficient importance to warrant a special call by your committee and the governor of Ohio speaking in the name of the state supported education. Unquestionably similar legislative committees and executives of near-by states would be happy to join in such a call.

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*Postscript.* At the request of the trustees President Thompson consented to serve beyond June, 1920 but did not withdraw his request for early relief. The joint legislative committee seconded its field agent's suggestion that the trustees of Ohio state university call a national conference of trustees of state supported higher education

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## THE GRADUATE SCHOOL AND GRADUATE WORK OHIO STATE UNIVERSITY

Ohio has one state supported graduate school, namely that at Ohio state university. The law provides for one year of advanced work leading to a master's degree at Miami and Ohio universities, but these two institutions have agreed not to give this degree. Credit for advanced work done by these institutions by faculty members is given by the Ohio state university if the faculty-student is registered there and working under its supervision.

The enrollment of the graduate school at Ohio state university grew from 178 in 1912 to 439 in 1916, a gain of 261, or 150%. With the war-time demand for trained abilities and for men and women able to render

war service there was a natural reduction: the total register for the summer session dropped from 439 to the low point of 274, and during the academic year from 244 to 143. The pendulum swung back this year: last summer the register was 164 and during the academic year 1919-1920 was 180. The register by years has been as follows:

<i>Year</i>	<i>Academic</i>		<i>Total</i>
	<i>Year</i>	<i>Session</i>	
1911-12 .....	97	81	178
1912-13 .....	128	95	223
1913-14 .....	113	125	238
1914-15 .....	185	141	329
1915-16 .....	244	195	439
1916-17 .....	233	158	391
1917-18 .....	161	113	274
1918-19 .....	143	164	307
1919-20 .....	180	...	...

Asked to forecast the growth of the graduate school for five and ten years, the dean estimated that not counting the summer session there will be 400 in 1925 and 600 in 1930. For the summer session he estimates a total of 300 in 1925 and 400 in 1930. If these estimates are correct it means that within five years there will be 700 students asking for graduate work in the regular year and 1000 seeking summer opportunities for graduate work.

Regarding enrollment the dean reported to your committee that the graduate school has never striven for numbers; that the growth has been a natural growth; that only such work has been undertaken as could be carried on in a thoroughly satisfactory manner; and that "if the state would make appropriation so that it would be possible for more of our men on the faculty to devote an increased amount of time to graduate work; also to bring to the faculty an increased number of men of national reputation who could devote their time largely to graduate instruction, the graduate school would be correspondingly increased."

As stated in the section on research, many educators wrote to your committee expressing a conviction that all educational work in Ohio now suffers because not enough facilities for graduate work are offered by the Ohio state university. This protest against present inadequate attention to graduate work was voiced not only by faculty members of the university itself but by faculty members of other public and private universities and by school superintendents. Even among engineers and others now practicing their professions outside of the university a feeling was frequently expressed that more graduate work and more exacting and more productive graduate work should be offered at Ohio state university. From the public school field alone there should be more graduate students in attendance at Ohio state university than the highest previous register in all graduate courses. For summer sessions such attractive and

immediately helpful advanced work should be offered that the enrollment of graduate students would be three or four times as great as the largest summer register of graduates heretofore.

A graduate school caters to three classes of student: 1 — those who want more academic credits for the sake of the credits and the prestige or salary increases expected from credits; 2 — those who bring questions to be answered or needs to be met in their professional work, like a principal or superintendent wishing light on knotty problems in school management, or like a newly elected county auditor wishing special help, or an editor perhaps wishing conference on industrial problems or public taxation; 3 — those who wish training in research methods and opportunities in productive, scientific research and scholarship.

For discovering which students belong to each of these three classes there is no present organization at the university. For discovering which kinds of students are helped or not helped by graduate courses offered there is no present organization. Instead, graduate work has grown here as it has generally grown elsewhere, in response to the presence of graduate students, a large proportion of whom stay on or come back for graduate work not because of any thirst for knowledge or yearning for scholarly attainment but because the master's degree representing two semesters' full work taken after a bachelor's degree has been worth a hundred dollars or more a year, or because reputation for doing graduate work has been a negotiable asset. A contributing reason for the growth of graduate work has been the proselyting desire of departments themselves for the prestige that comes from graduate students recruited from students of the three classes and promoted for reasons that have little or nothing to do with research or scholarship. The graduate school has grown and will continue to grow and calls for attention and organization which heretofore have been lacking. This conclusion is frankly voiced at the university itself, where it is generally felt that graduate work is not now adequately organized from the standpoint of the students of the departments of the university as a whole or the state.

The first forward step in organization is to arrange for studying the job assigned to the graduate school. Ohio's need for graduate work of different kinds, the gaps between what is needed and what is being offered, present methods of ascertaining whether a graduate student is staying on because he lacks courage to go out and use his abilities, because he has been overpersuaded by faculty members wishing graduate students, or because he has some definite professional or scholarship end in view.

For deciding what graduate work should be done and for supervising it in progress **it is recommended:**

- 1 — **That more time be allowed to the dean of the graduate school for deaning.** For planning and supervising graduate

work the Ohio state university has a part-time dean and a graduate council of representatives from different departments. To administrative duties the dean of the graduate school gave during the typical week reported by the Ohio state university faculty ten hours and a half, and to faculty meetings two hours, making a total of twelve hours and a half given to administrative duties and faculty meetings. During that same week he gave over 29 hours to instructional duties, including two hours to individual conferences with students outside of class, three hours to supervision of teaching by faculty members, and almost four hours to conference with faculty members with respect to classes. A graduate school that will do for the state of Ohio, its universities, its social problems, and its government what clearly needs to be done, cannot for some time to come afford to have its dean giving 29 hours a week to instructional duties of any kind other than helpful supervision of graduate research and instruction.

- 2—That the graduate dean be held jointly responsible with departments for insuring the adequacy of research methods and results. At present this supervision is left entirely to the departmental organization. This means that in a very large percentage of cases it is left actually to the graduate student himself. There is now no plan for testing the worthwhileness of a research project before the student embarks upon it or after he has submitted his results except such as the interested department itself imposes.
- 3—That the content of instruction and training in the graduate school be changed so that it will almost entirely consist of field projects or strictly professional work, and that it be extended to include in absentia work. It ought not to be necessary for a man working on an interesting problem and needing help to give up his work, leave it behind him at home, and go off to Columbus in order to secure help from the state's university in prosecuting that work. It ought not to be necessary even for graduates or other persons with advanced problems in the city of Columbus to stop their earning in order to secure help from the university. There should be afternoon courses, night courses, Saturday courses, correspondence courses, and individual conferences through which the university will send its ability to direct stimulating supervision to the place where a problem needs solution.
- 4—That by slight but entirely practicable changes of method the university tie up its supervision of graduate work with the industrial, professional, and educational worlds **in all**

**parts of the state.** It is a pity, for example, that the great laboratories of the General Motors Corporation were not placed on the university campus, or that, being placed in Dayton, they were not made a recognized part of the university's laboratory and training equipment. Every school system in Ohio can and should be part of the laboratory of the graduate school. The gathering of graduate students at the university in Columbus should be for the most part for the sake of checking up on field studies rather than for listening to lectures or doing assigned reading.

- 5 — That the co-operative studies suggested in the report on research be extended to include a program and procedure for the graduate school, including far more exacting tests of the theses for the master's and doctor's degree.
- 6 — **That a full time dean be expected to work out for faculty adoption tests of student purpose and student personality before registering any student in the graduate school.** Tax-payers of the state will not insist upon giving anyone free graduate opportunities who cannot prove capacity to use those opportunities. The quickest way to build up prestige for Ohio's graduate school is to have the world know that it will not bother with people who lack personality, force, "displacement", and desire to use scholarship for service. It is demoralizing to scholarship to have large numbers of young people hanging on to a university instead of learning how the world can use or will refuse to use what they have already acquired. It is certainly demoralizing to state supported education that a man who lacks the nerve to go out into the world at the end of his senior year can by staying in a fifth, sixth or seventh year, by mere accretion, secure an advanced degree and a teaching position at some college. A corollary to this proposition is that the university should stop offering courses which can be successfully taken by anyone who lacks purpose and personality of the high standard which a graduate school should define. One exception seems now to be necessary, namely graduate work in education. The Ohio law pays a teacher for additional credits. Fortunately the graduate school can prevent this law becoming a farce and imposition. It can offer courses to teachers which will be unavoidably helpful even if at first the teacher's only motive in coming is to secure the promotion or salary advance which the law and current standards in school work make dependent upon more academic credits.
- 7 — **That courses be worked out for in absentia work which will definitely recognize as graduate work of high degree**

**studies and accomplishments in home towns and even travel.**

Ohio is strong enough to snap its fingers at the academic tradition which gives credit for reading about a factory or cathedral or a poet's birthplace and denies credit for visiting them. No state institution is strong enough to foster a tradition which recently led a great privately endowed university to refuse a degree to a man for outlining and securing public adoption of a great policy, and later gave a degree to another man for describing how the first man did it.

- 8— **That graduate scholarships or fellowships under the state's control be offered only to Ohio residents.** The many arguments against this practice have been stated in another section. Occasionally Ohio may lose by this discrimination an opportunity to help some man or woman whose later work would bring great credit. This possible gain is very small compared with the great gain that will result from having Ohio's graduate school combing the high schools and colleges of the state for the most promising abilities by constantly advertising to students and instructors that there is \$10,000 available for scholarships and fellowships. This decision once made, there will not be \$3750 in fellowship money unassigned, as there was in 1920, at least until after the university has again and again made the opportunities known.
- 9— **That under the direction of the dean, and with the help of a division of administrative research, the graduate faculty be asked to make the studies with respect to Ohio's own practices and results which were suggested at the 21st annual conference of the Association of American Universities, held at Ohio state university in November, 1919.**

(1) Is it true at Ohio state university, as President Hadley of Yale said it was generally true, that "the present method by which the graduate departments of our universities attempt to train research students in almost every subject indiscriminately results in waste of money, loss of efficiency, and over-production of third rate research men"?

(2) In what, if any, subjects ought Ohio state university not to try to do research work or even other forms of graduate work?

(3) If President Hadley's advice is followed to develop research where it is now strong in resources and students, rather than to build up the weaker lines to a common level, where does Ohio state university research and graduate work need more or less support?

(4) What is being done and what might be done to make

sure that Ohio state university is not committing "a crime against society by subsidizing graduate students unless there is prospect that the students thus subsidized will find a demand for their services afterwards"?

(5) How many men who have received scholarship aid from Ohio state university in the last twenty years have "failed to go into research or teaching work afterward"?

(6) How many "have done badly or indifferently in those lines as compared with the number that have done well"?

(7) How does Ohio state university test student abilities and demand for service in advance, so that, as President Hadley suggested, "no man can expect a scholarship merely because he is needy and promising, unless there is some specific promise that he will do work for the public, for which good living wages can be had, after he has finished his studies"?

(8) If, as Professor Stieglitz of the University of Chicago suggested, "the great revolutionizing discoveries in science have been made as a rule by unexpected observations studied by a genius", and if in order to develop fundamental research all we need is to "bring a maximum number of minds of the genius type in contact with observation", how can the graduate school develop contact with world problems that need to be solved so that research ability can have maximum opportunities for unexpected observations?

(9) If the University of Michigan can secure funds from private business for promoting pure research and developing research understudies, where they originally sought to deprive the university of a research professor, what steps can Ohio's graduate school take to interest Ohio's business men in keeping intact a strong training school for scientific investigation at Ohio state university?

(10) If, as Dean Ford of the University of Minnesota reported, "we people right in our own universities have not laid the very best basis of co-operation upon which a national research co-operative program can be brought about", how can co-operation among departments represented in Ohio's graduate school be increased?

- 10— That the annual report for the graduate school analyze its clientele, its buildings, its forward steps, and its principal needs. There is no better way to improve the work of the graduate school and to foster its research than to apply the principles of scientific research to the graduate school's own problems and work. It would make it easier to secure high grade work from the graduate council if the annual report summarized the problems presented to the council and their principal actions.

## ORGANIZATION FOR RESEARCH

Among the suggestions made to this committee by faculty members and by city and county superintendents of schools, there appears frequently the plea for more research, more men capable of research, more men who will insist upon opportunities for research, more facilities for research, more time for research, more helping the state through research, more training of students in the methods of research by having them do research work.

These demands for greater benefits from and more attention to research come by no means exclusively from the full professors at the Ohio state university or even from younger men on its instructional staff. Faculty groups at Miami and individual instructors at Ohio university, Bowling Green and Kent and several private colleges insist that Ohio cannot longer in fairness either to her scholarship or to her material interest afford the restricted opportunities for research which have heretofore been supplied.

Instead of being jealous of the senior college and graduate school at the Ohio state university other institutions, including private colleges, have suggested that it would materially strengthen their power to compete for instructors and for students with out-of-Ohio institutions if at the Ohio state university there were opportunities and inducements for research comparable to those in other states.

Nor does this demand for research opportunities refer only to the Ohio state university. From the normal schools come reasons why within normal schools there should be research into educational problems and practices. On the faculties at Miami and Ohio universities are scholars who believe that Ohio's ability to draw strongest teachers will require provision at these other Ohio institutions for research work during the working time for which the state pays.

By research many different lines of advanced study are meant.

There is scientific research which seeks new truths for truth's sake, — for the sake of adding to the sum of human knowledge — with little or no reference to the practical value of the new truth that may be discovered.

Then, there are many forms of utilitarian research such as those conducted by the engineering experiment station, for which the college of engineering was recently given a fund, and the studies and experiments of the college of agriculture into production costs of food and best methods in animal husbandry.

Another type of "service research", i. e., practical research of inestimable social value, is the agricultural extension work which is veritably "making over" rural life. An equally needed service is outlined in the three research bureaus which the trustees of the Ohio state uni-

versity have authorized but not yet financed, — for business research and service, social research and service, governmental research and service.

Finally, there is training in research for each of the subjects in the graduate school including the different kinds and forms of field work which each department could and should organize.

For not one of these kinds of research are there now adequate facilities, program, professors, or students.

During the week December 8-14, 1919, the time given to research was reported by 165 full professors in five state institutions. Only those professors appeared in this total whose duties are almost entirely instructional. For example, all deans but one are omitted. Of 165 full professors 111, or 66 per cent, or two out of three, reported not one minute of scientific research; 56 of 99 at the Ohio state university; 20 of 25 at Ohio university; 13 of 17 at Miami university; 9 of 10 at Bowling Green normal college, and 13 of 16 at Kent normal school.

If we add the 26 others who reported some research but less than one hour a day we have a total of 137 out of 165, or 83 per cent, or six out of seven, who reported either no research at all or less than one hour a day.

Two possibilities of serious error exist in these figures: This week may have been far below the average without the fact being realized for lack of records for previous weeks, and Sunday is omitted, which may have been a mistake. While many men threw their Sunday work into the other six days, a few have informed your committee that their research is done chiefly on Sunday. Sunday was dropped from the original blank as the result of a conference where it was urged upon your committee that university work should be so organized that no essential part of it will depend upon Sunday.

For this study of organization the details for each of the institutions are not given. In the section on the Ohio state university details are given for the two groups, full professors and instructors. The blanks upon which these facts were reported contain material that would be invaluable for later studies and correlations by administrative officers and the college of education. If such use is not desired in Ohio the institute for public service will be grateful for the privilege of retaining them.

The large number of full professors in five institutions who reported no research work at all and the other considerable number who reported less than an hour a day should be read against the background of two beliefs that are current among full professors:

1. The highest efficiency in teaching is impossible where there is no research ambition together with research opportunity and achievement.
2. The state of Ohio in its appropriations and in its assignment of work has failed to make allowance for research and has, therefore, discouraged it or made it impossible.

Whether the belief that research is indispensable to competent teaching is true or unsound, the fact remains that the world of scholarship in the United States had for nearly two generations accepted it as true. Practically every full professor at the Ohio state university would probably declare this belief as would the majority of full professors at the other four state institutions. Probably the great majority of instructors would insist that hope for research opportunity to make a record in scholarship was one of the factors which drew them into college teaching.

Either Ohio must prove that research is not necessary for efficient instruction and for the development and contentment of faculties or else it must provide the opportunities now denied.

This problem is the legislature's problem and the governor's and the public's and lay trustees' and is not a trifling detail to be settled by faculties, officers and trustees.

If faculty conviction regarding research is not changed and if Ohio fails to make allowance for research in its time schedules, then Ohio must give up the hope of attracting and holding scholars of first rank.

The little, too little, research reported by Ohio faculty members equipped for scholarly attainment, including many who are widely reputed for scholarly attainment, is undoubtedly somewhat less than would have been reported in earlier years.

The problem of readjustment after the war and the experience with the Students' Army Training Corps would have reduced the time available for research even had there been no increase in registration and no depletion of teaching staff because of resignations.

Another deterrent or obstacle to research is the actual condition of the teaching organization, especially at the Ohio state university, which has been literally "shot to pieces." The unexpected increase in registration called for a large increase in the teaching staff. There was enough pirating by other institutions to nearly break up the teaching staff. Of 19 staff members in the college of commerce and journalism who left in June, 1919, expecting to return to the university, only seven were on the payroll six months later. President Thompson, speaking to your committee, declared that the university was so ill-prepared to take care of the large freshman classes and to meet this unexpected loss of teachers that it was compelled to use even undergraduates and was "reluctantly giving these young people less qualified teachers and less favorable working conditions than they had in their home high schools last year."

Under such conditions there has necessarily been a decrease in the time and strength left for scientific research. Because, however, it is these conditions which are affecting the state, the facts reported on time sheets are given as professors reported them.

Typical of suggestions which came to your committee from faculties are these:

1. University teachers should have time for research work and opportunity for publishing the results.
2. Engineering teachers should have time for investigating and developing work in the uncommercialized field of pure science.
3. Research in business and social problems should be done by university departments that have special training in subjects under investigation.
4. Research in business and social problems should be established with proper equipment and housing.
5. Research in veterinary pathology is needed.
6. Medical research should be fostered.
7. Research in educational problems should be treated as indispensable.
8. In agriculture many kinds of research are needed, the field of farm machinery being almost untouched.
9. The Ohio state university should equip itself to lead and supervise research work done by faculties in other Ohio universities.
10. In the field of education where the lack of research leadership and facilities is especially felt, the Ohio society of education has outlined a plan by which the individual members, and the colleges and teacher training schools they represent, may work with the state department of public instruction (and of course with the state teacher training schools) "to study scientifically special phases of educational problems."

A striking summary of the situation comes from the college of engineering, the Ohio state university, in an appeal for scientific research for its own sake, for the state's sake, for the student's sake, and for the development of the teacher. Because of its suggestion that university research should utilize practical engineering problems in the industrial field, and because of its clarity and forcefulness, the letter is repeated in full with our black-typing for emphasis, in the five following paragraphs:

Engineering cannot be properly taught by persons who have an inadequate idea about what modern engineering is. To have an adequate idea in this matter **one must at least, to some extent be a producing engineer oneself.**

It is becoming increasingly difficult for teachers to establish connections with commercially producing concerns. To do so one must have acquired a considerable reputation, or else be in a position to suggest new and promising lines of technical development. For

both purposes it is necessary **that the teacher inside the University should feel himself as an active worker for technical progress and feel industrial problems as his own.**

This is only possible if he is given time and support for investigation and development work inside the institution with which he is connected. Younger men should be regularly employed in such work for a considerable part of their time. **Men of higher rank should be given a sufficient number of assistants to enable them to turn their insight and experience into productive use even though their time may be largely taken up by teaching or administrative work.** At the present time even leading members of the engineering faculty are forced to waste a considerable part of their time on tasks which in commercial concerns are regularly performed by office boys, stenographers, and clerks, not to mention technical assistants.

Going outside the engineering departments to the purely scientific department, it might be stated that **if at all universities as little time were allowed for scientific research as in a number of scientific departments at the Ohio State University, then there would be no science to teach.**

Commercial concerns in their research have to look to profit today or tomorrow. It is up to the men at the institutions of higher learning to discover the entirely new and unforeseen possibilities hidden in the as yet uncommercialized outlying fields which pure science offers. **Teachers who are barred from this sort of work must feel that they** are relegated to the rear, that they are mere hangers-on, and this feeling will soon rob their teaching of all spirit and enthusiasm.

The first step for Ohio to take is to ask the five boards of trustees to ascertain man for man and department for department why research is at such a low ebb among its full professors. Is it because teaching hours are too many and teaching load too heavy? Is it because they have too many administrative duties? Is it because of any question in their minds as to the importance of research or as to the worthwhileness of it in cases where adequate facilities are lacking? Is there lack of prestige attaching to research or is the difference between Ohio's institutions and some of their fellow institutions in other states not so much in the amount of profitable research as in the absence of a research cult that fosters talk about research without actually stimulating research?

Excess of time given to instructional duties will not entirely account for the absence of research. Meeting classes, preparing for them, reviewing papers, interviewing students and conferring about them occupied a week of the conventional 39 hours in the case of only 38 of 111 professors reporting no research. For 36 others, instructional duties oc-

cupied less than 30 hours a week; two had less than 9 hours; two from 10 to 12 hours; three from 12 to 15 hours; 7 from 16 to 20 hours; 12 had fewer than 20 hours of instructional duties.

The total working week of the professional group leaves little time for research as the following statement shows as issued to the newspapers early in January by your secretary:

Are university professorships easy berths and snaps? Do university professors live a life of leisure? Not if the 159 Ohio teachers, ranking as professors, who recently reported the details of one working week to the joint legislative committee on administrative reorganization, are typical of their craft.

These 159 professors, in three universities and two normal schools, reported 7141 hours spent on work required by the state. This is an average of 45 hours per professor. Because this average, however, contains the shorter as well as the longer working weeks, it fails to show many cases of what labor outside of college walls would call "overwork," and a few cases of almost "doing time."

Of the five faculties 108 full professors report a working week, excluding Sunday, of over 40 hours required by the state; 137 a week of over 36 hours; 43 a week of over 50 hours; 12 a week of over 80 hours, and five a week of over 70 hours. One at the Ohio state university reported 92 hours.

Nor is this all the time involved in working as a professor for Ohio. To the foregoing totals should be added 336 hours, equal to two hours apiece, for professional study and research. The largest amount of time spent by any professor for these two purposes, which are no less necessary for successful work even though not specifically required by the state, was 19 hours at the Ohio state university, Ohio university, and Miami; 10 hours at Bowling Green and 11 hours at Kent normal school.

Where do the professors put in all this time? Not all of it with classes, of course, but besides meeting classes, they must prepare for meeting them, and must attend to the results of meeting them, as by marking written answers, reviewing note books, and interviewing students. Largest amounts of time given to individual talks with students were 6 hours at the Ohio state university and Ohio university, 12½ hours at Miami, 4 hours at Bowling Green, 4½ hours at Kent.

Our committee hopes that taxpayers and teachers throughout the State will study these facts, which indicate that during the academic year Ohio professors have little leisure time in which "Satan can find mischief for idle hands to do." Whether the teaching load and the other duties incident to working for Ohio as professor are equitably distributed, it is not easy for the faculties themselves and their officers to ascertain. Lessons bearing upon organization will be drawn from these figures by our committee in its final report.

The question is not how many hours does a full professor work but are conditions such that his time goes to service of greatest help to students of the state. Analysis raises the question whether Ohio faculties are not giving altogether too much time to work that might be done by clerks.

Not including research for which with two exceptions provision is made by Ohio and which therefore falls into personal work, the total time of 165 full professors in five institutions was distributed as per the accompanying chart. At the Ohio state university 29 per cent of the time given to the state by full professors went to non-instructional work. If even 20 per cent had gone to research and only 9 per cent to non-instructional duties, it would have been a more business-like use of this valuable time and would have accomplished much for research.

After due allowance is made for interferences beyond faculty control the fact remains that there is still vastly less research than time permitted. Important questions that should be answered by the institutions concerned and by the legislature representing the public which needs the result of research work, include these: What is it that keeps these faculty members from doing research work? Why do they question its value so far as any of them may? What specific research plan has been interfered with? What would they like to do if conditions were favorable, etc.? For answering such questions we have proposed a bureau of administrative research within each institution together with exacting audits of research costs, methods and results, by the auditor of state, budget commissioner, finance committee of the legislature and the state department of public instruction.

A special co-operative study is needed at the Ohio state university for the purpose of working out a scientific method acceptable to all departments:

1. For budgeting time and funds for research by faculty members.
2. For changing courses of study so that more research and participation in research will be possible and necessary.
3. For testing the value of proposed research and of the proposed researcher's capacity for research, before an investment is made in it.
4. For interim tests of progress.
5. For tests of final results to decide the scientific value of each contribution, the lessons contained in it for various university and state departments, and the best methods of giving currency to its findings.
6. For training researchers in putting their results in a form that will be not only correct in diction but readable, interesting and convincing.

Talk about research is not research. Desire to research is not the same as ability to research. Little headway can be made in formal allotments or budgeting of state funds or state time among research projects unless faculties themselves will abandon the idea that one piece of work dubbed research is just as important as any other research project, and will accept the businesslike proposition that research must be proved in advance to promise worthwhile additions to knowledge or aid that will be desirable or necessary tomorrow.

Thus far the Ohio state university is singularly free from cant and pretense respecting research. Distinguished studies have been made by the faculty members. The scholarship of the Ohio state university educators has been repeatedly recognized by out-of-Ohio institutions who have outbid Ohio for their service. The greatest need now is for officers and faculties to marshal facts about the need for research by faculty and students so that trustees, budget commissioner, governor, legislature and public will see that it is to the public interest both to finance and to demand an attitude and practice of research in state institutions of learning.

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#### MEDICAL AND NEAR-MEDICAL COLLEGES, O. S. U.

Besides the college of medicine, Ohio state university has three medical and near-medical colleges: homeopathic medicine, pharmacy, veterinary medicine.

It is recommended

- 1— That the work done by the college of homeopathic medicine and the college of pharmacy be incorporated in the college of medicine:
- 2— That serious consideration be given to the possibility of merging the college of veterinary medicine and the college of agriculture for purposes of administration.

The more colleges the university has, the more deans it must have, and the more administrative machinery.

The more deans there are, the more difficult it will be to place the salaries of deans at the point which will be necessary to secure and retain men of sufficient ability for such important positions.

Although the college of pharmacy now has an acting dean there will be constant pressure to recognize the college by giving it a dean. As soon as there is a dean, pressure will begin against any discrimination and for the same salary that other deans have. Professional men acquainted with the respective fields of medicine and pharmacy have assured your committee that there is no reason why the dean of the college of medicine should not do the deaning for the college of pharmacy as well as for physiology or public health or bacteriology.

In the typical week used for recording teaching and non-teaching loads the acting dean of the college of pharmacy gave 43 hours to instructional duties and eight hours to non-instructional duties. On this record the acting dean gives all the time he contracts for to instructional work and "throws in" his deaning. The argument for transferring the duties of deanship from this office to the college of medicine rests, therefore, upon other grounds than diversion of teaching energy by this acting dean.

As to the veterinary medicine it is quite unorthodox to suggest that it be made part of the college of agriculture. It is even true that the college of veterinary medicine deals with several classes of patients — such as decorative dogs — that are not involved in the agricultural course of study. In spite of these two facts there is reason to believe that it would help both the college of agriculture and the college of veterinary medicine if the latter were abandoned as a separate college and its work incorporated under the dean of the college of agriculture. Veterinary work for horses and cattle is the most important veterinary work which veterinarians have to do. The co-ordination of medical attention to agricultural animals with the agricultural purposes these animals serve will help the state.

The dean of the college of agriculture is now paid \$4800 or \$800 more than the other deans. He must have a well-equipped central office. It would cost much less to have the deaning of the veterinary medicine done in this office than to organize it separately. What is more important still, the dean of the college of agriculture would have more reason than has the dean of a separate college for developing the veterinary college, for having it known throughout the state and for seeing that agricultural counties are supplied with professional skill.

During the four years 1913-1917 Ohio residents numbering 148 were graduated from this college, 39 or over 25% from Franklin county, 57 or nearly 40% from Jackson and contiguous counties; 30 counties had no graduates. In November 1919 there were but 45 Ohio residents in this college, 18 or 40% from Franklin county, 60 counties having no students. The 56 non-residents who graduated in four years and 57 non-residents out of 102 who registered this year are reasons for placing the promotion of this college under an officer whose interest is not primarily in veterinary medicine but in the economic interests of Ohio which veterinary medicine can help.

In suggesting that the college of homeopathic medicine be merged with the college of medicine it is recalled that already the principle of merging has been frankly recognized. Already the great majority of subjects needed for medical practice are taught for both colleges

by the college of medicine, for example, anatomy, bacteriology, obstetrics, physiology, surgery, etc.

For only two reasons can a separate college of homeopathic medicine be urged: one, that the medicines which it prescribes are different either in character or quantity or both, the other that homeopathy has a distinguished past which should be preserved in name and organization.

Whatever distinction there is between the teaching of medicine in the college of homeopathic medicine and the teaching of medicine in the college of medicine can easily continue to exist under one college with provision for separate instruction in homeopathic medicine. This would serve every purpose of those practitioners who continue homeopathy and who want their sons or understudies to have instruction in the same school.

The argument for a separate school is primarily sentimental. The way to meet it is to appeal to this sentiment and to show that in the long run there will be more deference for homeopathy's past if special courses are incorporated in the general college of medicine than if homeopathy limps along with an ever decreasing number of students.

In the year 1919-1920 there were but 21 Ohio residents registered at the college of homeopathic medicine: 7 from Franklin county; 4 from Cuyahoga; 2 from Montgomery and one each from Champaign, Darke, Greene, Hamilton, Henry, Lake, Medina, Washington; and none from 77 Ohio counties.

In the four years from September 1913 through June 1917 there were 29 Ohio graduates from 13 counties, and none from 75 counties. Yet there is a special college, a special dean, special office overhead, a special hospital.

If homeopathy were a new and growing sect, if it represented some new principle which the world was bound to adopt, it would be progressive of a state like Ohio to give it a chance and to back it during its "infant industry" days. But that is not the case with homeopathic medicine.

In the year 1918, in all the country, there were 540 students registered in the six homeopathic colleges and 114 graduates. This is a decrease in students since 1900 of from 909 to 540 and in graduates from 413 to 114. This condition is no news to followers of homeopathy. At the annual national convention held in Cincinnati in the autumn of 1919 the future of that school of medicine seemed so alarming that a recruiting program was adopted. In the medical profession it is almost universally doubted even among homeopathic physicians themselves whether propaganda or money can ever restore to homeopathy a numerically significant position.

All of this was known to the world when Ohio state university as recently as 1914 established its separate college of homeopathic medicine. Four years had passed since the Carnegie foundation had proved "the ebbing vitality of homeopathic schools." In fact, the superiority of one college over two colleges of medicine was so well known that the proposal would unquestionably have been unanimously rejected if it had not been that it came with an offer of money from private sources. Repeatedly since its opening and in fact within the last few months private gifts have been made or announced. When now a question is raised about this separate college university officers recall that the college has made influential friends and led to important gifts for the university.

In spite of gifts and even if private gifts should lead to many new buildings for homeopathic medicine and to other gains to the university, it is certain that Ohio state university cannot afford to cut in two its interest in medical education, its program for training physicians and nurses, its responsibility for developing adequate hospital facilities, its training through hospital work, and its clinical resources and clinical training.

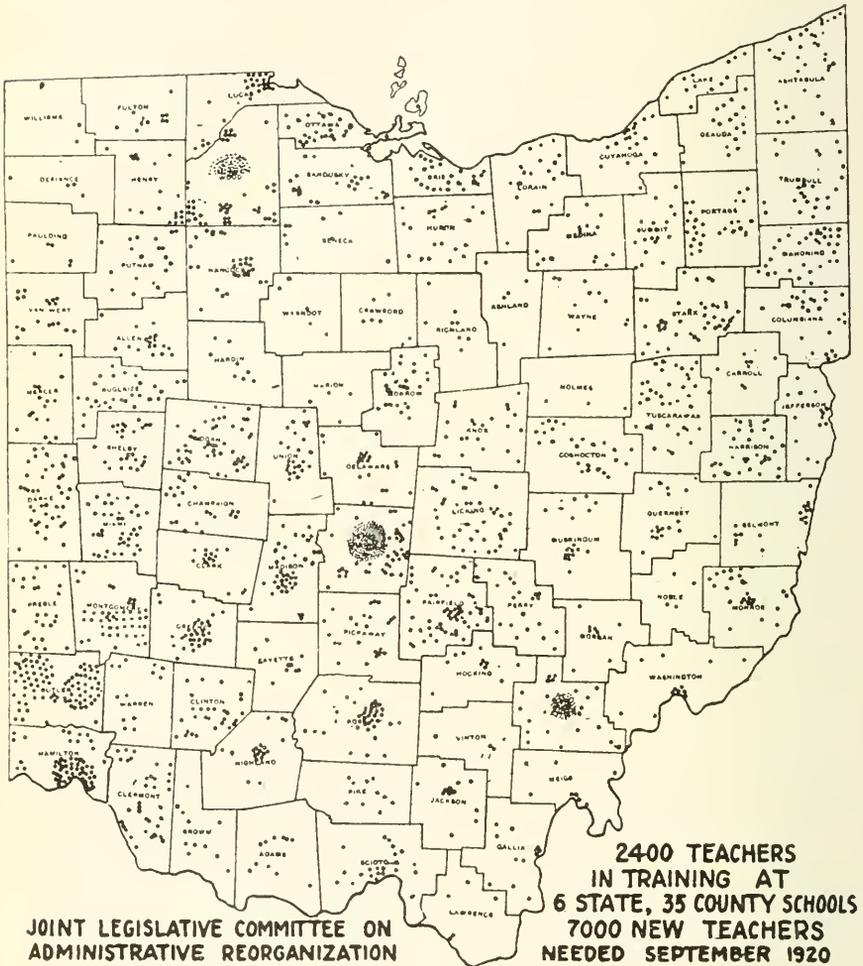
Friends of the homeopathic school can surely be interested in what it is costing preventive medicine and other medical education to have a divided front here at Ohio state university.

Surely they cannot fail to see that neither money alone nor money coupled with the untiring effort of a special college can ever give homeopathy a lead or even a substantial following among the younger recruits.

Surely friends of this special college will be glad to sit around the same table with the officers of the university and specialists in medical education and medical practice with a view to canvassing the non-personal, non-accidental and scientific reasons why homeopathy as a special school has lost ground. Such a conference would unquestionably lead to an overwhelming vote in favor of merging the two schools and of expressing future interest in homeopathy by strengthening special courses in materia medica within one general college of medicine.

## OHIO'S STATE PROVISION FOR TEACHER TRAINING

On the accompanying map is a dot for each person who in the autumn of 1919 was attending one of Ohio's six state teacher training schools, or one of 35 state aided county normal schools.



**JOINT LEGISLATIVE COMMITTEE ON  
ADMINISTRATIVE REORGANIZATION**

In addition to

**2400 in preparation at one of these state supported schools are  
428 others in seven schools maintained by six cities, Akron,  
Cleveland, Cincinnati, Columbus, Dayton, Toledo; and still**

**1792 others in 26 private colleges whose training of teachers  
is certified by the state department of public instruction.**

The total of

**4620 for the entire state** includes persons who are taking one, two, or three, or four years of preparation for teaching. It also includes a handful of post graduate students at Ohio state university's college of education who have already given more than four years to their preparation.

Of Miami's total Ohio register in education of 409 only 105 will complete their work this year. Ohio university will graduate 88 of 426, and Ohio state university will graduate about 100 of 410. Of 209 at Kent 51, and of 240 at Bowling Green 49 will graduate this year. It is these smaller figures rather than the total enrollment that indicate the output of the four-year and two-year courses. From the total output, again, there should be subtracted from 10% to 20% for those graduated who will not teach.

In 26 private colleges 254 of 641 graduates of education in June or 40% do not expect to teach, according to T. Howard Winters, supervisor of teacher training for the state department of public instruction.

Where Ohio will need for the school year 1920-1921 about 7000 new teachers it will actually send out from its own state's two-year and four-year courses about 400. From its 35 state aided county normal schools it will turn out between 550 and 570. All told, from training schools wholly or in part supported by the state there will be turned out fewer than 1000 students this year of whom probably fewer than 900 will teach next year.

The gap between 7000 new teachers needed and 900 teachers graduated, one half with a year's training and one half with two to four years training, will be filled by qualified persons from schools which receive no state aid. This fact shows the importance of considering the city and private training schools among the resources of the state, of utilizing to the utmost their facilities and of providing enough helpful communication and supervision to give all schools the benefit of each school's best practices.

The state's own present facilities include 35 county normal schools for 36 counties; two independent state normal schools at Bowling Green and Kent; two normal schools that are integral parts of Miami and Ohio universities at Oxford and Athens; a normal department at Wilberforce for negro teachers; and a college of education at Columbus which is part of Ohio state university. For these activities the annual cost is about \$250,000.

On paper this would seem to be a fairly complete organization for teacher training so far as number of centers is concerned, — 41 different centers of training entirely or in part supported by the state, besides 7 city schools and 29 private colleges, or 77 different officially recognized training centers in the State of Ohio.

The fact that the state department of public instruction is held responsible for the certification of all graduates for teaching furnishes again, on paper, evidence of commendable organization.

Yet the startling fact remains that all of these schools together are training but a small fraction of the total number of new teachers who are needed each year; that Ohio is losing ground in its supply of trained teachers; and that in order to have classes and schools actually in charge of teachers it has been necessary to lower the standard by issuing temporary certificates at a time when the need for a higher standard is widely felt. About 3000 temporary certificates have been issued during the current school year, 65 of them in Franklin County almost within sight of the state house.

If the facilities are numerous enough, the organization theoretically adequate, and the plan for central supervision satisfactory, what then can explain the too small number of students in training and the woefully inadequate number of properly trained graduates? Inadequate use has been made of present facilities.

Now is a propitious time for Ohio to make a new start in its teacher training program.

A reorganized and greatly expanded state department of public instruction is being considered.

It is expected that the governor will shortly name a new state superintendent who will naturally wish to surpass all predecessors in recruiting teachers.

A new dean is to be selected for Ohio state university's college of education and he will naturally wish to out-reach and out-grasp his predecessors.

**The school men of the state appreciate as never before the need for a vastly larger program and a vastly more aggressive leadership** on the part of both the state department of public instruction and the Ohio state university in not only supplying teachers but in recruiting the ablest, strongest, and very elect of Ohio's young people for teaching.

Teachers' Week was the beginning of a state-wide awakening to the need of government, industry, and society for best abilities in teaching. One Ohio editor wrote that the history of Teachers' Week would say, not that three thousand teachers were recruited, but that **the word teaching was revolutionized**. While this judgment over-states the first results of Teachers' Week, it suggests the ultimate result of state wide team work by educators, editors, legislators, and governor in advertising the rewards, opportunities for advancement, rapidly improving conditions and durable satisfactions of teaching.

The state's present organization for striking this note in recruiting and training teachers is adequate so far as concerns institutional facilities and the relations of one institution to another. Next steps call not so much for changes in organization, except those involved in reorganizing

the state department of public instruction, as for selection of ablest leaders for the state department of public instruction and Ohio state university's college of education.

The type of leader needed at the head of the entire school system was discussed in an earlier section. **It is suggested that your committee formally urge the trustees of Ohio state university to adopt immediately the increased program which should be adopted for the college of education and to secure the type of leader, organizer and educator needed to work out that program.**

Publicity should be given at once to the importance of this post. The school men of the state should be asked to make suggestions regarding work to be done and men available for leading in that work. It is highly important that the trustees reach an early decision, or at least **arrange for extensive and attractive publicity which will bring into the summer school at Columbus the largest number of Ohio's school men and women who have ever yet attended an Ohio summer school.** There is special need for advanced courses which will attract city and county superintendents, high school and elementary principals, supervisors, and graduate students in special branches. Ohio should not enter this coming summer with such inadequate programs at Ohio state university and other universities and normal schools that it will be necessary, or seem necessary, for 1200 or 1500 Ohio school workers to go east or west or north for training opportunities at a cost of nearly half a million dollars.

If time does not permit the trustees of Ohio state university to make a final selection of dean for the college of education before the summer session of 1920, it might seem practicable to appoint a summer dean. In many institutions the summer schools have a special director. If this course were followed a salary might be paid for the summer which would prove an attraction to the best available ability without raising for final settlement the question of how much should be paid to the regular dean of this college. For summer sessions particularly the question of salary is a strict business proposition because a dean of special attracting power may easily return more than his salary in additional fees. Similarly instructors who make special appeal to school men often bring in through increased fees far more than their summer salaries.

If your committee issues a statement upon this subject the public will welcome emphasis upon the proposition that **the dean who is chosen to head the college of education should himself love teaching and love work with teachers; should in his own personality and attainment be a convincing advertiser of the attractions and rewards of teaching; and should know from experience and observation the needs and possibilities of public schools and teacher training schools.** Dr. A. E. Winship believes he should have successfully taught and administered both public and teacher training schools.

**One important change should be made in the present law governing the college of education, namely, the clause in section 7929 which prohibits the Ohio state university from ever maintaining a "normal school" should be repealed.**

The facts which prompted the passage of this prohibition no longer exist, or rather facts are available which show that valid reason never did exist for such prohibition. The fear that Ohio state university would duplicate the work of the four other normal schools and draw students from them was ill founded. As shown, the registration at each of the five institutions is largely local. If a normal school for elementary teachers were started in Columbus for students residing in this central district, experience shows that its register would come primarily from Columbus and vicinity and that few of those who are now going to Bowling Green, Kent, Athens and Oxford would shift to Columbus. Over half of this year's register in the Ohio state university's college of education is from Franklin County and almost exactly half, 204 of 410, come from Columbus City; the total from Franklin and contiguous counties is 258 out of 410, or 63%, almost two out of three; 23 counties have no students, 21 counties only one student.

**Instead of prohibiting Ohio state university from conducting a school which fits teachers for teaching in elementary schools — the sense in which normal school was used in the act — the legislature should encourage preparation of teachers for elementary schools by the Ohio state university's college of education.** A state that is faced with a shortage of 3000 teachers, mostly elementary, cannot fairly close the doors of an available institution to young people wishing to train for elementary schools.

The four normal schools of the state are all giving four-year courses. It is also true they are all giving two-year courses. It is just as true that many students drop out of Ohio state university's college of education at the end of their first or second year and that they go into elementary teaching. In other words, the earlier distinction between training for elementary and training for high school is rapidly disappearing. Reports to your committee from outside the state show that state after state is either now requiring a four-year elementary course or is aiming toward a four-year course before certifying teachers to elementary schools.

There is another reason for removing this barrier, namely, the demand throughout the state for teachers equipped to supervise special subjects that are being taught in elementary schools, like manual training, physical education, different vocational arts, instruction of the sub-normal, etc.

The joint committee on salaries recommended this year an appropriation of \$10,000 to be spent in one of the normal schools for special training in the instruction of sub-normal pupils. The present plan is to put that special training in a small city that lacks

the laboratory facilities necessary for successful training. **The obvious place for such instruction and the obvious place for training special supervisors is not in the country or in a small town far from the laboratories of mental disease and industry, but in Columbus, where laboratory and material exists in abundance.**

If the prohibition against training for elementary schools is removed Ohio state university will recognize the state-wide need in the elementary field and will proceed to equip itself to give whatever training is needed whether for college, junior college, high school, junior high school, grammar, elementary, kindergarten or sub-normal. In modifying the law it will not be desirable to prohibit the establishment at this university of two year normal courses for residents of this central district unless it is decided to build up the city normal school at Columbus through state aid. If later it is decided to restrict the attendance at the Ohio state university to senior college work, **such restriction should not be applied to the college of education, for nothing should be done to limit the number who can be attracted into teaching by the Ohio state university.**

One vexing problem, that of securing adequate opportunities for observing and practicing in regular public schools has been met satisfactorily in Columbus and Bowling Green. In neither place is there demand for a special training school with all the limitations of hot house ventures not subject to public criticism or to the ups and downs of normality. How Bowling Green met the problem is here shown by the contract between the state normal school and the city board of education.

MEMORANDUM OF AGREEMENT BETWEEN THE BOARD OF EDUCATION OF THE  
CITY OF BOWLING GREEN AND THE STATE NORMAL COLLEGE,  
BOWLING GREEN, OHIO

1. That the Board of Education of the city of Bowling Green shall support a high school of the six-year type including the seventh, eighth, ninth, tenth, eleventh and twelfth grades that shall maintain a liberal course of study for pupils who wish to enter the professions, and business, industrial, agricultural and home economics courses to meet the needs of this environment.
2. That the Board of Education shall maintain adequate accommodations of the most approved type for all children of grades one to six except those enrolled in the Demonstration School situated on the campus of the Bowling Green State Normal College.
3. That the Normal College shall for the school year of 1918-19 maintain a school of grades one to six of the most approved efficiency and at any time that shall be mutually agreed upon add a class or classes not beyond junior high school grade and that the Board of Education shall set off districts which will afford at all times a

sufficient number of pupils properly distributed in respect to classification to constitute classes of standard size.

4. That the Board of Education shall pay all regular classroom teachers employed in the said Demonstration School maintained by the Normal College to the extent of the salary schedule in force in other schools of like grade in the city, payments to said teachers to be made monthly during the school year by the Board of Education.
5. That a Superintendent of Public Schools shall be employed on the recommendation of the President of the Normal College by the Board of Education. The Board of Education shall pay one-half of the salary of the Superintendent and the Normal College one-half, and each shall be entitled to the one-half of his services.
6. That the Normal College shall pay forty per cent of the salary of a sufficient number, not to exceed five for the school year of 1918-19, of high school teachers, and the Board of Education shall pay sixty per cent, payments to said high school teachers by the Normal College to be made monthly during the school year. These teachers will serve as heads of departments in the high school and as critic teachers for the Normal College. The superintendent of schools shall supervise the practice teaching done by the Normal College in the high school. When in the judgment of the President of the Normal College there should be a special supervisor of practice teaching in the high school, the salary of such supervisor shall be paid by the Normal College.
7. That the Board of Education grants to the Normal College the privilege of doing practice teaching and observation in the elementary schools and high school in such amounts and under such plan as will safeguard the welfare of the pupils. Such elementary teachers as are employed part time in practice teaching, and any high school teachers supervising practice teaching and not being paid in part by the Normal College shall be paid the regular salary schedule by the Board of Education and an additional sum by the Normal College based upon the hours of credit earned by student-teachers of the Normal College.
8. That the Normal College agrees to provide a supervisor of practice teaching in the elementary schools who shall be vested with full supervisory authority over such schools.

It is understood and agreed that this contract shall cover a period of one year from this date and that it is to be continued from year to year thereafter so long as the parties hereto are mutually agreed and satisfied therewith.

## NORMAL COLLEGE OR NORMAL SCHOOL?

No normal college is recognized in the laws of Ohio except the Ohio state university's college of education.

All the other training schools for teachers which the state supports are known in the law as normal schools. Yet not one of them speaks of itself as a normal school. The two normal departments at Miami and Ohio universities shine in the effulgence of the main university or college of education. Students coming from those institutions say they have attended Miami and Ohio university. If pressed for details they say they graduated from the college of education at Miami or the state normal college of Ohio university.

The two separate normal schools at Bowling Green and Kent call themselves colleges. Their letter heads read colleges. Whether taking the two-year or four-year courses or whether dropping out at the end of the first year, ex-students are beginning to speak of themselves as from Bowling Green normal college or Kent normal college. Extension students take work given by Bowling Green and Kent normal colleges.

Against this appropriation of a name not specified in the law, this looking to a name for prestige, some protest has been sent to your committee. Expediency and not technicality should decide the question. The work done at Bowling Green and Kent is all, in law, of college grade. It is reason enough, however, for keeping and legalizing the word college that it attracts and satisfies while the term school mortifies and detracts.

**It is recommended that in a revised school code the name Normal College be adopted.**

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## ADVERTISING THE REWARDS OF TEACHING

In spite of the fact that Ohio has had a serious shortage of teachers that required the closing of schools and the lowering of preparation standards, and faces still more serious shortages in the future, the efforts made to enlist recruits have been sporadic and less skillful than would be employed by any private enterprise in similar straits.

Bowling Green and Kent normal schools are running at one-fifth their capacity. Ohio state university will have fewer teacher graduates in June, 1920, than in 1917. This year's register in the college of education is 10% less than it was in 1916 and 25% less than in 1917. Of 30,000 students receiving free tuition at the expense of the state at O. S. U. the last ten years, but 683 have been turned out prepared to teach. Whereas the university's register increased by 1402 from 1916 to 1920 or 25%, the college of education register dropped from 562 to 509, or

10%.—in spite of rapidly increasing salaries for high school teachers and school superintendents.

Teachers' Week, February 15-22, 1920, showed that it is possible to arouse the general public to interest in the need for teachers and in the opportunities afforded to young people by teaching. Hundreds of meetings were held, newspapers printed editorials, churches gave place to the appeal, women's clubs and men's clubs listened to warnings and calls for action.

From the standpoint of lessons for the future the significant facts about Teachers' Week include these:

- 1—It was made necessary by want of previous educational work called advertising by the state department of public instruction, the normal colleges and the Ohio state university.
- 2—Lay audiences were quickly and deeply interested and promptly convinced and enlisted.
- 3—Editors acted promptly and convincingly, as did cartoonists.
- 4—Young people in schools welcomed the information about the attractions, opportunities for advancement and durable satisfactions of successful teaching, and in conversations frankly admitted that earlier interest in teaching had been chilled and diverted by disparagements at school, in the press, and "in the air."
- 5—Faculties and faculty wives welcomed an opportunity to substitute exaltation for disparagement of the teaching profession and to work for salary recognition through public recognition of the necessity and idealism of teaching as patriotic service.
- 6—Educational trustees seemed glad to be reminded that their trusteeship includes not only buildings, expenses and policies, but also and particularly the responsibility for anticipating future needs and policies and for leading parents and taxpayers to see school facts and to provide adequately for school needs.
- 7—The legislature recognized the emergency under the leadership of your committee and sought the governor's help, and the governor by asking the people of the state to think about, consider and discuss the scarcity of teachers, best methods of increasing the supply, and the importance of enlisting the ablest, strongest and very elect of Ohio's young people as teachers, showed that public officers are quick to use the truth about school needs.

That these facts were not understood as clearly before Teachers' Week as they were afterwards is less important than that they are apparent today. It will be easy to increase the number who appreciate them. Among the steps that should be taken to keep such facts before the public are these:

- 1—The state department of public instruction, Ohio state university's college of education, the four normal colleges, the normal department of Wilberforce and county superintendents responsible for the 35 county normal schools **should all begin and continue a campaign of advertising the state's need for teachers and the attractions and rewards of successful teaching.**
- 2—It will help if in addition to advertising the advantages of teaching as a career, these institutions **advertise both the opportunities for advancement into other careers that are offered by teaching and also the self-training, self-discovering and disclosure to others which successful teaching gives.**
- 3—This advertising should be by **the most successful methods of salesmanship** that have been worked out by specialists in informing the public and appealing to its imagination.
- 4—In choosing methods of publicity and advertisement **the country's best practices among those who recruit teachers in every part of the country should be studied.**
- 5—**More than one method should be used;** for example, printer's ink and personal letters should be supplemented by talks at school assemblies, talks to citizens and personal conversations with eligible young people of highest ability.
- 6—**Methods should be changed from time to time.**
- 7—The salesmanship or advertising quality of bulletins, catalogues and annual reports should be **fitted to this task of publicity even if traditions of official bulletining and reporting must be forsaken,** to the end that every young person who reads about teacher training schools will feel not only the exalted character of teaching but its good times and cumulative advantages.

Of these steps not the least important is the last. Catalogues at their best are great educators; at their worst great mis-educators. Practically every student in a high school looks over one or more college catalogues before leaving high school, and those who go to college are apt to look over many catalogues each year while at college besides their own college catalogue, which during seasons is in almost constant use. In another section of this report suggestions are made with respect to catalogue making in general. All of the suggestions apply with added force to cataloguing for teacher training schools because of the urgent need for winning recruits in these schools.

How current catalogues of Ohio state teacher training schools appeal to young people who are considering alternative next steps is in-

dicated by the following report by a college graduate teaching her first year who took most of her work at one of the Ohio schools concerned. The report is in answer to our question: What inducement to teach is given in the catalogues of Ohio's state teacher training schools?

"Letters were written to four normal schools asking for information about opportunities in teaching. At the end of two weeks no reply has been received from two of them. One president sent a short letter stating that at this time there are no catalogues or bulletins of information available, but when ready new issues will be sent. For the fourth a mimeographed letter came from the dean, my name inserted unevenly, the dean's signature mimeographed. The letter was not personal in the slightest degree. It simply outlines in general what the school has to offer. It states at the end that a picture bulletin will be sent if the enclosed card is signed to indicate interest.

"Five catalogues describing training courses for teachers were examined. Not one attempted to set forth the advantages of teaching as a profession in itself or as a possible training for something else; the descriptions of courses are dry and uninspiring; social activities are not mentioned; no account of athletic events is given; no illustrations depicting college and dormitory life are given, the pleasures of such being unnoted.

"I cannot imagine anyone being enthusiastic about going to any one of these schools after reading the catalogue. Neither can I conceive of a young person wishing to be a teacher after reading one of the catalogues if he was undecided before doing so. The 'all work and no play' attitude reminds him of his most disliked teachers. He justly feels that he wants to go away to school for study, to be with young people, have a good time, enjoy social functions, athletics and the like. The catalogues say nothing about these things here — all he can see ahead of him, if he attends, is grilling work.

"Perhaps those who advise him against teaching are right after all. At any rate he gets nothing from the catalogue with which to combat their arguments. No list of advantages is given to offset their list of disadvantages or to disprove them with facts."

One or two exceptions to the foregoing comment by a recent student who herself enjoys teaching and wishes others to enjoy teaching would be necessary if literal accuracy were sought. One catalogue refers to an earlier list of sororities and student clubs, but not in a way to help the not-yet-students picture their pleasures. The picture books and summer announcements especially furnish exceptions. At least they have photographs and one of them carries a page headed "Summer at the Lakes."

As an impressionistic picture of the five Ohio teacher training catalogues, and it is the impressionistic picture only which the not-yet-recruited teacher sees, the foregoing description is true to life.

## FINDING POSITIONS FOR TEACHERS AND TEACHERS FOR POSITIONS

The following statement is the result of a visit to the college of education and the appointment committee of Ohio state university by W. C. Blakey, of the institute for public service. Mr. Blakey is familiar with best practices among appointment committees or placement bureaus for teachers. For two years he conducted Virginia's employment agency under the direction of the state superintendent of schools, and for two additional years managed and directed a privately owned teachers' employment agency.

Until 1919 the employment service was limited to teachers. During that year the service was opened to students of other colleges. There are no summary records to show how many non-teachers sought positions or were placed, or how many positions sought students who were members of other colleges.

The employment service is under a faculty committee called appointment committee. A professor in the college of education is chairman. For time given to this service no allowance either in salary or in reduction of time for teaching is made to this professor. For the personal interest which he takes in individual students, for his recollection of their personality and capacity, for his wide acquaintance with the school men of the state and his sympathetic audience to trustees and others wishing the university's help, the university and its graduates are deeply in his debt. The following constructive suggestions based upon facts here stated are given for the purpose of indicating how such capacity and willingness to serve should be supported by organization and equipment.

The chairman's office is located in Hayes Hall, while the records and files of the employment bureau are in the office of the dean, University Hall. There is no special stenographic or clerical service attached to the employment department. This work is taken care of by the clerks in the dean's office, which is the probable reason for keeping the records there.

Applicants for positions register with the appointment committee on a blank giving training, experience, subjects best qualified to teach, subjects able to teach, subjects studied, and references; with the application is filed a photograph. The appointment bureau sends to each of the references asking for a confidential report on the work of the applicants. Extracts from these reports are typed and attached to the application blank. These are attached to a folder, which shows the name of the applicant but does not show the address. Each application is filed in a separate folder in vertical file. The folders are arranged in two files, — active list and inactive list.

There is no card record kept of the active applicants, designated with signal tabs or other means to indicate the nature of position best

qualified to fill. Unless a person had an intimate knowledge of each applicant it would be necessary to go through the entire file to find the applicants qualified to fill a specific position.

There is no card record of the names of the teachers who have been recommended for a specific position. Carbon copies of letters recommending a teacher are filed in the teachers' file.

No record is kept of the calls for teachers. If there is no candidate available, the writer is so informed and his letter is thrown into the trash basket. If there is an available candidate, the recommendation is made, but no easily available record is kept of this recommendation. Unless remembering, one would have to look through the entire files to find who had been recommended for a specified position.

A card file is kept of where each graduate is teaching, but this file was from one to two years behind. This record, however, does not state whether the various positions were secured through the university appointment bureau or some other source. Its value is only for the current address of the graduates.

On the 19th of February, 1920, there were fewer than 15 applicants on the active list. The chairman stated that application blanks would be mailed to the graduating class within the near future.

No record is kept of the personal visits in search for teachers. If a superintendent visits the university, the applicants are called in for a personal interview, but no other record is made but the new address of the applicant who is accepted.

There was no report for the year 1919 completely indicating the work of the department. It was stated that if a commission had been paid by teachers placed at the commercial rate of five per cent on the first year's salary it would have amounted to \$23,000 for the applicants placed last year. It was also stated that with the exception of about six all of the three hundred applicants enrolled with the employment department had been placed. No adequate records were available to verify this. All of the applicants may have secured positions, but there was nothing to show that the position had been secured through the instrumentality of the appointment committee.

Applicants were recommended to a superintendent in some cases without the applicant being notified that such recommendation had been made. The superintendent, being satisfied with the report from the university, would then take up with the applicant the question of accepting the position. There is grave danger in this. If the applicant happens to be enrolled with a commercial agency, the agency may also notify her of such vacancy. If she then files application as result of this notice, even though the agency fails to make a direct recommendation and even though the position is secured by virtue of the university recommendation, the applicant must according to her contract pay a commission to the commercial agency.

In some cases superintendents are placed in touch with teachers before they have filed formal application with the appointment committee. This happens at the off seasons, but records should be kept for protection of the committee and for a complete report.

The committee does not handle applicants after they have been out of the university over two years. On account of the great demand for teachers no advertising is done with superintendents and prospective employees. No advertising is done to secure registration from graduates of the university, for this is claimed to be unnecessary. No effort is made to place an exceptionally strong teacher in an exceptionally good position unless the teacher happens to be enrolled with the appointment committee.

It is recommended:

- 1 — That there be but one office appointment work and that the records be where the interviewing and placing officer makes his office;
- 2 — That sufficient clerical help be provided for keeping the necessary records;
- 3 — That a system of card records be installed for all applicants which will show all of the facts about the applicant, including the positions to which she has been recommended and her experience in positions taken; (faculty members or others should be given specific facts, not general impressions, such as the University of Wisconsin employment bureau and several other employment bureaus now require; in fact it would help to have students and applicants mark themselves on a personality chart, of which several are now available.)
- 4 — That a system of card records be installed for all positions to be filled, whether learned of by personal calls or by letter, to include facts as to each person recommended for the position;
- 5 — That printed blanks be used to notify applicants promptly of every recommendation made by the employment service, with return card for the applicant to indicate promptly whether she will accept the position if obtained;
- 6 — That service be extended to all graduates and former students of O. S. U. instead of discontinuing service after two years;
- 7 — That more detailed information be recorded respecting the personality of the applicant, so that not so much will depend upon the chairman's personal acquaintance, or at least so that what the chairman personally knows may be on the record in case he is absent;
- 8 — That more detailed information be required and recorded with respect to the positions which are seeking teachers, for example such information as was listed in the ten questions suggested by the school revenue inquiry in March, 1920; (No teacher

should go blindfolded into a community. No community that is backward in its provision for teachers should have the support of the state university in concealing or condoning that backwardness.)

- 9— That all records be brought and kept to date, including summaries of applicants placed, positions filled, applicants not placed and positions not filled;
- 10— That high spot facts that come into this employment bureau be used as a means of advertising the ability of the college of education to serve Ohio's schools; for example, "Superintendent Smith calls for a special teacher at \$125 a month;" "Of three students considered, Miss A. B. Jones, '19, was chosen;"
- 11— That the cost of service per applicant placed, per position filled, per applicant listed, and per position listed, be currently recorded;
- 12— That a co-operative study be made for which the help of former students and the advice of the auditor of state shall be sought, to answer the questions whether even greater advantages could be obtained from this service, and the commonly argued objections could be avoided, if a charge were made sufficient to maintain the service;
- 13— That instead of waiting to be asked by strong graduates to recommend them to a position, such as the superintendency at Akron which is now looking for strong applicants, and instead of waiting for positions to apply, this bureau be alert, the first to know of a vacancy, and always knowing about O. S. U.'s strong teachers;
- 14— That the bureau's services be advertised through a required annual report and through catalog announcements which will give specific facts about its placements and positions which it was unable to fill and also through other means of publicity such as bulletins, printed cards, articles in school journals, newspapers, etc.;
- 15— That in the work of the bureau students from the college of education be employed on assignment as part of their training for school management;
- 16— That the general scope of this employment service be extended so that with the help of the college of education and other faculties it will not only bring position and applicant together but will in addition give the O. S. U. student skilled diagnosis of his personality and training and help in improving both before taking a position.

This means the development of a vocational guidance clinic; the constructive use at placement time of the student records and psychological

tests and scholarship; the introduction of vocational tests such as were found practicable in the army, aviation, and navy service; the building up of character tests during a college course, and the final assaying in this placement service.

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### COLLEGE OF EDUCATION

The last word in Ohio teacher training is spoken and will be continued to be spoken from the Ohio state university's college of education. Because this has graduate students and offers the degree, Doctor of Philosophy, because this is the only institution which the state recognizes as of university grade, because it is associated with training for high school and college instructors, this central school at Columbus will set the high water mark for state work in Ohio.

That mark should be very high, as high as can be found elsewhere in the country. It may merely seem high because not so low as that of county normal schools or the four other state normal colleges. What it is will depend upon steps taken in the spring of 1920 to fill the deanship in the college of education which will become vacant July 1, when the resignation of Dean George W. Knight takes effect.

It is suggested that your committee make a special appeal to the trustees and faculties of the university to redefine, with a view to Ohio's needs in 1920 and thereafter (1) the job and opportunity assigned to the college of education and (2) the experience and personality qualifications which a new dean should possess. As stated in another section of this report, this redefinition can not fail to call for standards higher and services more extensive than any that have yet been attained in the practical training of teachers and supervisors, if the Ohio state university will ask the public school men and women of Ohio what kind of leadership they would like from the college of education.

There is still time to arouse enthusiasm for this central leadership which will bring to Columbus several hundred ambitious teachers and supervisors who now feel that they must go to Chicago, Madison, Ann Arbor or New York City. There are personal reasons besides pride in their state which would make them prefer stimulating practical help from their own state university; they will save transportation; they will live more cheaply; they will make more friends whom they will meet next year; they can see their way more readily to finishing their course.

A dean should be selected who will see the truth that Ohio is strong enough to do in its college of education what its own schools particularly need no matter whether other schools outside of Ohio are doing those things or not. For example, no college of education has yet offered summer opportunities for men who have already obtained their Doctor of Philosophy degree or top rank in their profession without a degree, to

confer with their colleagues or with men with special experience regarding such matters as the making of annual reports, conducting campaigns for greater community support, recruiting teachers, revising a course of study, more learning by doing, need for university help and supervision for studies and experiments of school men in their own schools, etc. If the Ohio state university does this for her own state's sake she needs no sanction from other states, but, in fact, will find her example emulated throughout the nation.

Again there are many live educators who do not feel equal to long hours of lectures or to devitalizing hours in a library reading what other people have said about their work, but who would like to meet other strong men and women and confer as equals regarding next steps. Such a course would have no fixed recitations, no lectures, no assigned readings, no required work of any kind except perhaps participation in games and physical training, but would depend for its success upon round-table conferences and individual conferences. There is similar need for extension and in absentia work by this college.

The only reason such courses have not been widely developed is that no method has yet been worked out for giving academic credit toward the degrees of Master of Arts or Doctor of Philosophy. Ohio needs such conferences and such opportunities for growth more than it needs more academic credit or academic degrees. It is entirely practical, however, to work out tests of growths that will justify giving the academic recognition which is called credit. It is not too late for Ohio to organize under the leadership of the Ohio state university such courses in connection with its five normal schools and the summer annual meeting of the Ohio State Teachers' Association at Cedar Point. The fact that in doing this Ohio would be a pioneer and not a mere follower of tradition is no argument against it.

Now is the time also for a still further important step by the trustees and the deans — a step in which fortunately the faculties of Miami and Ohio universities can easily join, namely, a study by all faculties and especially by the deans, of the aims, methods and results of the college of education. It is no secret that there has been a lack of enthusiastic co-operation, even if not actual friction, between the college of education and various other colleges. In the college of arts, for example, there is a widespread belief that the so-called professional courses in the college of education are frightening strong men and women away from teaching and are making those who take such courses less valuable as teachers than they would be without them. Of course, the college of education does not believe this or it would not be requiring such courses. It is equally obvious that this is a question of fact that can not be settled by two parties wishing the truth. Now is the time to settle it on the basis of co-operative investigation.

Again in the college of arts are many men whose opinion carries weight, who believe that a person who is full of a subject can teach it without knowing the history of education and educational psychology. In the college of education and in scores of other similar colleges are men who have given a life time to studying this question who believe they have proved that the student who knows and loves chemistry, geology, economics or history can be made even more enthusiastic about his subject, and far more capable of helping young people develop in the study of it, if he learns the technique of teaching. Nobody wants to believe what is untrue on this issue. Nobody wants to urge what is impractical. It may be that the right answer is midway between the two arguments. It may be that by slightly changing its own method of practice teaching and its theoretical subjects the college of education can persuade other colleges by practical demonstrations that knowing a subject and knowing how to interest others in it are two entirely different things. The large number of graduates and undergraduates conscripted without warning into the university's teaching force this year may profitably be used as clinical material. Whatever conflict there is can not possibly outlast a joint effort to apply the principles of scientific analysis to the two methods at work.

Another type of question which calls for similar co-operative study is whether a library school or a social service school when organized, should be in the college of education or under the library service or arts department. Now is the time to start such co-operative study so that when the new dean takes office he can go in with the informed, whole-hearted co-operation of the other colleges.

If a division of administrative research and reference is established, such continuing study of the college of education, its methods, its results, and its relations to other colleges will be one of the appropriate uses of its opportunity. In making such studies it should be able to call upon the students in the college of education and should be willing to use them. In fact the development of administrative research should always go hand in hand with the use of students from different colleges as a means of making the research cost as little as possible while at the same time giving invaluable field work that needs to be done and that will be used before their eyes for benefiting the state.

A co-operative study of the college of education would give attention to facts like the following, explain them and suggest constructive ways of dealing with them: Of 88 Ohio counties 23 have no students this year in the college of education; 21 had but one; 16 had two; 20 had from three to five; only five besides Franklin County had more than five; only two besides Franklin County had ten or more. Obviously it will not suffice to say that various counties are nearer one or the other normal school or private college.

With respect to each county the question should be answered; "What steps have been taken to acquaint high school students, their heirs, and men and women already teaching and supervising with the facilities offered by the Ohio state university college of education?"

In this same way the service spot map showing this year's registration and the graduates for the last four years would profitably be taken up county for county with the view to correspondence and visits that should be started with school principals, teachers and children of these counties.

The employment service offers another field for fruitful study. In a separate section is given the report by W. C. Blakey, of the Institute for Public Service, who knows teachers' employment service from personal experience. Though brief and made after one short visit this report shows that a co-operative study of the employing methods directed by the college of education would prove profitable.

The registration during the summer session of 1918 would well be compared with the lists of county, city and district superintendents and supervisors in Ohio schools — and with the catalogue lists from Teachers' College, Columbia, Universities of Chicago, Michigan, Wisconsin, etc. — during the last few summers to learn what they sought outside the state which was not being furnished by the Ohio state university's summer school.

Joint visits to instructors of professional subjects and of so-called academic subjects like history, chemistry, English and other languages would profitably be made by representatives of the college of education and of the arts college.

For your committee visits were made to two classes in educational psychology in midwinter, 1919. The fact that both were being taught by women was not known to the visitor. In the first class the instructor was lecturing on aims in selecting subjects to be taught. Several relevant questions were asked by class members: Why should we not teach a subject for its disciplinary value? What aim would a pupil have in taking a subject already required by the course of study? The teacher answered these questions instead of having class members answer them, a method that schools of education tell students should not be employed in teaching. Very few questions were asked by the teacher. There was almost no discussion, another ear-mark of defective teaching.

The second class began with the writing of the next lesson's assignment on the blackboard:

Fatigue — definition of terms used in study of fatigue, text 305-315. Problem of efficiency at end of several hours of mental work, text 283-294, especially Arai's work.

In specifying the page limit for grown-up students this teacher of teachers violated one of the basic principles of teaching which colleges of education are trying to enforce.

The subject for the day was "Transfers in training," an important question in all fields of education, because our present course of study is based largely upon the theory that facts used or habits developed in the study of one subject make a student more competent to deal with other subjects; for example, that training in Latin grammar improves English speech and develops power of logical thought. The instructor urged the use of personal judgment in considering experiments and advised against accepting book results. "Use the data and form your own conclusions." After discussing various kinds of transfer of subject matter she took up transfers of procedure, e. g., reducing proportion to percentage under the four headings, method — aims — ideals — attitudes. In this class of 31 there were eight members who took some part in the lesson by asking or answering a question. The instructor called by name upon those students who had shown willingness to answer. She did not extend her range to include those who did not volunteer. Four times she asked the class if there were any questions they wished answered or explained and obtained only one question, and that one the first time she asked — another violation of the theory of instruction which the college of education teaches. When one student presented an editorial from a daily paper which urged the teaching of Latin because of its value to students of French and Spanish the instructor explained the application of this to the problem instead of letting a student do it — another obvious violation of the method which professional courses are intending to teach and exemplify.

These two illustrations are given merely to emphasize the importance and profit of classroom visits for those responsible for the training of teachers. It is a truism in the educational field that young people will teach as they are taught rather than as they are told to teach. This makes it indispensable to intelligent management of teacher training institutions that deans and department heads — and presidents, too — know how future teachers are actually being taught, whether in so-called professional courses or in history and English courses which are no less professional because they deal immediately with subject matter that teachers must draw out and impart.

This year of overcrowded classes and teaching by a large number of unprepared graduates and undergraduates was a year of unequalled opportunity for the college of education to be of service to all departments. Apparently it never occurred to any other department to ask help of the college of education in supervising the teaching by undergraduates and graduate assistants. In only a small percentage of cases did it apparently occur to responsible department heads to ascertain by actual visits where these young teachers needed help in their instruction or where their classes needed protection against curable deficient instruction.

Of 99 full professors including one dean, two visited students teaching and nine supervised faculty members teaching — three less than one hour, one two hours, four over two hours in the week recorded.

Of 76 associates and assistant professors, six including one of physical education and one of military science supervised other instruction an hour and a half; one, arts, visited student teachers 30 minutes, as did one, engineering; two, Romance, supervised faculty 65 and 145 minutes, and one, physical education, 130 minutes; and one, military science, 110 minutes.

It is not self evident that these assistants were teaching badly because they had not taught before or had not prepared for teaching. It may be that some of the very best teaching in the university was by them. What the facts are could and should be ascertained by co-operative visiting.

Too serious to be lightly overlooked by trustees or deans of faculties was the Teachers' Week demonstration and mass meeting made under the auspices of the college of education. What happened is stated briefly before the interpretation of what happened.

It was long after the governor issued his proclamation, January 6th, calling upon all forces in the state to co-operate in Teachers' Week, and long after the state campaign was under way and plans made for a city campaign among civic agencies, school and the press before any step was taken at the Ohio state university. So far as faculties or public knew no steps were taken or were in contemplation until the week before the Teachers' Week drive opened. Then at a faculty meeting one faculty member rose to move the general and whole-hearted participation by the faculty and faculty wives. The proposer of this motion was not a member of the college of education. For making such a motion when "not a member of this college in whose province the subject of Teachers' Week so peculiarly belonged" this faculty member was rebuked by the dean of the college of education and the faculty told that this college had been contemplating a faculty demonstration. The up-shot of the discussion was that the faculty voted to leave with the college of education the plan for a Teachers' Week. The meeting adjourned without taking up the several suggestions which the mover of the original motion meant to make, namely, convocation of faculty and faculty wives; convocation of students, references in each instructor's classes to the opportunities of teaching from the standpoint of the subject being taught; individual conferences with students wishing light on teaching with reference to their own hopes, aptitudes and predicaments.

Days passed and nothing further was heard by the faculty until the day of the mass meeting. Finally at the last hour it was announced that there would be a mass meeting of faculty, faculty wives and students, open to the public, at which the president, a member of the Columbus board of education, the Franklin County superintendent and

Governor Cox would speak. At the hour for the meeting there was but a handful of people in the chapel. In all from 150 to 200 finally came besides the chorus. The governor was unavoidably detained, which fact disappointed the audience, but did not account for the almost complete non-attendance of faculty and faculty wives at the meeting. While no official count was taken it is doubtful if there were half a dozen faculty members present or more than that number of faculty wives. This is a score of about one per cent.

After conceding full force to the various explanations — influenza, printing troubles, conflicting engagements — the fact remains that this show of interest in Teachers' Week by the Ohio state university raises several questions with respect to the stewardship of trustees, of executive officers, of faculties in general and of the college of education in particular that call for serious co-operative study.

The publicity methods used by the college of education have been referred to in the section on advertising the rewards of teaching. One of the great opportunities of the new dean will be to put this publicity on a new basis which will call for more information with respect to young people available for registration; those actually registering; their progress while in school; opportunities for wholesome good times; their successes in practice teaching; conditions of employment open to these students, especially those positions seeking the student; the character of opportunities taken by students; evidences of their growth after they begin to teach; reasons why they withdraw from teaching; Ohio's own main needs in the teaching field.

The begining of an additional and improved publicity might profitably start with a high spot study of the college of education and its offerings.

One high spot is the relation which the Ohio state university has enjoyed for several years with the high schools, the schools for the deaf and blind and the hospitals for the insane and feeble-minded in Columbus. Instead of being limited to a hot-house school of selected children working under artificial conditions, the Ohio state university students in the college of education have the privilege of teaching in the public schools at Columbus under trained supervision of both college supervisors and high school supervisors. So sound is the principle underlying this relation that teacher training leaders in the country are with few exceptions seeking to establish such relations with their home town public schools.

A second high spot is the practical training in journalism. The running of the *Lantern* by students and preparing one daily issue of a Columbus paper each year offer many suggestions to prospective teachers. This is a great asset to the university and to Ohio journalism. It should be known for its own sake and for the bearing it has upon the general adoption by the university of the method, namely, learning by doing

what needs to be done and what has definite punctuality and acceptability tests.

A third high spot is the fact that the heads of the schools for the blind and deaf and the hospitals for the feeble-minded and the insane are glad to have their institutions visited, their methods studied, and their pupils and inmates given intelligent tests, etc., by classes from the college of education. This nearness to sociological laboratories is a very great asset which justifies not only special mention but efficient advertising.

A fourth high spot, the bureau of juvenile research, has its headquarters and observation home in Columbus. Its head, who is a celebrated teacher in this field, is available to explain and demonstrate various aspects of juvenile research to the Ohio state university students and is competent and glad to guide them in field studies, service and research.

A fifth high spot is the access — for observation and for special study as well as for practice — to the city school system of Columbus which exemplifies practically everything that is best and worst in school facilities and school practice. The superintendent is a far-seeing educator with a record for constructive work such as few others in the country enjoy. Progressive and able principals and teachers, parent-teachers' associations and an educational council are furnishing material for studies and opportunities for field training in community leadership. No high school teacher or graduate student should be certificated by the college of education who has not personally visited and participated in elementary school work. Furthermore, experience proves that observing buildings that lack proper facilities and classes which lack inspired and modern teaching is a helpful background for high spot building and teaching.

A sixth high spot is the co-operative attitude of the county school system.

A seventh and most important high spot is the nearness to the state department of public instruction which in the next few years will be taking many forward steps in education and services that offer unsurpassed opportunity for field training in research and service, in educational publicity and in field examinations.

An eighth and instructive high spot is the presence in Columbus every other year of the legislature, the presence all the time of the central state offices and the constant discussion in the local press of state problems, many of which have a distinct bearing upon education.

With these and many more high spots, the Ohio state university's college of education can fairly seek to hold in Ohio several hundred of its able educators who now take their knowledge of Ohio's needs to other states for their advance work.

From the teaching force of Columbus and nearby schools there should be more teachers wishing courses in education and other subjects than the total present registration in the college of education. The four o'clock courses now offered can be reached by only a few elementary teachers

and by them often at serious sacrifice of their school duties. Since the state law and pending proposals before various city boards of education put a high premium on college courses, it is suggested that the college of education would profitably offer its services on the campus or at centers convenient to groups of teachers, principals and other supervisors, as follows so far as demand may justify:

- 1 — Afternoon courses, later than 4 P. M.
- 2 — Evening courses.
- 3 — Saturday forenoon courses.
- 4 — Special direction of experiments or studies by individual teachers or supervisors as to subject matter, method of instruction, or classes of pupils.

#### SHALL THE TEACHING PROFESSION BE SUBSIDIZED?

No fee is now charged for attendance at Bowling Green and Kent normal colleges. A fee of \$15 a term or \$30 for the regular year is charged at Miami and Ohio normal colleges at Oxford and Athens.

Yet the register at the two schools charging a fee is more than double that at the two schools which charge no fee.

In this comparison the increased register is not credited to the fees; the comparison is stated to indicate that in spite of the absence of fees, Bowling Green and Kent have not made sufficient appeal to the seven thousand and twelve thousand teachers of their districts.

The experience of Wilberforce, where free rent is given to Ohio residents, and where only 194 of 575 registrants are Ohio residents, and where only 37 Ohio students are registered for normal work, would indicate that so small a subsidy has little effect.

A more substantial subsidy is proposed by President J. E. McGilvrey of Kent normal college, namely \$50 a month to students while preparing for teaching. President McGilvrey cites Akron City, which is paying this amount and which in spite of competition from the great industries of Akron, and in spite of the drift away from teaching which is almost universal elsewhere, is able to attract the best abilities from Akron high schools into teaching. It is claimed that since this method was adopted the Akron normal school has been able to take the pick instead of the leavings. Distinguished out-of-Ohio normal school men are quoted as believing that teachers can never be recruited without subsidy.

At the Cleveland meeting of the N. E. A. in February, 1920, an address delivered by President James C. Riggs, of Oswego Normal, N. Y., urged state scholarships for teachers in training for the following reasons:

- 1 — Increased pay for public school teachers has not increased the student body of the normal school.
- 2 — The promise of college credit for normal school work has failed to bring any appreciable number.
- 3 — The attractions of an enriched curriculum and superior instructors in the elementary courses have not been sufficient to offset the call of a good position in business, a living and a saving wage "beginning now."
- 4 — To an eighteen-year old student just out of high school the delay of two years or more before he can become an earner is a long period to wait and in many cases is prohibitive, for few elementary teachers come from families of even moderate income.
- 5 — Private competitors often find it necessary to pay for learners in training; hospitals, manufacturing establishments, telephone companies, the army and navy, the national guard.
- 6 — When teachers were needed for the Philippines, Porto Rico, and the Canal Zone, the federal government did not delay in furnishing the necessary funds which would attract to those services.
- 7 — New York state pays three thousand students \$100 a year during a four year course, and by that means has obtained students of the best scholarship.
- 8 — Sixty-six hundred foreign students from eighty different countries are in American colleges most of them at the expense of their home governments.
- 9 — Secondary schools advise, urge, and instruct their best students to go on to college rather than to normal schools, because colleges offer free scholarships, like Cornell university's six hundred free scholarships.
- 10 — Scholarships are superior to pensions because they put the emphasis at the beginning of service.
- 11 — Scholarships would secure for schools not those who drift into normal schools, but those who have been carefully selected.
- 12 — The amount of money needed for scholarships is small compared with other public expenditures, such as for forestry, applied agriculture, or a state fair of one week.
- 13 — Practically every other civilized country pays maintenance in part for teachers while in training as future servants of the State.
- 14 — In the United States, New Mexico has provided free scholarships at three State normal schools; South Carolina gives one hundred and twenty-five free scholarships; Akron pays \$50

per month; Maine pays all expenses for a six-weeks' summer session, including railroad fare, board, and laundry from the time they leave home until the return, for one hundred teachers selected on a basis of physical and mental fitness (and further provides for a bonus at the end of the next year); Connecticut, Utah, Arkansas, Louisiana, South Dakota, (Virginia) permit loans from public funds to prospective teachers; the Smith Towner bill for federal aid, which is being considered by congress, provides for scholarships to encourage a greater number of talented young people to make adequate preparation for public school service.

Among those who commended the proposal for scholarships were cited Commissioner Calvin M. Kendall of New Jersey, the new president of the National Educational Association's Division of Superintendence and Dean James E. Russell of teachers' college, Columbia university.

In testing the appeal for scholarships as a remedy for the teacher shortage, several questions must be asked of Ohio.

- 1 — Can Ohio afford it?
- 2 — Will the remedy work — will it supply a sufficient number of teachers?
- 3 — Will it put the profession on a sound competitive basis?

The answer to the first two questions is, Yes. **Ohio can afford whatever it costs to have teachers enough.** There is no such thing as a human society unable to set aside from its earnings or its men and women enough energy to teach the coming generation. A state which has 520,000 automobiles, almost one to every two school children, and fifteen to every teacher can afford all the teachers it needs. A state whose laborers', employers', farmers', and stockholders' pockets are bulging with profits, as are these in the state of Ohio, can afford scholarships for teachers if it wants to. Scholarships will work, too, for if offered to high school graduates they will if large enough attract into the profession a large enough number of teachers.

It is not so clear that the third question can be answered in the affirmative, namely, "Will it put the profession on a sound competitive basis?" At the meeting of Ohio school men during N. E. A. week at Cleveland, the concensus of opinion seemed to be that scholarships would tend to perpetuate not to remove the profession's disqualifications. The argument against scholarships runs like this:

- 1 — The argument for scholarships wrongly assumes that it is the initial attracting power rather than the holding power of teaching which is endangered by too low salaries.

- 2 — So far as inability to live without earning is responsible for the small numbers in teacher training schools, that difficulty can be better overcome by state loans than by state scholarships.
- 3 — The more the state pays young people to enter teaching training schools, the more school districts will be encouraged to underpay those same young people after they begin teaching.
- 4 — Scholarships cannot overcome in the minds of ablest young people the competitive disadvantage of a profession which after graduation pays too low salaries.
- 5 — Paying scholarships will help conceal other difficulties with teaching than too low salaries, which must be corrected before the profession will attract large enough numbers and will excuse those who continue and create unfavorable conditions from finding, admitting, and correcting the mistakes of present practice.
- 6 — Paying scholarships without exacting a high standing of personality, scholarship, and apparent qualifications for teaching, will attract into the profession a large number unqualified to uphold its standards.
- 7 — Unless scholarships are paid regardless of the student's ability to pay, the service will soon rank as a charity or semi-charity, which ablest abilities will want to avoid.
- 8 — Scholarships used to attract students into teacher training schools will give no guarantee whatever of an increased supply of actual teachers unless compulsion is used to enforce the written or implied contract, which compulsion will operate to keep away the ablest abilities.
- 9 — If accepting a scholarship carries with it a pledge to teach, the scholarship will accomplish less than a negotiable student loan which does not interfere with the student's freedom to teach or not teach according to his proved abilities and best interests.
- 10 — Nothing should be done for or to teaching and candidates for teaching which will put teaching on any other than a competitive basis with all other services to society.

It is a difficult question to decide without actual tests. There is certainly merit in President McGilvrey's suggestion that one of the normal colleges be chosen for an experiment. **It is recommended that your committee suggest to the legislature an experiment in one district—the Kent district or the Bowling Green district—of payments to teachers in training on the following conditions:**

- 1 — That no student be subsidized who does not belong within the district; who has not a high record in high school scholarship; who has not a first rank in the personality needed for successful teaching;
- 2 — That the initial acceptance of the scholarship and the receipt for each monthly installment carry with it a pledge to teach in the schools of Ohio at least two years after completing the course or in case of beginning to teach before finishing the course a proportionate time, and the further condition that if the holder does not teach or does not maintain a standard of scholarship while in school which permits the school to recommend her, she will pay back the scholarship by installments, with interest.

As a corollary to this suggestion **it is recommended that in another district a second experiment be made of a state bonus, to graduate teachers from the normal school of that district for completion of each of the first two or four years of teaching.**

If one hundred teachers were encouraged by such scholarship or such bonus in each of the two districts to take a two year course at each of the two normal schools, Bowling Green and Kent, it would cost a hundred thousand dollars in bonuses for the Bowling Green district and a hundred thousand dollars in scholarships for the Kent district. Thus, for two hundred thousand dollars the state would have secured two hundred teachers for service of at least two years and would have helped settle a question that is fundamental to the welfare of itself and every other state.

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## LOAN FUNDS FOR STUDENTS PREPARING TO TEACH

At present no appropriations are made for students' loans although privately secured funds are used for this purpose.

It is recommended that at least \$20,000 be voted as a rotary fund for each of the teacher training colleges.

Student loan funds have proved their value wherever tried. When administered with even ordinary care the losses are infinitesimal, yet the numbers assisted are very large. Those who have gone to college or those who for lack of funds have been prevented from going know how a few dollars often stand between the student and his ability to enter or continue in college. If it requires \$300 to spend a year away from home without earning, a student might as well not have any money as to have \$250; in this case \$50 at the end of the year is but one-sixth of the total year's cost, but it means a whole year lost unless it can be found or counted upon at the beginning of the year.

How large a percentage of America's high school graduates go into office and factory instead of on to college simply because they lack the relatively small amount of money necessary to study without earning, no one knows, and no one has ever tried to find out. We do know that the proportion is very large, just as the proportion is large of elementary children who stop going to school when they finish the eighth grade, **not because they lack ambition, not because they lack superior ability in studies and superior promise for vocations, but because their parents actually cannot afford or mistakenly believe they cannot afford to get along without their children's small earnings.**

When education is democratically organized and earns the two adjectives free and universal, which America so generally applies to it, no instruction will be given free to any boy or girl who is able to bear the expense of traveling to and maintaining himself during such instruction, which will not at the same time be given to other young people of equal ambition and ability who for no fault of their own are unable to pay the railroad bills and the board bills and room bills necessary to take advantage of such education.

**The provision of public loan funds by Ohio's normal colleges and universities would be one step in the right direction** because this step would pay interest while producing teachers and other professional men. There is not even an argument of expediency against it.

A subsequent step will unquestionably be found necessary on grounds of justice and on grounds of necessity, if our great commonwealths are to maintain even approximately free and universal higher education; namely, **the beneficiaries of such opportunities at state colleges and universities will be required to give negotiable pledges to pay back, out of their later incomes and "unearned increments," to the state for the education of other citizens.** When that time comes there will be no reason for withholding from any young people in Ohio opportunities for higher training.

While the argument for loan funds to recruit teachers applies also to loan funds for recruiting dentists, physicians, engineers and nurses, the actual presence of a teacher shortage and the dramatic or lurid appeal which it makes to the imagination, render it imperative that the state consider at the next session of the legislature definitely setting aside loan funds as rotary funds to be managed by the teacher training schools.

In administering these funds, several basic business precautions should be observed:

1. No loans should be granted without the type of investigation which a bank makes before it loans its client's money.
2. No notes should be taken which are not specific as to interest and dates and conditions for beginning payment.

3. No notes should be accepted without endorsement by property holders or by character witnesses, after the Morris Bank plan.
4. The business world's method of collecting should be carefully followed.
5. The amounts should be fitted to the needs, established by investigation, i. e., the test should be a student's ability to attend or to continue without the assistance.
6. The annual report should not publish the names and the amounts.
7. The annual report should publish the status of each fund as a whole and of loans by classes, for example those signed by character endersers, those signed by financially responsible parties, parents or otherwise, those for teachers already in service, those for students still at school.
8. The existence of these funds should be as widely advertised as are the needs for teachers, or the attractions and rewards of teaching.
9. The existence of loan funds should in no way prejudice the state against the experiment with bonuses for teachers after graduation and scholarships for teachers in training, as outlined in the preceding section.
10. Since experience shows that such funds can be administered with profit, the amounts for each institution should be large enough for all the "loans" it can negotiate while observing the foregoing conditions, which means enough to fit the prospective teachers whom loans and loans only will recruit.

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### OHIO'S COUNTY NORMAL SCHOOLS

In 1920 Ohio has 35 county normal schools. 34 maintained by single counties, one maintained by two counties. Toward these 35 county normals the state contributes \$1000 each where there is only one teacher and \$500 additional where there is a second teacher. For 1921 the total of \$50,000 has been appropriated to the state department of public instruction for the state's share of maintaining normal schools.

At the annual convention of county normal directors during holiday week 1919, a desire was expressed to co-operate with your committee in its search for facts about these schools. Eight directors collaborated in forming questions sent to all. Later 33 of 35 answered these questions and filled out spot maps showing home towns of each student. Miss Marian Mitchell, director of the Ross county normal school at Chilli-cothe, helped tabulate returns and prepare the following summary:

- 1 — **Students** 1920 — 580; men, 65; h. s. grads. 506; not grads. 74; lost since Sept. 1, 37; highest no. students, 36; 26 or over, three; 20 to 25, nine; 15 to 19, 11; 10 to 14, eight; under 10, one. Schools losing one or more since Septem-

- ber, 21; losing none, 12; losing only 1, seven; losing 2, 12; losing 3, 2. Having only h. s. graduates, 13; having five or more non-graduates, six; having half or more non-graduates, five.
- 2— **Schools having graduates in 1919**, 28; total graduates, 468; now teaching, 399; in rural schools 302; in villages, 81; in cities, seven; in other counties, 57; schools having graduates in other counties, 17; highest number, 17 in Madison county; in Stark, eight of 14; highest number in village school 14 in Logan county, next largest in Madison.
- 3— **Graduates since organized**, 1660, of whom 240 are men; 960 are now teaching; 174 in other counties; 808 in rural schools; 196 in villages; 55 in cities; **highest salary** is \$1800, next highest \$1300, next \$125 per month, next \$110 per month. **Lowest salary** for graduates is \$50 per month which is reported by only one county. **For beginning salaries** the highest reported is \$100 for one county, Ottawa; eight report, \$90; seven report, \$85.
- 4— **Contract with former students**, for 29 counties directors report that 155 students have written to them; 104 have been visited by 18 directors and 92 have visited 20 directors. The highest number of graduates writing to one director was 30; next highest, 15-12-11-10. The highest numbers of graduates visited by directors were 15 by two; 11-8-7 by two. The largest number of graduates that visited a director was 20 (Muskingum), the next 10-7-6.
- 5— Of 580 students 182 plan to go to state normal and 110 to college; a total of 292 or a trifle over one half.
- 6— Of 580 only 125 have had a physical examination this year, 64 eye examinations only and 77 eye and ear. Since schools have no record of previous examinations, hence 455 are being given this year's instructions without knowledge as to their physical needs.
- 7— Visits to the schools from September through December included these: state department did not visit 18 of 33 schools; county superintendents failed to visit six; district superintendents failed to visit 13; board members failed to visit 27; mothers never visited 22. No visits were paid by ministers to 26; by bankers to 30; by dentists to 31; by lawyers to 32; by business men to 25. All told 27 county superintendents paid 397 visits, the highest being 40 times by two; only two visits being made by two; only three visits by four; only four visits by one; 10 or more visits by 17.

- 8 — Of 489 students reported, 216 live at home, 189 room in private homes without board and 84 have room and board in private homes.
- 9 — **Schools for observation** range from 0 (Carroll) to 40 (Ottawa); one school has 20; other high numbers run from 16 to 20 (Clinton and Highland) 15, (Muskingum) 12, (Scioto). Of 24 reporting definitely, 16 observe in five or more schools.
- 10 — **Schools for practice** differ materially from schools for observation, i. e., Miami reports two schools for observation and 10 for practice. Ottawa practices in 10 while observing in 40. Erie practices in 12. The village schools are used for observation by 18 schools and for practice by 25. Centralized schools are used for observation by 15 and for practice by 12. In six counties centralized schools are used for observation but not for practice.
- 11 — In full charge of one subject the highest number of days is 20 by four schools, while one day was reported by three schools.
- 12 — The highest number of days in charge of all subjects in rural schools was 30 (Tuscarawas), the next highest was 5 by 11 schools; one school reported  $\frac{1}{2}$  days, two schools reported 2 days, three schools 3 days and one school 4 days. In full charge of all subjects is five days by 10 (Madison) and five by 3 schools. Two report  $\frac{1}{2}$  day; four report 1 day; two report 0 days; twelve do not report and others report full charge of subjects only in village school.

In 33 (of 35) schools which reported to your committee, there were in January 580 students of whom all but 74 were graduates of high schools and **65 were men**. The highest enrollment in any one school was 36; three have 26 or more students; nine have from 20 to 25; eleven have from 15 to 19; eight have from 10 to 14; and one which has been established five years reported 3 students. This makes a total of 20 out of 35 county normals which have fewer than 20 students,—a condition that points to the need for more aggressive and effective recruiting by county superintendents and normal directors with the aid of high school principals and the public.

During the first term of this school year 37 students dropped out of 21 schools, 12 schools losing nine, 12 losing two, two losing three and seven losing one.

Of 33 schools reporting 13 have only high school graduates while 20 have five or more non-graduates, and five report more than half of their register to have less than a high school training. Yet entrance requirements are completely within the control of the state department of public instruction.

**It is recommended that the law specify that no person shall be registered in a county normal school who has not a first grade high school certificate or its equivalent.**

Since first organized 28 schools reporting for from one to five years report 1660 graduates, of whom the large total of 240 were men. This fact shows that teaching still has an appeal for men and indicates that the county normal school can be used to recruit strong young fellows for teaching and to interest them in going to the two and four-year courses for teachers.

Of the total graduates, 1660, almost two in three or 960 are still teaching, 808 in rural schools, 196 in villages and 55 in cities. A little more than one in ten, or 174, are still teaching in other counties of Ohio than those which gave them their training, — a fact which justifies state aid.

Taking the year 1918-1919 alone, there were 468 graduates, of whom 399 are teaching this year, 302 in rural schools, 81 in villages, 7 in cities; one in seven in counties other than those which trained them. The other side of this picture is that 69 or 14% have stopped teaching, an unknown number thought to be considerable to go on for higher teacher training.

When only one county normal is looked at with a register of 12 or 20 it seems but a pitifully small drop in the bucket that is needed in Ohio. But 400 of last year's class and almost 1000 of recent classes actually teaching this year and about 600 going out next June tell an impressive story of service to the state at a time when a serious shortage of teachers exists and a more serious shortage threatens.

The significance of these figures is more easily understood when they are compared with the registration at the two independent state normal schools in the north-east and north-west, each of which has capacity for about 1100, both together, however, having 50% fewer students in four classes than the county schools will graduate this coming spring.

Again almost as many teachers will actually be turned out this spring by these under-supported, over-worked county normal schools as Ohio state university's college of education has graduated in six years (683) and nearly six times as many as it will graduate this year. It is true that the county normal schools graduate but one year beyond high school whereas the college of education's graduate has four years.

No comparison of worth to the state is intended beyond showing the fact that toward vacancies that exist or threaten, the county normal is turning out a product which county superintendents say is of immediate usefulness to their schools.

How well the students are trained in the county normal schools is a question of efficiency not of organization. For making sure that the work is well done the present organization is on paper satisfactory, that is, the schools have presumably the constant supervision of a county

superintendent who is presumably chosen because of his ability to train teachers and help them grow and the further supervision of the state department of public instruction working through a special supervisor. As a matter of fact, the foregoing summary shows that these schools do not receive the visits which they should receive from the county superintendents or from the state department's supervisor. The failure to visit is partly due to an inadequate force, that is, to the need of county superintendents for assistants and to the state department's need for at least one additional supervisor, but it is also largely due to failure on the part of both county superintendent and state department to use their existing force. As some county superintendents have found it possible to give attention to the county normal schools — 40-36-18 visits in one term — all county superintendents might find it possible and most beneficial for their county schools.

Similarly, **the state department might supplement its one supervisor by visits and attention from the six high school inspectors who often go into the very buildings where these schools are located.** The main reason for the inadequate supervision is that no effort has been made to keep before the county superintendents and the state department the need for continuing helpful supervision of these now indispensable normals.

In spite of limitations inherent in a system that gives to one director, or to a director with only one aid, the responsibility for all the work of a class in training, many county superintendents have assured your committee that the product of their county normal schools is high class and immediately useful. Several of them have gone so far as to say that they actually prefer a graduate of this one-year county normal course to graduates of similar capacity from the two-year normal courses. This conclusion should be taken by the people of Ohio not as reason for limiting preparation of teachers to one-year courses, but rather as a reason for insisting that all two and four-year courses shall give more thorough content, richer curriculum, more practical instruction and more actual field practice in teaching and managing.

Why do students wanting to teach go to county normal schools where there is perhaps but one teacher and perhaps most inadequate facilities, when for less than a week's pay they can go to handsomely equipped modern normal schools with highly trained faculties?

One answer is given by the attendance at these other schools: — From home and contiguous counties the registration for the five colleges of education is 857 or 50% of the total of 1694:

- 184 or 72% of 240 at Bowling Green
- 91 or 43% of 209 at Kent.
- 201 or 50% of 409 at Miami.
- 123 or 30% of 426 at Ohio University.
- 258 or 63% of 410 at Ohio State University.

Another answer is that of 489 students reported, 216 live at home while attending normal school and 189 others go home over Sunday and live from Monday to Friday in private homes on food which they bring with them. Thus, 405 of 489 subsist at home with the exception of the small amount necessary for a room or part of a room.

Those who cannot afford to go the greater distance to Bowling Green, Kent, Athens or Oxford where normal colleges train for both elementary and high school in two-year and four-year courses, or to Columbus where the Ohio state university trains only for high school, are of two classes: those who cannot afford to board away from home when not earning the money to pay their board, and others whose parents or who themselves do not at present see advantages in going to a state normal school which would justify expending the necessary money for carfare and board. What proportion of county normal school students are in each class no one knows. It is significant, however, that almost half of those reporting plan to go either to normal school (184) or to college (110). Many or most of them doubtless will earn their higher education.

That to many of them even the county normal school is far enough away is evident from the fact that students travel as much as 5, 15, 22 miles twice daily to and from county normal. At one time during harvest time when farm labor was short one woman student milked five cows, took them to pasture, walked two and a half miles to catch a bus, rode twenty miles to school, went back the same way, stopped at pasture to bring the cows in, milked them again, — and never missed a day! This student, by the way, was taken out of her course at the end of the first term to fill a vacancy where her county superintendent felt she could help the state more by teaching while continuing her training with his help than by staying on to finish her one-year course.

Such determination as many of these county normal students are showing to secure the training necessary to be teachers is a great asset to any individual and to the children and the state they serve. No one looking at the service maps which picture the enrollment of students at Ohio's training school for teachers can longer wonder whether there should be county normal training schools. Not only should there be, but there must be, and many more and many larger schools if Ohio is to have reasonable hope of supplying her schools with teachers. Past experience puts the burden of proof on the 52 counties which are not maintaining county normal schools.

In some quarters fear is expressed that the development of the county normal school will reduce the number wanting to attend the regional state normal schools and will gradually lead the state to be satisfied with a one-year course beyond high school when the welfare of children demands not only two but four years beyond high school.

Experience in other fields as well as in Ohio would indicate that this is not a correct reading of human tendencies, but that, on the con-

trary, the number wishing to go into normal schools will greatly increase with the number who are enabled to take the first step near their own homes.

If Ohio had only five high schools their registration would be but a handful instead of mounting thousands. Even within cities regional high schools are needed to bring high school education within general reach.

The cost of education has increased so that **every practicable step which brings education to the home will increase the number who go on with their education.**

That is why Ohio can maintain so many colleges; that is why the service map shows clusters of spots in and near each college town.

Such was the view taken at the meeting of 150 Ohio educators during National Education Association week in Cleveland, 1920, to consider your committee's possible recommendations. **The overwhelming judgment was that the county normal school needs encouragement, greater support and more helpful supervision.**

Bringing the first steps in higher education and in preparation for teaching to more home towns does not, however, compel or justify the Ohio practice of loading up already overloaded directors of county normals with large numbers of students who have not yet fulfilled the state superintendent's requirements for admission that they be graduates of a four-year, first grade high school. Fortunately the proportion of those in 33 county normals who come with less than four years of high school is not over one to eight. The number, however, is 74; six high schools have five or more who lack the too low equipment while Columbiana has 12 out of 21, Carroll 10 out of 15, Clinton and Highland 9 out of 10, and Scioto 6 out of 18 who come for a one-year course in training not yet prepared to take that course.

At the conference of county normal directors several directors cited students who lacked credits because there was no four year first grade high school in their home town. Reasons were given for believing that these students because of their earnestness and special effort — including two young men for whom a moving case was made out — were better students than others who had received a four-year course. There certainly is merit in the contention that when men and women present themselves for training in county normal training schools — or in state normal schools and state universities — the main test should be whether they are prepared to take the work that will be given them in the future rather than whether they have done certain work in the past. There are educators of first rank — Dr. James H. Dillard of the general education board and the Slater and Jeanes funds, Dean Balliet of New York university and Dean Trowbridge of Columbia university, — who insist that in our higher education we must abandon the unit or credit system and put a premium upon ability to do new work. As a practical proposition in

Ohio, however, in the absence of adequate means for discovering in time those who can do the new work without hampering others in their class, there seems every reason for insisting upon full compliance with the admission requirements of a four-year, first grade high school certificate.

At the time when several states are working toward four years of training after graduating from a high school before any one shall be allowed to teach in any state school even in the kindergarten, is the wrong time for Ohio to be requiring less than four years of high school for admission to teacher training courses.

What shall be done in the few instances where students who have been unable to attend first grade high schools possess knowledge of the common branches, plus personality, plus application which make them superior in promise of teaching ability to others who have had four or five years of schooling? In fairness to such students let us remember that lowering the bars does not help them carry a course for which they lack preparation, does not help other members of the class avoid being held back by their lack of preparation, does not help the director whose burdens are greatly increased by their unpreparedness which is no less a burden because he considers it an opportunity. There are other ways of meeting the situation. To lower the bars for county normal schools means evading the situation. **The way to make up for the lack of first grade high schools is to have more first grade high schools and to use every individual's disappointment as an argument for increasing his home town's high school facilities.**

Secondly, **young people who lack the last year of high school preparation should be encouraged to supplement their work either by extra work at home or by going to a near-by high school which has the fourth year of approved quality.**

The following summaries of difficulties and needs of the county normal schools, as reported to your committee by directors, emphasize the need for **the larger and more definite program of helpfulness by the state department of public instruction** which is urged in other sections of this report.

*Difficulties* were reported as here classified by the number of schools given in parenthesis after each figure.

- 1— Competition from business colleges (3)
- 2— Arranging for observation (2)
- 3— Conference with students: time (1) place (1)
- 4— Practice facilities (2)
- 5— Time for supervision (7) place (6)
- 6— Lack of assistant (1)
- 7— Local teachers unskilled (1)
- 8— One room schools lacking (2)

- 9 — Board of education does not furnish necessities (1)
- 10 — Does not settle question of continuing the school (1)
- 11 — Lack of general science (1)
- 12 — Location unfavorable (1)
- 13 — Lack of board and room (1)
- 14 — Difficulties of transportation (1)
- 15 — Unprepared students (2)
- 16 — Fitting modern methods to rural teaching (2)
- 17 — Lack of equipment (1)
- 18 — Overcrowding (1)
- 19 — Duties too varied (3)
- 20 — Program too heavy (2)
- 21 — Refusal of state normals to give full credit for county normal time (1)
- 22 — Difficulties of starting a new school (1)

*High Spots reported included these:*

- 1 — News column in county papers (2)
- 2 — Illustrated booklet (1)
- 3 — Singing (3)
- 4 — Alumni organization (1)
- 5 — Practice teaching (12). Regular teacher observes fifth year grades once a week, special class for tardy pupils, type recitation in history, problem recitation in geography, students take responsibility, use Landsittle's guide, teach same subject each grade.
- 6 — Course of study (12): Socialized recitation (1), dramatization of reading (2), solid content of course (1), inspirational content (1), course in picture study (1), social usage (1), opera stories (1), rural life in Ohio (1), rural life generally (1), rural domestic science (1), exacting scholarship (1).
- 7 — Professional library (1)
- 8 — Traveling library (1)
- 9 — Learning by doing (13), making reports, directing exercises, directing physical training, directing picture study, exhibits literary society, conduct noon lunches, story telling, current events.

*Suggestions were made as follows:*

- 1 — Higher salaries for county superintendents (1)
- 2 — For directors (3)
- 3 — Full credit by state normals (7)
- 4 — Locate in county seat (1)
- 5 — More union of counties (1)
- 6 — Course of study (5): Rural life, fewer changes, two years, more English

- 7 — State department should give more support (4) : Have more power, make more helpful visits, send lecturers, have full time supervisor
- 8 — Practice teaching (13) ; Model room or model school (5) ; full time supervisor (1) ; assistant (5) ; separate practice from observation (2)
- 9 — Standards (7) : General (5) ; of teaching (1)
- 10 — Equipment generally (2) : Need two rooms and office
- 11 — Publicity (1) : State department should furnish high spot magazine
- 12 — Co-operation of local specialists would help (1)
- 13 — Teachers should be on same pay as state normals' (1)
- 14 — Students should be offered more pay as teachers (1)
- 15 — By combining two counties two teachers would be possible (1)

*Needs* reported numbered 70 ;

- 1 — Location (2)
- 2 — Building: (11)
  - General (3)
  - Separate room (1)
  - More room (7)
  - Better heating system (1)
  - Better lights (1)
  - Reading room (2)
  - Rest room (1)
  - Library space (1)
- 3 — Assistant directors (7)
- 4 — More money (3)
- 5 — More students (3)
- 6 — More salary (1)
- 7 — More publicity for schools (3)
- 8 — More co-operation: (5)
  - From board of education (3)
  - Superintendent (1)
  - High school principal (1)
- 9 — Practice teaching: (4)
  - General (1)
  - More time (1)
- 10 — Equipment: (26)
  - General (4)
  - Bookcases (2)
  - Domestic science (3)
  - Books (5)
  - Pictures (2)
  - Cabinet (1)

- Maps (1)
- Magazine rack (1)
- Musical instrument (2)
- Facilities for teaching agriculture (1)
- Manual training (1)
- Record system (1)

The foregoing suggestions from busy county normal directors prove the value of a round robin of high spots and suggestions; in fact the county normal directors have so felt the need of exchanging experience that through their association they have already opened a round robin service. It is recommended that the state department of public instruction through its special supervisor of this field develop correspondence with directors and among directors, and the exchange of questions, experiences, and encouragement through round robins.

One other kind of work which can be done only by a state department through state wide publicity is suggested by a county director. A rural teacher from one of these county schools recently gave as one of her chief reasons for not wanting to teach any longer in the country the following: A teacher is required to make a religious profession even though not in sympathy, as for example during a season of revival, and "The school teachers, O Lord, where are they?" was quoted from one Ohio minister's prayer. Teachers are not expected to be human: at a teachers' meeting the superintendent said there was too much friendship among teachers: one man teacher had taken a girl teacher out riding. In another case the board dismissed a very able woman teacher because her superintendent had taken her to several entertainments.

While much can be done through general publicity and through city and county superintendents to help patrons see the necessity of their supporting teachers for school work without punishing them for religious differences and without requiring them to play policeman or make slaves of themselves to overcome pupils' difficulties, a very great deal can be done directly through the county normal schools. The suggestion is repeated that these schools require not less than the full time of one supervisor, plus the assistance that can be given by high school inspectors when in their cities, plus assistance that can easily be arranged for from the colleges which are giving teacher training courses.

## COLLEGE CREDIT FOR COUNTY NORMAL WORK

**It is recommended that the law require each state-supported institution to recognize a year in a county normal school as the equivalent of a year in one of the normal colleges or Ohio state university.**

At the holiday convention of county normal school directors with your committee's field agent there was practically unanimous opinion to the effect that one reason why it was so hard to secure students for the county normal school was the refusal of the normal colleges to give full credit for time spent in the normal school. Later conferences and correspondence confirmed this testimony. It is inevitably discouraging to young men and young women who work as hard and as earnestly as county normal students do work to have their time discounted when they present themselves for the next opportunities offered by the state. In practice they are required to offer a full year at the county normal plus a summer course or more as the equivalent of one year in a state normal school. This requirement would be unfair to the state and to its program for recruiting teachers even if it were fair — as it is not — to the individual county normal student.

**To refuse full credit is an evasive way of meeting the situation** which state normal schools have in mind, namely, that in many county normal schools the work is not of the same grade as the first year in a state normal. The right remedy for this condition is not to continue work that is not equivalent to state normal instruction, is not to assume that the county normals must of necessity be conducted in a less competent way, but rather to make sure that a year in the county normal is equal to a year anywhere else.

In suggesting that the law prevent a frank discrimination against county normal schools on the assumption that time there is worth but three-fourth or five-sixth as much as time in a state normal, it is not intended to suggest that an individual student who proves his incapacity to continue in a state normal shall be continued. On the contrary, it is intended to place the county normal in the same relation to the state normal for its year in addition to a high school certificate that the high schools are in with respect to the admission of their students to the universities and normal colleges. There is nothing in the law which compels any state institution of higher learning to keep a student one hour after he has proved his inability to do the assigned work. The law simply says what public sentiment throughout the country has required the law to say and will unquestionably continue to demand, namely, that the state shall not admit the right of any higher institution of learning to refuse to recognize the work of secondary schools which have been certified by the state department of public instruction.

Whether speaking of county normal schools or high schools **the remedy for too low standards is not an arbitrary line against certain classes of public schools but an intelligent and insistent policy of supervision and helpfulness**, which will bring all schools of a class up to the standard necessary for the next step in advance.

One other step is needed at once to raise the standard of county normal schools.—**directorship salaries should be greatly increased, at least doubled, and corresponding increases required in experience and personality qualifications.** Instead of paying only \$500 toward a second teacher's salary the state should pay not less than half and would profitably pay 60% in order to encourage increasing register everywhere until a second teacher is needed.

### SLACKER COUNTIES IN TEACHER TRAINING

The service maps which show for the state as a whole and for each of the state supported educational institutions the number of students who are preparing to teach, can be helpfully used in many ways by all officers and students who are attempting to compare the benefits that ought to be realized with the benefits that are being realized from teacher training schools.

Slacker counties is used as the title of this section to emphasize the parasitism—unconscious of course, but none the less parasitical—of county after county which while demanding teachers for its schools is failing to furnish apprentices.

It is not necessary here to point out counties. **Where a county employing 250 teachers has only three young men and women training for teaching, it is a slacker county.** Any other county is a slacker county which is not furnishing the quota of teachers in training which is necessary to meet at least its own requirements.

(See service map on page 440)

### THE COMBINED NORMAL AND INDUSTRIAL DEPARTMENT AT WILBERFORCE UNIVERSITY

This institution for negro students (605 in 1919 including 30 in the practice school) is entirely state supported. It was created by the legislature in 1889, (G. C. 7975). Seven years later in 1896 the legislature reorganized this department under a separate taxable property of the state, the rate to be fixed once in two years and to start at thirty-five-thousandths of one mill upon each dollar of taxable property evaluated.

Although the laws, (G. C. 7985) provide that each senator and representative of the General Assembly may designate one or more youth

of his district who shall be entitled to attend this department free of tuition, there were 44 counties without representation of students in 1919, only 24 counties had more than one and of 224 Ohio residents it is estimated by the institution "within accurate data", 85% were known to have been suggested by assemblymen and senators.

It is recommended:

**1 — That all connection whatsoever with the privately supported Wilberforce university be severed.**

At present, the state appropriates \$5,000 a year to be spent for "teaching service at Wilberforce university". Literally and legally this sum may be a payment for services rendered rather than a subsidy. In moral effect and in actual practice it borders so closely upon the type subsidy which the constitution prohibits, that it should be avoided.

The reason for the constitution's prohibition of subsidies to private agencies is illustrated by the following ways in which the state is party to extra legal and illegal exploitation of itself and its students by the private cooperator, Wilberforce university:

- 1 — \$5,000, as above, for services without any control over these services.
- 2 — \$2,500, which Wilberforce charges state students registering in academic subjects, although Wilberforce students pay no tuition for state instruction in vocational subjects.
- 3 — \$750, library fees charged state students.
- 4 — \$600, one-half the librarian's salary for attending to a library in a private building used by private college students also.
- 5 — \$500, one-half the new books each year used jointly.
- 6 — \$500, one-half the preceptress' salary for joint services.
- 7 — \$540, one-half physical director's salary for joint services.
- 8 — \$500, one-half sewage disposal plant cost.
- 9 — \$750, one-half hospital cost.
- 10 — \$1,000, one-half use of auditorium which it uses daily.
- 11 — \$900, light and water.
- 12 — \$2,500, rental value of academy buildings, heated.
- 13 — \$22 rental value of athletic field, never computed.
- 14 — \$22, rental of gymnasium, never computed.
- 15 — \$22, its share of depreciation of state property used by its students, never computed.
- 16 — \$16,140 plus several thousand more for rentals, upkeep and depreciation, every dollar of which is spent
  - 1 — Without proper control;
  - 2 — Undoubtedly in violation of the spirit if not the letter of of the Constitution, as shown by Attorney General Sheets' opinion of Nov. 30, 1903, and

- 3— To the clear detriment of the state's own institution. A searching investigation would undoubtedly disclose many other losses to the state due to this unwise relation.

Laymen find it hard to see that this present relation does not violate article 6 section 22 of the Ohio constitution which reads: "But no religious or other sect or sects shall ever have any exclusive right to or control of any part of the school funds of the state."

Instead of putting a state supported institution in a position where it must practically spend \$5,000 a year on the kind of service and the kind of course which a private institution has to offer, the state should see to it that its own institution plans the right kind and quality of service and has the money necessary to pay for that service. As it actually works out, this industrial school in attempting to use faculty members and courses provided by Wilberforce university for students preparing for the ministry and taking academic college courses, has retained a number of disserviceable highly academic courses that seriously misfit the vocational purpose of the normal and industrial school.

Freed from the influence and the glamour of academic subjects, it is inconceivable that industrial courses will be requiring five terms of French or German for a course of carpentering; three terms of German, French or Spanish in the first two years of mechanical engineering; three terms of psychology, two of principles of teaching, two of history of education and two of educational sociology, in a two year teacher's course in printing, etc.

A second tie to be broken concerns the board of trustees, five members of which are now chosen by the board of trustees of the private institution, Wilberforce university. By section 7976 the university is entitled to four members. The state names five. If this step is taken it will be necessary to amend section 7975, which now says that this school shall be maintained "at Wilberforce university in Greene county, Ohio" by striking out the word "university". This will leave the school at Wilberforce.

The arrangement has not worked out happily from the standpoint of the state's department. There has been growing friction which in 1919 reached the stage where it was necessary for the legislature to intervene and to appoint a special investigation committee.

One reason for the difficulty between the two institutions is the fact that the offspring has been greatly over-shadowing the parent institution. In 1905 there were 154 in Wilberforce university and 155 in the normal and industrial department. This slight difference of one out of 154 to the advantage of the latter has grown until in 1920 there are one-half more (605) now in that department, than in the combined college academic and theological seminary (407). How far the increase in Wilberforce university from its low point of 112 in 1909 to 407 in 1920

is due to state investment in the normal and industrial department is not an important question for the state. It is important that after twenty years slightly over one-third of the present registration or 224 of the total registration is from the state of Ohio and that nearly two-thirds of the total state expenditure for this institution is for non-residents of Ohio.

**2 — That the present board be abolished and a new board of five members be created to be appointed by the governor.**

While not necessary, it is probably advisable to put in the law the proviso that no one of the five trustees shall be chosen from the membership or officers of the board of trustees of Wilberforce university. With the naming of a new board should naturally come a great increase in board attention. Now the minutes are chaos and there is every indication of treating this institution as a "poor relation" to Wilberforce the private university.

**3 — That a tuition fee be charged non-resident students of at least \$100.00 a year in addition to all the fees charged resident students.**

In case later the terms are changed to four quarters instead of two semesters, this tuition fee should read at least \$25.00 a term or quarter.

In the first semester of the current school year, 381 of 605 students came from outside Ohio, 42 of 81 normal students and 339 of 524 vocational students. As these figures show, this institution is maintained primarily for out-of Ohio students. Entirely apart from the question whether Ohio has reason or has means to maintain a school here for negro students from other states there is the more important question whether the presence of this large number of non-residents is not blinding the management to important needs in Ohio which it should be trying to meet.

If there were only resident students there this year, they would report 39 in the normal school and 155 in the four classes of many vocational courses and 30 practice school pupils. A total of 194 bona fide students would seem pretty small as it seems small on the spot map, but the grand total of 605 makes a pretty large institution and the management easily forgets that it is reaching but a small fraction of its natural constituents.

While of course it is now possible to focus the attention upon the very small resident students and to canvass the state for students who need this institution, it is expensive to lose the prod of ambition for size.

The suggested tuition is set with the distinct idea of discouraging non-resident students. Unless the state is willing to do this it would be better to impose a charge that would make this out-of state traffic self-supporting, and to go into the business of advertising the school as widely as possible with a view to recruiting students who will pay.

- 4 — **That the state department of public instruction be required to visit this institution, to keep in touch with this work and to report annually to the governor and biennially to the legislature the principal facts regarding it.**

The work which this institution was intended to do is of great importance to all people in the state. Ohio's industries need trained artisans and can not continue to ignore the resources of the negro citizens. If however, this institution is to be conducted, it should have the benefit of all the experience of other institutions in the state and of the best vocational practice in the country. Rendering this service is a natural duty of the state department of public instruction.

- 5 — **That the extension classes be greatly extended.**

Where now this extension work is of little consequence and affects but a few groups totalling 135 in three places, it should be a strong factor in all industrial cities. In fact there is grave reason for questioning whether the greater task of this institution should not be extension work. Instead of taking 185 young people to a country school remote from industrial processes, it would be better to take the teachers to a much larger number of industrial workers where they are actually at work and where their daily work can be correlated with their instruction at school.

- 6 — **That the state consider entertaining the offer of Wilberforce university to pay \$250,000 for the state's plant.**

This offer was made publicly by the president of the board of trustees of Wilberforce university. The plant is worth three times the amount that is offered but the plant is in the wrong place. Conceding remarkable success during the next ten years at this institution, it can still do but a very small service on its present site. A small part of this extra expense put into expert teaching in industrial neighborhoods where the plants are furnished either by city high schools or by industrial plants themselves would accomplish vastly more for the vocational education of the negro of Ohio.

One of the buildings belonging to the state stands on ten acres of land that belongs to Wilberforce university and it is estimated by the management to be worth from six to seven hundred dollars an acre, or in all from six thousand to seven thousand dollars for this piece of property, the only property in which there is a joint ownership.

To residents of the state no charge is made for room. To non-residents a room charge of \$5.00 a term, or \$15.00 a year is made. There is no reason why free room rent should be given to Ohio students at this institution any more than at any other institution in the state. There seems no reason whatever for charging non-residents less than the actual cost to the state of furnishing those accommodations.

From the annual report of Wilberforce university and the combined normal and industrial department no evidence is obtainable as to the profit or loss entailed in conducting a boarding department. To the extent that the state of Ohio is jointly responsible for the character of this report, it is inexcusable. The report of the state auditor throws no light upon this business. The budget makes no direct appropriation.

Where it has capacity for 180 in its dining room it is trying to care for 253; in O'Neil dormitory for boys there are 117 where capacity is 80; in Arnett and Mitchell Hall for girls there is an average of 25 and 14 above capacities of 90 and 60.

The catalogue shows lack of cohesion and clear planning. The arguments which the managers have made for divorce from the private Wilberforce are many of them proof conclusive that a complete inventory should be taken by the state of the institution's aims, facilities, personnel, results and blinding political influences.

**7— That the normal department be abandoned.**

There are five state normal schools in Ohio for the training of teachers besides 35 county normals and six city normals, to all of which the negro students are welcomed. In January, 1920, there were but 39 resident students in the normal department. They could be vastly better taken care of if distributed among the other normal schools. Unless effort is to be made to recruit a very much larger number of negro women for teaching there seems no justification for maintaining the heavy over-head that is detailed for so small a normal group. In three years there were graduated from the normal department 44 Ohio students. This does not indicate a demand for a special school for negro students.

**8— That the business and educational management be intensively studied by the governor and the legislature from the standpoint of its efficiency.**

POSTSCRIPT

In April, two months after the foregoing summary was written, additional information was obtained. Your committee chairman asked that action on the report be deferred until the field agent could see the report of another joint legislative committee specially appointed to investigate the Wilberforce institutions, and secure the educational subcommittee's report. Later it was learned that the Wilberforce board had recently reorganized, had named as president a newly appointed former member at the first meeting attended by him, had installed his sister long past three score years as matron of the woman's dormitory, and after declaring the superintendent's office vacant as of July first, had permitted him to resign.

These steps have been taken by a board in which four of nine members are named by a private religious corporation. They vote together. They need but one vote to determine action for a state institution. The condition is none the less sinister because two state members voted with the privately appointed members, one of them being elected chairman besides being joined in the service by a relative on a paid post.

Such results are invited by the relation which the state has established with this private institution. Such results and worse are inevitable where any private agency is in position to play parasite on the state treasury. They would not be tolerated if due to any church of whites. They are not more tolerable because Wilberforce university is managed for negroes by negroes.

It is a shocking demonstration of contempt for the public as partner that this board dominated by a religious corporation should begin its response to a state appeal for helpful co-operation by dismissing a state officer whose worst offense against "co-operation" was trying to build the state's work and to reduce interference from private sources.

The recommendation that a complete divorce be effected is re-enforced by these happenings. It is unfair to the negroes of Ohio to give state countenance to conditions that will inevitably debauch some of their number and reflect discredit upon them all.

Instead of concurring in the recommendations of the other joint legislative committee's three educational specialists, your field agent believes that harm, not good, will come from continuing the interrelationships of the state's vocational and normal school with Wilberforce academic and theological schools. For much less than the \$12,500 actual cost which now goes annually to the private institution adequate state service with no drawbacks can be purchased. There is no reasonable hope for developing worthwhile industrial attitudes and work among negro students in a state supported institution who are dependent for content and method of instruction, or for attitude toward their industrial future and the life it makes possible, upon instructors chosen primarily for a theological seminary, a liberal arts college and a "modern preparatory school".

\$12,500 spent upon extension work in industrial centers as earlier recommended would do infinitely more for negro education without throwing any obstacles and contumely in its way.

#### SHALL OHIO HAVE A CHANCELLOR OF EDUCATION?

If the time comes, as elsewhere recommended, when degrees of each state-supported institution will be given by the state of Ohio and not merely by the institution, there will appear need for a central mobilizer of vision with respect to educational needs and of understanding with

respect to educational practices. Shall this overseer be a chancellor apart over all institutions? Shall he be also the administrative head of Ohio state university, or shall he be the state director of education?

**No educator in the state should ever be given prestige higher than that of the state director of education by whatever name he is called. With the term "chancellor" will go highest prestige. Therefore it is suggested that if the time comes when a chancellor is required, the title be given to the officer responsible for the state department of public instruction.** The man whose sweep includes children who have not yet started to school, children in rural schools, students in county normals and universities, should be accorded a leadership not second to a man whose sweep includes the relatively small percentage who go to one or all of the state universities.

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#### UNSETTLED EDUCATIONAL PROBLEMS IN OHIO

Among the unsettled problems the following call for early study by the universities and colleges, by the state department, by unofficial private associations that include representatives of private colleges, and by a state educational council such as earlier suggested:

- 1 — Can the state develop junior colleges in other fields than education at Bowling Green and Kent without endangering the prestige of its teacher training course?
- 2 — Would the payment of \$50 a month to teachers in training materially increase the supply of teachers without discrediting the profession and delaying the adequate salary recognition of it?
- 3 — Has the time come to modify the requirement that private colleges wishing to certify teachers must give a minimum of thirty hours of so-called professional instruction, or does experience prove that the character rather than the amount of professional instruction should be changed?
- 4 — Will Cincinnati, Akron and Toledo continue to maintain municipal universities and at the same time pay their share toward state supported universities, or must the time soon come when in fairness to these centers and other centers that wish municipal junior colleges, colleges or universities the state must either take over the cost of the universities or make payment in proportion to service rendered?
- 5 — Should the city normal schools be left exclusively to municipal support and supervision or must the state recognize its interest in the teacher supply and teacher quality and the demands

of equitable treatment by making state contributions toward city normal schools?

- 6— Is it possible to reorganize and readjust the professional courses so that it will not be necessary for Ohio State University to give any elementary courses and any junior college courses in any one of its professional schools?
- 7— Is there any present day reason for continuing junior, senior and graduate work outside of avowedly professional courses?
- 8— Since the purpose of education is to develop power, should state institutions arrange to recognize and to guide the development of power away from the institution through supervised in absentia work, reading, travel, writing, and participation in public service or other field work?
- 9— Is a searching coöperative study needed of subjects taught in universities, colleges, high schools and elementary schools, and of methods employed in teaching, for the purpose of listing all opportunities for eliminating waste of energy and time?
- 10— Are uniform state standards desirable such as a uniform minimum course of study, uniform state examinations for elementary and high schools, uniform tests for promotion and graduation at the county and state normal schools, uniform salary schedules in schools supported entirely or in part by the state, or does Ohio wish freedom for each set of executives and trustees to fit courses and salaries to their own understanding of local needs above a minimum set by the state department of public instruction?
- 11— Would a short intensive course accomplish more than several long drawn out courses taken concurrently — one hour, or two, or three, or four a week? Will a short survey course give students quite as much about the sciences and literature as they now retain while enabling them to cover several more fields?
- 12— Has the time come to distinguish between courses where the student is a mere auditor exposing himself to inspiration and information, and other courses where the student studies, and still other courses where he studies and works for honors?
- 13— Are there subjects where the passing mark must be correct and not 60 or 70%?
- 14— Is it possible to organize so that each student will go as fast as he can without being impeded or confused by those slower or faster than himself?
- 15— Can learning by doing and "projects" profitably displace a large part of the present lecture and text book work?

16—Are there many subjects that can best be learned and many powers than can best be developed by serving the state while learning and developing, for example, by making community surveys and by otherwise helping out state departments?

With regard to each of these questions there is a difference of opinion. It is impossible to secure enough information and enough discussion to answer these questions in time for action by the next legislature.

Many of them can never be answered until experiments have been made. For example, leading educators insist that it has never yet been possible for a normal college to carry on side by side work headed toward teaching and work headed toward other professions without seriously detracting from the interest which students and teachers alike take in preparation for teaching. Miami University, on the other hand, believes that its success in drawing more students to its normal college than Bowling Green and Kent combined is partly, perhaps chiefly, due to the presence at Miami of students preparing for other professions. Prospective teachers, it is said, feel that they will have a better time and do have a better time during their college course where other subjects than "teaching" are being taught, than they could have if there were only prospective teachers and chiefly women at that. To reconcile the two points of view, discussion and re-discussion and experimentation are needed.

Again, with regard to paying normal students while in training sharp differences exist. The president of Kent Normal College feels certain that in no other way will it be possible to recruit enough teachers. He quotes Akron's experience where for \$50 such as Akron factories pay for apprentices the normal schools have their pick of ablest students instead of taking the leavings. He believes that expending \$300,000 a year in Kent in paying teachers in training would be well invested. Yet at the meeting of Ohio educators during N. E. A. week in Cleveland the majority judgment seemed to be that starting out to pay teachers to prepare for teaching would accentuate present objections to teaching, that it is on a part charity basis and unable to compete with other vocations in attracting ablest men and women. Those who held this view insisted that it was far more important to pay teachers after they begin to teach than to pay them while they are preparing to teach. These two conflicting views cannot be settled before next January. No one is justified in holding either view dogmatically. Study, discussion and experimentation are needed. In another section an experiment is recommended with the **pay-while-learning** plan and the **bonus-when-teaching** plan.

A similar conflict of views exists with regard to the third question, whether the present character and quantity of professional training is

elevating the standards of teaching or is rather lowering the standard by discouraging and driving away best abilities. Private colleges have insisted to your committee that the requirement of thirty hours professional work includes repetition and prevents giving other work that is more valuable. State colleges of education insist that more rather than less professional work should be required.

There must be a wide-spread disbelief in professional courses before a great literary journal will print statements like these:

“Operations in normal schools or teachers’ colleges will not change the species to which a person belongs. And the grave and overshadowing consideration about a teacher is, whether he or she belongs to the teaching species, or is only trying to imitate the habits of that species and thereby draw a salary. . . . The great thing about a teacher of youth is not at all how much he knows of the science of education, the laws of learning, the administration of a school, or of the particular subject which he teaches. The important thing is his personal radiative power as an illuminant along the highways which his pupils have to travel. One could weep, and one must weep, to observe how, in place of this, something manufactured is substituted.”

When a magazine that exerts great influence upon public thought makes charges against professional schools Ohio professional schools for teachers should either have evidence to disprove the charges or else modify their requirement. They are not organized now to secure or to circulate information.

This issue cannot be settled before next January. No one man’s and no one group’s judgment will be accepted as final. The way to settle this question is to study it, analyze these professional courses, observe the way they are taught in the schools, observe their application by teachers afterward and discuss the significance of this information.

Controversial in another way is the question of state support for municipal universities. The danger here is not so much that the state will find itself over night shouldered with these institutions as that the cities now supporting them will over night decide to stop supporting them. Fortunately recent experience does not justify such fear. On the contrary, these municipalities are voting more and more funds this year and are apparently becoming more and more proud of their home universities.

In spite of this current tendency, however, it is difficult to believe that with potential public school revenues raised to ten or twelve or more mills in every Ohio municipality, and with other costs of government mounting, Ohio can reasonably count upon the willingness of Cincinnati, Akron and Toledo to keep up great home universities and at the same time share in proportion to their property values in the cost of state

universities, to go on maintaining their own colleges for teachers and still contribute to the state's colleges for teachers just as if the state were preparing teachers for them. It is a question which Ohio will do well to begin studying now before there is any open public issue.

For the same reason cities like Dayton, Lima and Youngstown that are now maintaining one year city normal schools cannot reasonably be counted upon to support the much needed development of county and state normal schools, and at the same time to carry alone the burden of home town normals.

The much needed separation of junior and senior colleges at Ohio state university can make little headway unless changes in course of study are agreed upon which will not necessitate maintaining freshmen and sophomore work at Columbus as preparation for dentistry, medicine, law, agricultural engineering, veterinary medicine, etc. It may be that Ohio cannot do full justice to its students unless it gives up some traditional subjects. It may be that the list of pre-requisite courses has in it a number of courses that ought to be eliminated, for example, that a foreign language course which does not enable the student to speak or write or read in that language is not indispensable to any professional course.

To suggest that any particular course in a college or university is not needed at the point where it is now offered is worse than lese majeste — it is rankest bolshevism. There exists no authority whose word on this subject can be considered final. Argument will not settle it. Majority voting will not settle it. It can be settled only by a series of conferences following studies that Ohio ought to have made by its university and college faculties and state departments.

With regard to extension courses or extra-mural courses taken away from the university or college, the challenge of present theory and practice promises much profit. Hundreds, perhaps thousands, of those who are overcrowding Ohio state university are there not because they prefer to do their growing there, but because they cannot get recognition for growing unless they spend their time there. Millions of dollars in capital invested in buildings, hundreds of thousands of dollars annual income devoted to salaries and facilities for university work of high grade are involved in the answer to this question. A still greater issue is involved, namely, should a great democracy democratically organize its educational facilities and place them within reach of practically every person ambitious and able enough to use those facilities, or "aristocratically" and "plutocratically" concentrate those facilities in a few cities away from chances to earn while learning?

To some it seems preposterous that a school superintendent should have to stop superintending in order to secure academic recognition for ability to superintend. Hundreds of Ohio's ablest teachers and supervisors drop their work for Ohio's children and stop even thinking about

that work, give up their learning, and go to distant schools inside or outside Ohio to listen to talks about their work by teachers who perhaps have never themselves done such work.

Again the engineering college of Ohio state university has not yet developed the in-and-out or coöperative plan which has worked so successfully at the University of Cincinnati where students learn one week in factory or shop, and attend engineering courses the next week, and in each period have the benefit of a so-called coördinator who sees to it that while working they apply the principles they learn at college and while studying at college they build up on their practical experience. New York university has just adopted this plan. Ohio state has investigated but has not yet adopted. It will remain an open question until trustees and other faculties study and discuss its principle which can as readily be applied to commerce and journalism or political science and chemistry as to engineering.

Even in the arts course there is an analagous situation. Some educators call it topsy-turvy reasoning that puts a higher value on a 60% mark gained in a lecture course with thirty other students than on home reading and thinking upon the same subject with ability to pass the same test with a mark of 80 or 90%. Conditions have so changed since cloister colleges were first organized and even since modern professional schools were first organized that great states must soon arrange to take the college and university to the student where he is earning his living and stop requiring the student to stop his earning, to leave home, and to live in an artificial overcrowded atmosphere in order to get what his own state will recognize as education.

As the Ohio service spot maps show the register at each state university and college is largely local:

- 1 — Of Ohio residents registered in the autumn of 1919 **105** or **44%** of **240** at Bowling Green normal college came from that city and Wood County and **184** or **72%** from home and contiguous counties.
- 2 — Of Ohio residents registered in the autumn of 1919 **27** or **13%** of **209** at Kent normal college came from Portage County and **91** or **43%** from the home and five contiguous counties.
- 3 — Of Ohio students registered in the autumn of 1919 **172** or **26%** of **895** at Miami **university** came from Oxford and Butler counties and **431** or about **50%** from home and from contiguous counties.
- 4 — Of Ohio residents registered in the autumn of 1919 **299** or **31%** of **960** at Ohio university came from Athens city and county and **404** or **43%** from home and six contiguous counties.

- 5 — Of Ohio residents registered in the autumn of 1919 **2067** or **36%** of **6042** at Ohio state university registered from Columbus and Franklin county, and **2442** or **40%** from home and six contiguous counties.

In other words the reason why ten thousand other Ohioans are not attending state universities is that the universities are too far away and not that these students lack ambition or ability.

To suggest credit for correspondence courses, credit for extramural courses given in home towns, credit for individual study under university supervision seems to many to be almost blasphemy. It is impossible to harmonize conflicting views before the next legislature. **It is not impossible to start a study which will eventually lead to forward steps of great value to Ohio.**

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#### TENURE OF VOLUNTARY BOARDS

**It is recommended** that all statutes relating to the tenure of unpaid boards be so amended that a board member may not succeed himself. It is not suggested that one person be limited to one term, provided that after a lapse of a term a governor or other appointing power has reason to requisition again the services of a former member.

The reason for this suggestion is that the state of Ohio has adopted for the most part the theory that duties of administration should be given only to full time, paid, and so far as possible, previously trained and skilled administrators; and that voluntary boards and commissions shall be used for inquiry, recommendation, criticism and moral support but not for administration.

There is a reason for the distinction and that reason goes back to decades and generations of experience with unpaid boards. At the same time, the concentration of administrative responsibility upon paid executives, a very small number or one for each main service, makes it indispensable that unpaid, voluntary interest be secured to check the tendency of officialdom to interest itself in the mechanics rather than the humanities of management.

The purpose of the voluntary board being to see what is needed or desirable that is not yet being done, it is important that at no point it shall have a self-interest in mistakes of management that will keep it from wanting to explain unmet needs to the public. It is also important that it shall not have a personal reason for wishing to shield executive officers.

To free voluntary boards from temptation to conceal their own mistakes of management, it is suggested in these reports that all administrative duties be transferred to administrative offices. For example, that the

division of child welfare and the support bureau be transferred from the board of charities to the director of welfare administration.

To free voluntary boards from the temptation to become more interested in institutions than in needs that are not being met by those institutions, or to become more sensitive to their own past records than to opportunity for making new records, or to become dull to needs because of familiarity or the habit of not noticing them, it is suggested that no trustee be permitted to succeed himself.

In a few instances, by no means as frequent as many will think, the state will lose at a critical time the official interest on some board of a particularly valuable board member. As an offset to this possible loss are the following probabilities: Those same constructive board members will attempt to do far more in their limited term if they know they are not to succeed themselves; many other members who keep procrastinating with the thought that tomorrow or the next day they will do what the governor hoped they would do on the board will speed up in order not to leave a record of inactivity; governors will be more careful to select men and women who will use their single term to the state's advantage; there will be fewer instances where small groups of voluntary trustees assume an attitude of proprietorship, even more autocratic than many elective and appointive officers assume who consider the state service a private preserve; and while now and then the state will lose the services of some trustee willing to give a lifetime to building up some institution, it will gain freedom from being patronized by individuals who forget that although unpaid and although trustees they are nevertheless servants of the public.

This recognition applies immediately to the board of charities, the recommended board of education, the board of the two state normal schools if they are continued, the trustees of the soldiers' and sailors orphans' home, if this is not placed under the director of administration as recommended, and the three boards of the three universities.

To the relatively few in the state who have given thought to the actual management of the universities, the question will arise as to whether the tradition of long tenure for university trustees should be broken. At the Ohio university trustees are appointed for life, and remain trustees for life whether they ever go to a meeting or not. At Miami university and Ohio state university, the law does not require life terms but tradition prefers re-appointment. While governors feel free to release a trustee from service the presumption stands in favor of continuation. In his own mind, if not for explanation to the public, a governor must have some special reason for failing to re-appoint a university trustee. It is here suggested that on all state boards the presumption should be in favor of not continuing a trustee unless proof of advantage to the corporation served exists. To thus limit the term frees the

executive from embarrassment, frees the state from tradition and fosters conditions where every broom will be a new broom so long as it is used.

This change will not affect the continuity of a board, nor interfere with its having a continuing memory of its problems and acts. If the law provides that one trustee shall go out each year it will insure a seven year or five year memory in each board, according to the size of the board and a memory span of thirteen or nine years.

It is recommended that the laws pertaining to all boards of trustees be changed so that no board shall consist of more than seven members, that the term of each be seven years, that only one retire in a year, and that no trustee may succeed himself.

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### NEED FOR ROTARY FUNDS

It is recommended that the legislature definitely recognize the distinction between capital and operation expenses by establishing rotary funds for state institutions.

It is further recommended that the practice be discontinued of requiring return from sales that might appropriately be used for investment to be turned into the state treasury and that the present embargo insisted upon by the auditor of state as to trading among institutions be lifted.

Institutional managers have with almost one voice protested that the present practice instead of putting a premium upon foresight and shrewd management puts a premium upon wastefulness and indifference.

If a hospital for the insane cannot use its own good luck or good husbandry on the farm for the improvement of its own farm, it loses interest in making such improvements. Such is the contention, such is the fact, and such is human nature everywhere.

If one state farm cannot trade an animal that it does not need for some other state farm's unnecessary animal, and if it can do nothing with an unnecessary animal to its own advantage, it is at least tempted not to worry about the state's interest in that animal.

Financial control is only financial chloroforming if the result of it is to discourage far-sightedness and economy. It is easy and entirely safe to control finances of state institutions by accounting methods while still leaving an opportunity to keep turning over and over their capital to the state's advantage.

Many other legislatures have definitely recognized the difference between expenses and investment by establishing what they call rotary funds. Examples are furnished in the following statement from the department of animal husbandry in the college of agriculture, Ohio state university, one dealing with purchases and sales of live stock

and the other with exchanges. Numerous other illustrations might be furnished from the institutions under the board of administration. The principle is so clearly stated by Professor C. S. Plumb that there seems no answer but agreement. The end which the auditor of state seeks by prohibiting exchange can be accomplished by making, as he can, an audit of results which will stimulate and not paralyze university initiative:

"In order to properly supplement certain class room lessons, relating to farm animals, such as breeding, feeding, the relationship of form of function, management, the breeds, etc., it is vitally necessary that the college of agriculture maintain herds of improved live stock. Such herds are maintained in all our agricultural colleges. At this university we usually keep about 25 head of horses, 100 of cattle, 125 sheep and 100 or more hogs. To properly care for these animals, and to improve the work in breeding, necessitates the expenditure of a considerable sum of money from year to year. Funds should be available that will permit the university to purchase such animals as may be desirable or necessary to further the work. Such, however, is not the case.

"The conditions which have existed for years, are as follows: The legislature has usually appropriated about \$3,500 a year for the university for the purchase of live stock. The past two years the sum has been \$3,800. This sum has not been specifically for the animal husbandry department, but for the university as a whole. This being so, some of the money appropriated each year has been used for purchasing work horses for the farm. This year a number of horses have been bought, thus reducing the fund for purchase of animals for the animal husbandry department to less than \$3,000. Persons at all familiar with the cost of high class horses or cattle, or even sheep and swine, realize how small a fund there is with which the university has to work. During the year 1919-1920, large numbers of cattle and swine have sold for averages of \$1,000 or more. In 1917 the university needed a Percheron stallion, and we purchased a horse that was of outstanding merit, but he cost \$2,500, leaving but \$1,000 for all other live stock expenditures during the year.

"In many colleges, the department is allowed the use of funds derived from the sale of live stock. In Ohio this is not the case, and the university is required to turn into the state treasury all moneys from live stock sales. It is immaterial how much money is derived from sales. It returns no benefit to the university. Under present conditions, were our sales \$100,000 in a year, we should still apparently be allowed but the small sum now available. If, however, this money, as a rotary fund, were available to the department for equipment and supplies, it would enable us to purchase much necessary livestock and place our equipment on a better basis for educational work. It has always been very uncertain whether we should receive any state appropriation at all, for live stock, so that if we had a rotary fund, it would give us a degree of independence in the way of animal appropriations that we do not have now.

"The department is further handicapped in another direction. The auditor of state has expressed the opinion that no exchanges of live

stock should be allowed, between the university and other proprietors. Therefore, while in the past this department has done some trading, and to university advantage, at present the practice is discontinued. Under these conditions the university is denied the right to follow a universal practice among stockmen, and which may be followed to the advantage of both parties. In the purchase of the Percheron stallion to which reference has already been made, the owner of the horse agreed to take part of his pay in live stock. He visited the university, and expressed a willingness to take certain animals that we desired to dispose of, at a fair compensation in trade. In view of our shortage of money, this trade would have been very advantageous to the university, but the exchange was prohibited and fell through. Personally, I fail to see any logical reasons for denying the department the privilege of making exchanges, which it must be assumed are in the interests of the state. If the persons in charge of the live stock are qualified, then it seems to me they should be permitted to use their judgment in the methods of securing or disposing of live stock, so long at least as justified in the light of common custom.

"I am sure that it is the opinion of the men in the department that with reasonable funds at the disposal of the university, and a properly safeguarded freedom of action, we should be able to place before our students inspiring lessons in live stock husbandry, that necessarily have to do with ample instructional material of the better class."

A rhetorical anti-climax that helps drive the lesson home is added from the state hospital: "We have a pedigreed bull calf that we might sell for \$75. Our stock man said this morning that if we sell it we get no benefit from it for the money goes to the state. He suggested, therefore, that we cut it up for meat." The rotary fund principle is sound and should be generally adopted at once.

# ONE HEAD FOR FOUR IN ADMINISTERING WELFARE INSTITUTIONS

By WILLIAM H. ALLEN

With regard to the board of administration which is responsible for expressing Ohio's best thought in managing twenty-three different institutions having an aggregate population of 25,000 and spending \$12,000,000 each biennium, *it is recommended:*

- 1 — That the board of four members be abolished.
- 2 — That a director of welfare administration be created with all the powers now possessed by the board of administration.
- 3 — That to the director of welfare administration there be transferred the administrative responsibilities now carried by the Ohio commission for the blind, the support bureau and children's welfare work of the board of state charities, and the board of trustees of the soldiers' and sailors' orphans' home at Xenia.

If adopted, these recommendations will put into one executive's hands the administrative duties now carried by sixteen board members, make for better administration of all services involved, and release salaries, expense money and energies that will elsewhere accomplish vastly more for the state than is now being accomplished by the present organizations.

The reason for transferring the administrative services of the commission for the blind to the department of administration is that this commission has now become a large business enterprise. Its purchases, its sales, its patrons, its homes to be visited and blind persons to be taught at home, and its traveling expenses, have exceeded the point where a voluntary commission can give more perfunctory attention to its work, costs, and results. The time of a capable executive should be free for extending and improving the work without the necessity of trying to give a widely scattered, seldom-meeting board enough knowledge about the work to justify it in voting authorization. The voluntary interest of persons devoted to furthering the interests of the blind can be utilized more effectually in educational work that does not involve administrative duties.

The reason for transferring the administrative duties now being performed by the state board of charities is three-fold: they belong prop-

# Days Board of Administration Members did and did not visit 18 Out of Columbus Institutions — Fiscal Year, 1918-1919

Blank space indicates day of visit;  
\*Indicates day of no visit out of Columbus.

Mr. Riddle	Jan	* ** *
	Feb	* *
	Mar	** *
	Apr	* *
	May	** ** *
	June	* *
	July	* *
	Aug	* *
	Sept	** *
	Oct	* *
	Nov	* *
	Dec	* *

Mr. Guthery	Jan	* *
	Feb	** ** *
	Mar	* *
	Apr	* *
	May	* *
	June	* *
	July	* *
	Aug	* *
	Sept	** ** *
	Oct	** ** *
	Nov	* *
	Dec	* *

Mr. Reinert	Jan	* *
	Feb	* *
	Mar	* *
	Apr	* *
	May	* *
	June	* *
	July	* *
	Aug	* *
	Sept	* *
	Oct	** *
	Nov	* *
	Dec	* *

Mr. Creamer	Jan	* *
	Feb	* *
	Mar	* *
	Apr	* *
	May	* *
	June	* *
	July	* *
	Aug	* *
	Sept	* *
	Oct	** ** *
	Nov	* *
	Dec	* *

erly with other administrative services in this same field where they may receive exacting supervision; they cannot be well enough done by any board that meets infrequently; and they divert the attention and energy of board members from duties of inspection, criticism and recommendation which should be regarded as imperative, but which actually have lapsed to almost negligible consequence.

The reason for placing the soldiers' and sailors' orphans' home in a large administrative department is that this institution for over six hundred children is entitled to advantages of wholesale purchasing, systematic repairs, expert advice on farming and gardening, expert promotion at budget time, expert executive supervision and helpfulness which a voluntary board of trustees does not and cannot furnish. The objection that soldiers' children should not be classified with the unfortunates who are cared for by the administrative department seemed strong enough when the board of administration was established to prevent including this school under central administration. But that objection was largely the result of misunderstanding. No disparagement of any class is involved in giving it heat or engineering service or budgetary oversight or executive supervision from the same center which supplies other different constituencies. The friends of the Xenia home surely do not want less for the children at this school than the utmost expert direction will give. Nor can they, after the facts are explained, be willing to deny the state the advantages that would come from putting this service where the utmost can be learned from it.

The reasons for substituting a single director for four members as head of the state's administration of institutions are five:

- 1 — The work of a judicial character that called for board action when the separate institutional boards were first abolished has now been accomplished;
- 2 — Present work calls for study, decision, action, dispatch, efficiency, for each and all of which one head is everywhere better than four;
- 3 — The cost of obtaining four men of the caliber contemplated when in 1911 the salaries were fixed at \$5000 is now prohibitive for it means at present rates from \$40,000 to \$60,000 a year for initial salaries in this one office;
- 4 — Far more work can be secured from specialists employed for field work if they have to account to but one superior instead of four;
- 5 — One person able to decide and to execute will have a continuing motive to study causes and consider and propose remedies where a board of four has found it impossible in nine years to adequately utilize in this way either the expert ability on its own pay-roll or the progressive citizen interest and institutional experience of Ohio and other states.

In addition to or in explanation of the foregoing reasons for a single director instead of four board members, the following facts are cited: In the last fiscal year only 223 visits were paid to institutions by the four board members or respectively 63, 76, 52, 32 each. See the accompanying chart on page 2 for graphic illustration. The member whose assignment this year is general humanitarian interest and finance visited last year when chairman on but fifteen days when not accompanied by other members.

This chart itself shows the difficulty of having four heads instead of one, all of them co-ordinate. It is extremely difficult, as experience has shown everywhere, to entice men into the field if there is an excuse for remaining in the office. It is difficult enough where men are under instructions. The board members are doubtless surprised that they are in the field so seldom. The total — 223 visits for all of them — is less than a full working year of one person after due allowance for vacation and sickness. Of 1000 minimum working days to which the state was entitled, 223 were spent partly in the field, leaving 777 at the office. And while some office work is needed, it can hardly be contended that it is in the proportion of 777 to 223.

If we add together the days spent in the field by the agriculturist member, the physician member, and the humanitarian member, we have all told 160 days in the field, or 36% less than the equivalent of one full year of one itinerant specialist. For these 160 days of field work and the office supplement, the state paid \$12,000. At the value of money when the board was first established, it would have been \$30,000 for 160 days. \$4,000 for 76 field days by the agriculturist member, \$4,000 for 52 days by the physician member, and \$4,000 for 32 days by the humanitarian member, represents a salary rate vastly exceeding that of any other state officer or any public officer in the United States, except the president.

Not one of the eighteen institutions outside Columbus was paid the statutory monthly visit, the monthly failures to comply with the law running as high as ten months not visited out of twelve monthly visits due. Even the state reformatory for men which is seriously overcrowded and presents grave problems was skipped three months. The three institutions which can easily be visited in part of one day by automobile run — boys' industrial school at Lancaster, girls' industrial school at Hyatts, and the women's reformatory at Marysville — were paid 77 visits, or almost exactly one-third the year's total visits to eighteen institutions, while the hospital for epileptics at Gallipolis, the Madison home and the state sanatorium combined had only 14 visits.

Nor is this twelve-month period below normal in amount of visiting done. In the two six-month periods — Jan. 1 to June 30, 1918, and July 1 to December 31, 1919 — the total of visits was 43 fewer than in the fiscal year July 1, 1918 through June 30, 1919, the members making

respectively 14, 13, 18 fewer and one 2 more than in the other twelve months. In the last six months of 1919 only one of eighteen institutions — the new prison farm — was visited every month as required by law. The girls' industrial school, which was much in need of attention, was not visited in July, November, and December; the Ohio state sanatorium was not visited in September, November, and December; the hospital for epileptics was skipped four of six months, as was the Lima hospital for the criminal insane; the institution for feeble minded was missed each month.

More fundamental reasons still for substituting one executive for four coordinate conferring heads have to do with the larger purposes for which Ohio maintains these institutions:

- 1 — The board has after all these years failed to provide for the same systematic study of its human problems which it has given to problems of purchasing and of controlling finances;
- 2 — Although free to print illuminating reports and to require scientific analysis of its results and lessons it has failed to do both;
- 3 — After taking the statesmanlike step of bringing on a specialist in mental abnormalities as head of its bureau of juvenile research it has given him only restricted use even of its own laboratories, has failed to use him in its institutions and has actually permitted his exclusion from the boys' industrial school;
- 4 — It has failed to give the state the truths needed to show whether the new penitentiary plans are an unimaginative orgy of expense and misplanning as Mr. Cummin has reported to your committee, or are as the building commission maintains a wise expenditure of \$10,000,000;
- 5 — It has failed to turn the searchlight of its institutional experience upon the causes of crime and the possibility of greatly developing probation work in counties in order to keep men out of state penal institutions;
- 6 — It has, failed to develop leadership of state thought regarding the vast problems entrusted to it.

It has failed in these services not because it did not want to help but because it was asked to do what boards and commissions seldom do, namely, manage and administer as well as legislate. It has been no one member's duty to look ahead for the entire many-sided problem. Even where one member has special knowledge he must defer to three others who lack his special knowledge but who are compelled to go through the form of weighing his evidence and challenging his recommendations. With such diffusion at the top it has naturally been impossible for the state to secure from trained subordinates the service

they could gladly give were efficiency and initiative fostered and compelled by an exacting head with a consistent cumulative policy.

The needs of the girls' industrial school, paid 79 visits in the two last calendar years, illustrate limitations that are inherent in management by several heads where no one person has the duty or the power to make decisions and compel action.

- 1 — This school with about 450 girls in daily residence has never had soft water, has had no running hot water for bathing, has until 1920 failed to filter the brackish water used for bathing, and even now is continuing to use water so hard that it is unsuited for bath or laundry use;
- 2 — More land is needed for a dairy — no cows whatever are milked now, although a dairy would offer excellent educational opportunities;
- 3 — A proper filing system is lacking;
- 4 — Adequate dental attention has never been given. Two seniors from Ohio State university come two months after the holidays for practice work but between February or March and the next January all girls received are without dental examination unless some special urgency requires attention by a local dentist;
- 5 — Thorough physical examination has not been given for ear defects, adenoids, enlarged tonsils and other removable defects, although such examination is among the minimum rights of all state charges, particularly children of school age;
- 6 — Salaries adequate to secure persons properly equipped for this work have neither been allowed nor sought;
- 7 — Fire drills were stopped some time ago on the ground that they suggested setting fire to buildings. On the day of our visit one hose was examined which could not quickly have been run out because it was already tangled. Fire protection was inadequate, neither buckets of water nor fire extinguishers being available;
- 8 — No girl is held back from parole because she is illiterate or near-illiterate;
- 9 — No state certificates are held by the teachers in the school. Record blanks call for so little information that they are of little use;
- 10 — The parole officer's reports are vague, practically useless, and largely hearsay. They do not report whether the girl goes to school, or if she goes to school how she is doing at school. They do take time to report fulsome praise of the school, credited to parole girls and their employers;

- 11 — While each girl is supposed to be trained three months in the laundry, three in the kitchen, and three in dress-making, they are encouraged whenever they show special adaptability for ironing or baking or sewing to stay where their tastes and attitudes are. There is no check on this and no provision for proper sequence of assignments. No record is kept of the work done by girls in the various departments. Utterly inadequate use is made of God's out-doors for play, physical training, and for valuable training in gardening;
- 12 — No register of visitors is kept. There is no way of telling there how many times the members of the board of administration or agents of the board of state charities have visited the institution. It was insisted that nobody from the board of state charities had been there for nearly three years until the investigation of 1919;
- 13 — The county superintendent never visits there to supervise the teaching or help the teachers;
- 14 — No cooperation has been effected with the educational department of Ohio Wesleyan at Delaware, which would be of much help and which would undoubtedly appreciate the use of this school as a training ground for practice teachers;
- 15 — The assembly room is used "twice on Sunday and perhaps twice a fortnight", whereas it should be used every school day and frequently of evenings;
- 16 — The gymnasium was out of commission at the time of our visit and has no equipment except for basketball;
- 17 — One board member has long been convinced that the management was incapable, a second member has jumped always to its defense, the two other members have remained neutral;
- 18 — When charges by the state board of charities against the management were being heard by the board of administration the chairman withdrew from the meeting because the management's sponsor on the board used such unparliamentary and truculent language toward the board of charities agents;
- 19 — After this conference the management was instructed to install adequate records, an instruction which was almost meaningless because the management did not know what constitutes adequate records. No follow up was employed to see that the orders were promptly and properly complied with;
- 20 — Although in the management's presence the board arranged for a joint visit to the girls' industrial school by its own representatives and agents of the board of charities to verify one or two points in controversy, the chief matron absented herself and left the desired records locked up. Yet no disciplinary step was taken or could have been successfully taken re-

garding this insubordination, because of the division within the board ;

- 21 — From reports by the state department of public instruction (upon request) and the children's welfare department of the board of charities, based upon extended field examination, it is clear that the school has all these years lacked the right kind of educational program, right methods, and right personnel; there has been no school principal; no plan for insuring that girls were placed in proper grades; no adequate supervision; no plan for supervision; no uniform blanks for reporting children's needs; no teacher of physical training and no domestic science teacher until autumn, 1919; no art teacher; no special instruction for girls who are retarded because of either mental deficiencies or lack of previous opportunity; inadequate library; not enough large enough modern maps and too little use of those they have; no provision in the individual cottages for proper collection of books; no apparatus or appliances for teaching science; no piano or victrola in five of the cottages; no central definite merit system for encouraging proper demeanor (Mr. McNamara being resorted to for use of the so-called "paddle" for corporal punishment); inadequate recreation; insufficient medical examination and supervision, with failure to enforce proper segregation of girls with venereal diseases; no resident physician for several months;
- 22 — To find out the facts about one girl it was necessary to look in eight different places, not to mention unfiled documents and communications in different drawers of the office desk. It was the practice at the beginning of the new year to destroy practically all the correspondence concerning the children of the past year. The chaotic condition of such few records as are kept at the girls' industrial school is due not to willful violation of business procedure but to almost complete lack of comprehension as to the service which records might render;
- 23 — The management has not been sent to see progressive institutions covering the same field or to attend national conferences. Nor has the board seen that the management or any other agent of the board should study current literature dealing with similar industrial schools and day schools;
- 24 — Each report by the auditor of state has shown that local purchases and expenditures had exceeded the total, in the second period of a little less than a year and a half by \$4216, 150%, without including telephone service and milk vouchered through as emergency items;

- 25 — As recently as November, 1919, and presumably at present, steaks and other cuts for the officers' table were being charged at the rate per pound paid for wholesale carcasses, that is, at 13c instead of 36c to 50c;
- 26 — The management, the board of administration, and the public are without the necessary information for learning what if any causes of delinquency are removable, what if anything churches and public schools might be doing to prevent the sending of hundreds of girls to this school who never ought to be there at all;
- 27 — The bureau of juvenile research might as well be in New Jersey as in Columbus, so far as concerns the study of girls at this school, except for the few who are sent by the courts direct to the bureau.

At the time of our visit the chief matron pointed out a girl as having been railroaded to this school for an entirely innocent mishap because she had no influential friends, whereas the other girl, who was with her when the automobile broke down and occasioned the appearance of evil, was dismissed because her family had influence. Taking this official statement of the case it is obviously the state's duty to remedy such an injustice the minute there is evidence of it and to investigate every allegation of injustice;

- 28 — Instead of search for usable truths there is almost complete lack of it and the actual destruction of records when they reach the hoary age of twelve months;
- 29 — Of both the girls' industrial school and the boys' industrial school the two investigators for the state department of public instruction reported a conclusion which the board of administration has failed to compass in its thinking and planning; "We have become embarrassed with the bigness and complexity of the problems which the two schools present for solution." Of the teachers, the state department of public instruction reported that they lacked adequate training and THAT while they hold elementary certificates it is doubtful if any of these certificates are now in force. They are sufficiently mature and experienced. They are sincere and devoted to their work. They are certainly kind and firm and have a good influence on the characters of the girls."
- 30 — Initiative and individuality among girls is not sufficiently studied and fostered to justify such a school. The same is true of the boys' industrial school at Lancaster, where for hardly a minute of the day is a boy free from compulsion and supervision. They rise to order and in squads. They march in formation to breakfast. They go to the washroom in forma-

tion. Twice a day they are compelled to wait in silence from ten to fifteen minutes while the details are being changed. Recreational periods are supervised.

Were any member of the board of administration clearly responsible for taking remedial steps shown to be necessary by the girls' school's experience, records would not be destroyed on the flimsy pretext that this safeguards the girl, but on the contrary records would be carefully studied to see in what ways if at all Ohio is doing less than it ought for those youthful charges.

If the medical member were a full time medical supervisor, subject to civil service competition and to orders from a director of welfare administration, he would see a physician installed within twenty-four hours from the notice of vacancy and not leave innocent young girls in daily contact with dangerous cases of venereal diseases. Had any single member of this board been undodgably accountable for this condition which arose in May, 1919, at the girls' industrial school, he would have found intolerable the inaction which has made little if any impression upon the four members.

Such evidences that the time has come for a single-headed direction of these multiple important services are not incompatible with frank appreciation of admirable services rendered by the board of administration during its nine years. The auditor of state when summarizing the early advances up to December, 1915, wrote that the change from separate boards to one central board had already resulted in more systematic and economic administration, in the elimination of politics in the conduct of the various institutions, and in many cases in improvements worthy of commendation. At that time fourteen criticisms, some serious, some slight, were made with respect to methods at the board's headquarters; seven with respect to fiscal management; and seventeen with respect to institutional management,—a total of thirty-eight discrepancies of records, defects of management or other conditions needing correction. In 1919 the auditor's representative reported to your committee that improvements had been made at every point.

No one familiar with institutional management can visit the headquarters of the Ohio board of administration and its institutions, as we have visited twelve, without wishing to testify to numerous evidences of progressive administration. Any change that would jeopardize the spirit and method that have made these advance steps would be inadvisable and costly. A mere mention of a few high spots will show that the change from a board to a head should make it easy to extend the number of excellences or high spots:

- 1—The central office is business-like in arrangement, equipment and atmosphere, and was constructed with prison labor.
- 2—The fiscal supervisor is not only spontaneous in his desire to be of help and in his ability to place finger on desired in-

- formation, but is open-minded and keen to find some way of improving today's practices.
- 3— The institution chiefs are for the most part well trained, devoted, and professionally ambitious, in fact, the type of officer whom other states are paying at much higher rates.
  - 4— The manufacturing and sales division has grown from \$250,000 to \$1,300,000, which increase more nearly represents quality increase than is the case in comparable private business expansion because the prices for prison-made goods have not inflated, and numerous state purchasers have declared that quality of goods and promptness of service have improved.
  - 5— In making the farms more productive, many advance steps have been taken: a rotation of crops is scheduled; records show the produce by each cow on each farm; records now show not only the total production of each kind of grain and fruit, but also the acreage in each and henceforth produce facts and acres employed will be correlated; for sales there is the same central control through "requisition for sale" as formerly through requisitions for purchase so that now calves are not sold at one farm for \$5.00 and at another at \$15.00 as was formerly the case, but pedigreed bull calves are held for their real value which in some cases has run to \$75.00 or even \$800.00.
  - 6— The bureau of juvenile research was established with a far-seeing program for the intelligent analysis of the state's mental diseases and abnormality among children. In time if properly executed this program would vastly improve the work of the public schools of the state, the probation service for the county courts and the work in the various state institutions, while at the same time showing how to eliminate the mental defectives from the state's penal and correctional institutions and to provide for the segregation of mental defectives who when at large are a greater menace to society than are even confirmed criminals.
  - 7— Over \$3,000,000 plus the allowance that should be made for the rising scale of prices during the last three years of the board's management has, the chairman of the board estimates, been saved to the state by reductions in per capita costs below the rates expended under the independent boards.

The foregoing earmarks of efficiency have each its own absolute value. The state should appreciate them, but none of them is peculiar to a four-headed organization. None of them is impossible or difficult for a single-headed executive to continue. In fact, each of them will be easier for a single competent executive to continue and develop than

for any four-headed board, particularly any board which under present circumstances can reasonably be expected.

The member who has built up the manufacturing and sales business is about to retire, as is the senior member of the board. The two remaining members, an agriculturist and a physician, would frankly say they are not qualified by experience or interest to manage or to supervise the expansion of this enormous business. However, if the two present members should decide that one of them should have this service, their weight might easily determine such action at a meeting with two new appointees. It is not at all probable that for the present salary of \$5,000 any new member can be obtained who is qualified for this heavy business responsibility. On the other hand, the salary necessary to secure a man qualified to do this work would undoubtedly be urged also for the three other commissioners, which would raise the combined salaries to a prohibitive total of from \$40,000 to \$60,000 a year.

Again, the high type of executive at the head of many of the board's institutions is not due exclusively to the board of administration, but is due also to the state civil service commission's competitive examination and the law's protected tenure. The board itself is not free to dismiss a competent chief, even if it wishes to do so. Where it has known of incompetence and might have made removals for incompetence, it has waited for death or for some help outside of itself to relieve it of responsibility for decisive action. It has failed to take advantage of the excellent capacities of its chiefs and even discontinued "round robin" reports of successful practices and helpful suggestions. It has discouraged variations in business practices. Where heads lack capacity for self development, the board fails to foster or compel study or improvement as in the case cited of the girls' industrial school.

Over against its statesmanlike judgment in establishing a bureau of juvenile research has already been cited its failure to utilize that bureau. Right now the board is completing a hospital and observing station for one hundred children, with but two showers, although the director of the bureau of juvenile research, if consulted as to these plans, must assure the board that either the work of this hospital and observing station will be seriously hampered by the lack of adequate bathing facilities, or else at considerable expense, the state must rip up newly built rooms and install additional showers and other bathing facilities.

One of the final arguments made for a board is that several heads are needed for parole. The reading of the minutes shows that at one sitting in August, 1919, the board decided to discharge 185 boys and to parole 176 from the boys' industrial school, for dates as far ahead as eight weeks. Where in part of one day 351 boys are disposed of, it is obvious that the paroling board is merely "rubber-stamping" the recommendations of the responsible institution head. Nothing in such a case

is done by three or four board members which could not be done equally well by a single head.

The extent to which the board has acted as a deliberative body is difficult to ascertain because the minutes show only actions taken. For example, October 14, 1919, when the above mentioned hearing was given to the state board of charities for presenting the facts as to various shortcomings in the management of the girls' industrial school, the minutes give no conception of the nature of that conference. They fail to record that, and when, the chairman left the room, although the fact that he was absent part of the hearing and the fact that he left because of his own board's conduct throw important light upon the board as a deliberative body. The reading of the minutes for two years gives no indication that there is need for four commissioners rather than one. This is not meant to imply that many unsettled problems were not discussed over and over again by the board in session and between sessions. The point is that the matters that were up for discussion called for definite information and for action rather than for discussion.

In this connection it should not be forgotten that where record of action is kept there are so many parties to the conduct of a state institution that it is extremely difficult for serious injustice to be concealed and protected over a long period. While such possibility exists, experience shows that it is quite as easy for it to exist under a board management as under a single head.

The responsibility for inadequate reporting for the board's important institutional service cannot be shifted entirely to the secretary of state. The board is free to print its own reports with its own prison help. It already prints a very elaborate statistical report with a very great deal of expensive tabular composition. The last of these reports contains 313 pages, plus 11 inserted tables, all but about 10 pages of which material is in very fine type. There is not a line which indicates that any member of the board or any of its employees has studied the social, economic and medical problems for which these pages give elaborate cost facts. On the contrary, there is evidence that the board has failed to develop this particular kind of study.

Whether or not one head is substituted for four, one of the first steps which should be taken is to establish a division for the study of the human aspects of institutional management, analogous to the specialists in engineering and agriculture who are now employed. Every institution head should be constantly studying the social problems entrusted to him and the meaning of his institution's work. Nothing will encourage such study more than requiring a publication of a periodic report in which each head may seek professional recognition at the same time that he gives an account of his stewardship to the board which employs him, to the governor who is responsible for that board, and to the people of Ohio for whom he works.

Elaborate statistics are helpful only if somebody studies them. For example, the excellent blanks instituted the last quarter of the current fiscal year for the purpose of comparing amounts raised with acres, while a credit to the board, also emphasize the fact that for eight years no comparisons have ever been made to show how different institutions compare as to product per acre. For six acres of beans we find five institutions varying from 210 bushels to 604 bushels, or if we take the bushels per employee engaged in raising beans the amounts were respectively 108, 144, 51, 201, 70. For green corn, the number of dozen ears per acre varied from 197 to 8060, the totals being 197, 469, 548, 598, 8060. The cost of producing milk varied per gallon from 11c at the reformatory to 29c at the boys' industrial school. The point is that this kind of comparison has not been made in the elaborate annual reports, although the facts for comparison have been printed in them.

From want of organization at the central office, either through a board member or a qualified investigator, the board has failed to do the educational work which is the final test of managing hospitals for those suffering from tuberculosis, hospitals for the epileptic, industrial schools for the wayward, reformatories for those not yet steeped in crime, and penitentiaries for experienced criminals. The state sanatorium for tubercular patients has no excuse for existence except that it conducts a militant training school for teaching that tuberculosis can be cured and can be prevented. Hospitals for the insane that report over one-third of their patients discharged as recovered and one-sixth discharged as improved also have a great educational work in the prevention of insanity and the restoration of individual and social conditions that will tremendously reduce the drain upon the state for the maintenance of insane patients.

Neither within individual institutions nor in conferences of individual hospitals or in conferences of all hospital chiefs, nor in the board's publicity nor in provision for out-patient's work, has the board recognized the importance of its preventive educational service. In the correctional field there is the same failure to analyze the experience of the board's own institutions and to recognize prevention and education as more vital than the maintenance of reformatories and penitentiary.

Not even in its budget-making has the board exerted the multiple influence of four heads; instead of being four or more times as effective as one man in presenting the needs of the institutions entrusted to it, this board of four members seems to have been less effective. In 1920 the chairman of the board gave to a newspaper as a reason for asking the governor not to re-appoint him at the expiration of his term, February 15, 1920, that he was disgusted with the legislature's refusal to give the money absolutely needed for building up industries and for maintaining institutions. He cited cottages for the feeble minded which were already built and which the state was going to the expense of heat-

ing in order to keep the pipes from bursting, that the board of administration was unable to put patients into for want of a paltry \$10,000 for equipment. Accepting without reservation the chairman's own statement of the situation, and without seeking to learn whether in a budget of several million dollars there were accruals of \$10,000 which the emergency board would permit to have transferred, the lesson is here drawn that the board of administration had failed to secure the public's attention and the legislature's attention to facts which needed only to be stated properly in order to win action.

A single director of welfare administration would be directly responsible to the governor. If anything goes wrong, if a complaint is to be answered, if information is desired by the legislature, there will be one person responsible. That one could not make the excuse that his fellow board members were away or that they disagreed with him. So great would be his power to help or to hurt the governor's reputation that few governors would knowingly appoint an incompetent or willingly gamble on the prospect of incompetence when they have it in their power to select executives whose past experience and whose known personality give almost positive proof of ability to succeed. To substitute such a single head is in the direct line of progress and a logical next step in dealing with Ohio's institutions.

Conscious of his responsibility, and accustomed to acting on the basis of information for which his business-like office would be central, a director of welfare administration would find it easy to make more use of citizen cooperation than has been reasonably practicable for a board of four

# PHYSICAL EDUCATION AT THE SCHOOLS FOR THE BLIND AND THE DEAF

By WILLIAM H. ALLEN

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Friends of the blind, including former officers of the Ohio state school for the blind, and members of the commission for the blind would like the state school to be separate from the other institutions under the board of administration.

A state school, they say, should be a school; it should have nothing in its management or its association to connect it with institutions for the subnormal and the delinquent or criminal. They argue that whatever may have been the initial thought regarding the state school, the present thought is that it is easier to bring a number of the blind together in one place and to give them the training which is their due than to take that training to them in small localities. They approve the teaching of the blind with the seeing in public schools as is being done particularly in Cleveland and Cincinnati.

If Ohio had a separate administrative board which was managing strictly educational institutions, it would be appropriate to transfer the school for the blind and the school for the deaf to such a board. Since, however, Ohio has no central board for managing educational institutions, and has no other work with which the school for the blind or the school for the deaf might be combined, the alternative is to establish an entirely new board or to leave the management of this institution with the same office that manages twenty-two other institutions.

Confronted with such alternatives, Ohio would do best to retain with the other institutions the schools for the blind and the deaf. A director of welfare administration can do all and more than their friends now desire for these schools, provided he uses an educational supervisor.

The need for an educational supervisor is so apparent that no person competent to be director of welfare administration could possibly try to get along without one. In spite of this fact **the earlier recommendation is repeated** that any law creating a director of welfare administration would best not specify the type of organization which he should employ for doing his many sided work, but should rather hold him responsible for getting results and make the specification of supervisors a matter to be determined each year at budget making time according to that year's foremost needs.

The absence of an educational supervisor has already been mentioned with respect to the two industrial schools for girls and boys. There is

similar need, in some ways even more important for the state, at the two reformatories, the penitentiary, and the prison farm. For the two last named institutions the chaplains are doing their best but without facilities, funds, time allowance for prisoners, or training on the part of the chaplains themselves.

This general need will be provided for if the recommendation is adopted that the state department of public instruction be required to inspect and report upon educational program, methods and results at all of these institutions, including the hospitals for the insane, where there is much possibility of improvement through teaching.

To illustrate the need and to show concretely how the present board of administration has failed to organize helpful direction for its schools, two brief reports are here cited upon physical education at the schools for the blind and the deaf, made by Miss Marie M. Weber, then physical director for the War Camp Community Service, Columbus.

#### PHYSICAL EDUCATION FOR THE BLIND

The time given is two forty-minute periods a week for all students. Two recreation periods are used: 4:50 to 5:30. The course consists of the simplest setting up exercises. In warm weather the playground is supervised, so that the children will not injure themselves.

No swimming.

No athletic games.

No games in the gymnasium.

No hiking.

The posture is very poor. Training in posture is not emphasized enough when giving the children their physical training.

In teaching no music is used. The teacher depends entirely upon counting. Descriptive commands are given, then the instructor goes around and helps individuals with the assistance of those members of the class who are not totally blind.

The students' attitude toward gymnastic work is enthusiastic. They are anxious to learn all exercises correctly.

Complete physical examinations are lacking; children are not taught how to overcome defects nor are they taught how exercises benefit the body.

School credit is not given for home work. Individuals are not taught either exercises or games which they can do later at home.

The teacher has had some training. She gives only part time to physical training as she is the secretary of the superintendent. She understands her work, however, and has the children's interest at heart.

The equipment consists of a girls' gymnasium with a large space but no apparatus, and the boys' gymnasium with apparatus that blind can use. The playground is well equipped with apparatus which the blind can use

safely, slides, swings, chinning rods, and a large "never still". No gymnasium uniforms are used. Two out of twenty-seven wore bloomers.

Social life: at table children are allowed to converse. They are divided into groups of eight. One girl partially blind at each table serves. Children are taught by the teachers how to eat. Teachers take turns in the dining room for this. Twice a month there is an entertainment for older students. They are taught parlor games which they can play. The principal object of these is to have the boys and girls meet each other in a social way.

#### PHYSICAL EDUCATION FOR THE DEAF

The time given is fifteen minutes three times a week for those 6 to 12; one hour twice a week for those 12 through sophomore year in high school; high school juniors and seniors do not have formal work in physical education.

The girls' work consists one-fourth of exercises where dance figures predominate; one fourth marching and fancy drill; and one half of small group dancing. Spectacular work is much in evidence. The more graceful ones do the dancing while others stand around and look on. The latter were rebuked when they communicated with one another or tried to imitate those doing fancy dancing, which took the same small group each time — about ten out of a class of forty.

No gymnastic games were played; the children have certain times for play but are taught no games in their gymnastic classes or elsewhere.

Girls have no athletic games; there is no one to coach them, as the regular physical training teacher is not interested in or acquainted with athletic games. Although there is a big swimming pool there are no regular swimming classes. Girls are allowed to use the pool at certain times.

Hiking — none.

The boys' physical training consists of drilling, setting up exercises, and use of apparatus. Their work is not as spectacular as that of the girls, but there is hard work for all.

Games in gymnasium — none.

Of athletic games, the boys have football and basketball teams which compare favorably with teams composed of hearing boys. Only the most fit, however, get a chance at these games.

Swimming is not taught regularly. At certain times the boys are allowed to use the pool.

Interclass contests — none.

Hiking — none.

The posture for both boys and girls was as a rule good. The teachers set good examples.

The method of teaching is by imitation; the teacher goes through the exercises first. Music is used; the children feel the rhythm and thus keep in time and together.

The students' attitude toward the work seemed to be that it was a bore. The children did the exercises without energy and without interest. The few girls who received special attention to their dancing were exception. Otherwise students seem to go through this physical work because they have to and are simply waiting for the period to be over. They are nervous and fidgety whenever a pause occurs for change of music.

Physical examinations are not given.

The children are not taught the value of exercise in self-improvement. School credit for home work is not given. Children are not taught either exercises or games which they can execute at home. They are taught exercises, but not their value, and thus there is no incentive.

The teacher is a dancing expert, with no other preparedness in physical training. She gives exercises more for the effect they will produce than for the physical benefit of the child. She appears to scorn the awkward and allows them into her classes only because it is required. For example, a group of very awkward girls who are fast becoming aware of very long arms and legs were standing in a corner near the teacher and visitor. The teacher remarked: "Now what can you do when you have to put up with such as these?" When asked if she taught the girls any athletic games, she replied: "No, I never had time to learn anything about them. You know when one dances one just has to keep right at it. I hardly have time for anything else."

The equipment consists of one good sized gymnasium fully equipped, but not kept well enough ventilated; there are swimming pools with showers; football field with goal posts; a playground with slides, swings and sand piles; a large playroom with cement floor on which children can skate.

For gymnasium work there is no uniform—three girls out of a class of forty wore bloomers.

#### A REMINDER

In reporting these conditions in one field that need correction, sight is not lost of the admirable work which these two schools have done and are doing. This is a study of organization, not of efficiency. One field is cited where work has not yet sufficiently developed merely to illustrate the need for a kind of helpfulness which neither the board of administration nor the board of state charities nor the state department of public instruction has organized to give.

# OHIO COMMISSION FOR THE BLIND

By WILLIAM H. ALLEN

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**It is recommended** that the commission for the blind as a propaganda or educating agency be continued after its administrative duties have been transferred to the director of welfare administration.

If the state were fully awake to the fact that a large percentage of blindness is preventable, — and easily preventable; that there is much abuse in administering the pension fund for the blind; that self-supporting work can be organized and is being widely organized for the blind in homes and in business; that methods of educating and employing the blind need to be studied and improved, — it would be possible and advisable to dispense with this separate commission for the blind.

In such case the proper organization would be to hold the board of state charities responsible.

Because, however, the state is not yet fully awake to these facts there is need for a group inspired with a veritable passion for preventing blindness and for helping the blind who will see the present neglect and will feel that the most important single thing is to open the public's eye to that neglect.

For such a purpose of special emphasis and special pleading, a special commission will serve better than representation of this interest on a board of state charities.

**It is further recommended** that this commission for the blind be increased to five members, because the work suggested is propaganda work, because the work for the blind is spread over the state, and because a board of three while better for administration than a board of five is too small for most profitable discussion.

# PREVENTIVE EDUCATION AS TO SUB-NORMALS

By WILLIAM H. ALLEN

From all over Ohio your committee was told that one of the greatest problems is the care of the feeble-minded. Normal children in public schools are held back in their work and in other ways often seriously injured by forced contact with the feeble-minded or the epileptic.

Nor has the legislature been unaware of this condition. It has been providing maintenance for a great institution for over two thousand feeble-minded at Columbus; for another great institution for over sixteen hundred epileptics at Gallipolis; for a large number of feeble-minded scattered through the state hospitals for the insane; for other feeble-minded in industrial schools, reformatories, and penitentiary; and for still more feeble-minded a good new institution is now under construction; finally there is a new observation home and school for the bureau of juvenile research which is equipped to help Ohio discover which of its children are subnormal or supernormal. Yet it is doubtful if Ohio will in a generation have accommodations enough for segregating its feeble-minded children and parents. If it built a home for two thousand feeble-minded each year for the next ten years it could not take care of its feeble-minded. Unless some striking change takes place in the public willingness to spend money, there is no hope in sight of Ohio's providing farms and homes enough to take care of its feeble-minded children and others.

The only alternative at present is to muddle along, add a few more hundred beds each decade for the most extreme cases of feeble-mindedness, and leave the other thousands without supervision, a constant menace.

Neither the board of administration nor the board of state charities has done one percent of the educational work that should have been done and should be done every year to let and to compel the people of Ohio to comprehend what it means that thousands of persons, prospective feeble-minded fathers and mothers, are at large mingling with sound-minded children and adults who are unable to protect themselves fully because they do not comprehend fully what feeble-minded or subnormal parentage means.

Less tragic, possibly, to the individual, but even more costly to the family, is the fact that in large numbers through the state as a

a whole feeble-minded fathers and feeble-minded mothers are having children that with almost scientific certainty will be one hundred percent feeble-minded.

While the numbers of the epileptic are fewer, and while a large proportion of the epileptic are of sound mind, present day science tells us that it is a crime against one's self, one's children, and one's parents for a person known to be epileptic to marry and have children.

A second alternative has been considered by scientists and progressive heads of institutions for the feeble-minded and the epileptic, namely to unsex the feeble-minded and the epileptic, and the confirmed criminal. This alternative would not be accepted today by the people of Ohio. It may be that within the legislature a majority would approve it. Certainly it is true that almost unanimously best informed sentiment among physicians, social workers, alienists, specialists in dealing with the subnormal, would emphatically declare that the only intelligent procedure for modern society is to take this humane means of preventing future hordes of feeble-minded and other subnormal human beings from menacing society.

If these specialists are wrong the states should see that they are corrected and stop giving misinformation to the public.

If they are right, the state through its welfare administration and its board of charities should begin and prosecute an educational program that will inform the public and overcome prejudices based upon misinformation.

The only organized opposition is that of certain religious groups. Each of several Ohio specialists who were consulted recognized this religious opposition, but also admitted that it was unquestionably based upon misinformation that could be removed by information.

The first state that wins the support of its public for the unsexing of persons whose subnormality is a constant menace and a financial burden will benefit in several ways: It will greatly reduce the cost of maintaining the subnormal in or out of institutions because the reasons for custodial care will largely disappear; secondly, many persons who just because of their physical strength are the greater menace outside an institution might be safely returned to society for help on farms and in manual labor where they could earn more than their keep. Many families who now feel that it is kinder to their own deficient girls to have them cared for in an institution would gladly retain them at home if it were made safe for the girl and for society. Finally, the state could reasonably hope to catch up with its need for custodial care within institutions for those cases which cannot be humanely cared for in any private home.

The need for this education is cited for a second reason, namely to point out another need which the present board of administration is not organized to meet, and which should be met whether or not

Ohio changes from a four-headed board to a one-headed director; Ohio should obtain vastly more information, suggestion, and aggressive leadership from the specialists in human ills who head its twenty odd state institutions, which can be done by improved reporting and the round robins suggested in another section of this report. Conditions call, however, for more frequent and more useful conferences of these heads and their assistants.

The present quarterly conferences are found agreeable and helpful. The board pays the expenses of its superintendents to one institution after another. Two sessions are held, and prepared papers are read and discussed. Printed reports of these meetings are issued. In addition there is the pleasure and profit of meeting together away from duty and of having two meals prepared with the attention that characterizes hostesses and hosts in institutions.

Similar conferences are needed of seconds in command, of those in charge of statistical work, of purchasing agents or supply bureau or stock room clerks, of nurses, of X-ray operators, etc.

Group conferences are also needed, where birds of a feather only will be present. These are needed as supplements, not substitutes for the general conference. Physician heads of hospitals for the insane have problems which they can helpfully analyze and frankly analyze together and which they can treat only superficially with heads of industrial schools and reformatories.

All conferences would be more profitable if there were no formal papers at the conference. The time of institution heads is too valuable to listen to prepared speeches. If papers were submitted in advance to be read and studied by all parties to the conference, the actual conference time could be given to questions and answers.

For example, at the Toledo meeting in October, 1919, to which the chairman of the board kindly invited your field agent, a valuable paper was read by one hospital head. Yet it was hard to hold the interest: the paper was too long; it was written to be read rather than heard; it had a rhetorical approach, a balanced treatment, a pleasing conclusion. In the discussion that followed the physician-head repeatedly accomplished as much by succinct, fact-loaded one-minute answers as in five or ten minutes of reading.

Another advantage of having papers submitted and studied in advance is that the presiding officer can with reasonable ease equip himself to draw out the experience that is repeated in the group.

One further suggestion regarding conferences is that not more than one general subject be treated at a session, or at one conference. For example, the first subject at the second quarterly conference held during the progress of your committee's study was the unsexing of feeble-minded and other dangerously subnormal persons. No more important subject could have been before this group. Every officer present has

to deal with this problem: the warden of the penitentiary has several hundred — nobody knows how many feeble-minded; the hospitals for the insane not only have combinations of feeble-mindedness and insanity but are sent too many feeble-minded persons who are not insane and never were sane; the superintendent of the hospital for epileptics and the hospital for the feeble-minded are dealing with the problem every day; the industrial schools and reformatories have nobody knows what proportion of feeble-minded. Had these officers been prepared for conferences by a method that caused each to ask: how does that affect my work? what light does my experience throw on that subject? no one day would have sufficed for discussing this subject. Yet on the program it was but one of several different subjects. The probability is that by the end of the day subjects two, three and four had almost completely driven this first subject from the minds.

A different mobilizing of experience at these conferences, and the holding of several group conferences during the year supplemented by the exchange of high spot information and questions, do not require a reorganization of the present board of administration. These steps can be taken by a board of four. They are not so apt to be taken by a board of four as by a director of welfare administration who is required to view the whole field and expected to keep abreast of the best practices throughout the world.

# THE OHIO BOARD OF STATE CHARITIES

By WILLIAM H. ALLEN

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The Ohio board of state charities now consists of nine members, the governor president ex-officio and eight persons appointed by the governor. The law requires that not more than half of the board shall be of the same political affiliation or belief which, of course, requires that the governor ascertain political affiliations and beliefs before making appointments. The present terms are four years, two coming in and two going out each year. The business of the board is to

“Investigate by correspondence and inspection the system, condition and management of the public and private benevolent and correctional institutions of the state and county, and municipal jails, work-houses, infirmaries and childrens homes, and all maternity hospitals or homes, lying-in hospitals, or places where women are received and cared for during parturition, as well as institutions whether incorporated, private, or otherwise which receive and care for children.”

In addition to these original and general duties the board is now responsible for ascertaining for which patients in hospitals for the insane relatives shall pay and for which inmates of the institution for feeble-minded counties shall pay and the amounts; also for special supervision of all child placing and carrying agencies. These two duties are administrative. For discharging them the board has organized a support department and a child welfare department. For the board's work in 1921 \$102,000 was appropriated.

It is recommended:

- 1 — That the present board of state charities with nine members be abolished.
- 2 — That the departments of support and child welfare be transferred to the director of welfare administration.
- 2 — That a differently constituted state board of charities with five members be established.
- 4 — That the law specifically recognize five different interests in this board, that is, five different types of problems to be given future attention by five board members:
  - (1) Institutional care of the insane and study of insanity.

- (2) Out-of-institution care of the insane such as after-care, diagnostic clinics and education of the public with respect to insanity and its preventives.
  - (3) Care of the feeble-minded and epileptic and education with respect to the cause and social costs of feeble-mindedness and epilepsy.
  - (4) Public provision for dependent children in county homes, private child placing, etc.
  - (5) Correctional work in the two industrial schools, two reformatories, penitentiary and prison farm and in county courts, probation officers and workhouses.
- 5 — That the law make it impossible for a board member to succeed himself or herself but make the term five years — or seven years in case seven members should be appointed — one member to go out and one new member to come in each year.
  - 6 — That the law contain no reference to the party affiliations or beliefs of members.
  - 7 — That the law require eight meetings a year of the board at institutions within its jurisdiction with the proviso that not more than one meeting shall be held at any one institution oftener than once in two years.
  - 8 — That the law foster regular attendance at the board meetings by declaring that failure to attend two meetings a year without writing an accepted excuse will be taken as a resignation which vacates the position.
  - 9 — That the name be changed from board of state charities to state board of charities or state welfare board.
  - 10 — That all laws be repealed which give it or its executive officer responsibility for or control over the state social welfare conference.
  - 11 — That the board be required in its biennial report to list important advance steps taken in its field during the two preceding years, major needs not yet attended to, and a concrete constructive legislative program.

Reasons for abolishing the present board and establishing a differently constituted board include these: The present board has a combination of duties, inspectional, advisory and administrative, of which the administrative duties have taken much the greater part of its time and interest. Its inspectional and advisory functions have ebbed to a low point. If the administrative functions were taken from it and if it were required to do more by way of inspection and recommendation it would be extremely difficult for it to shake off the bonds of a few and the habits which have become adapted to its administrative duties.

In the calendar year 1919 the executive officer of the board spent 81 days all told on out of Columbus, Ohio, inspectional work and conferences: Of these days

- 30 at and for state institutions;
- 19 at and for county and city institutions;
- 14 on the Cincinnati state conference of which the secretary of this board is secretary;
- 18 at other conferences in different parts of the state with individuals or groups.

Outside of the state attending two national conferences and one state conference he spent 19 days or over 60% as much time out of the state as in visiting state institutions, the same time as in visiting county and city institutions, and more time than in conference with local groups. If we subtract 14 days given to organizing the state conference from the total days spent out of Columbus in Ohio there remains 67 days or parts of days given to field inspection and conferences or 27% of the working days in the year after subtracting all Sundays and holidays and three weeks more for sickness and indisposition.

By months these days or parts of days away from the office for Ohio work other than the state conference ran as follows: 8—4—4—3—7—4—8—4—6—2—10—7—67.

A similar detailed analysis of visits by the board shows that with the exception of investigation into the Dayton hospital at the request of the governor the board's visitation was practically nill. The Dayton investigation took six days. The hospital had to pay \$25 for stenographic notes for a long examination that was not necessary at all. The facts in the case were promptly admitted; the acting superintendent during the absence of the superintendent on war duty had accepted from a local physician pay for giving an anaesthetic during operations upon insane patients; no attempt was made to conceal the fact; instead a protracted investigation took time of the institution management and the state board of charities. Instead of penalizing the institution further by exacting the cost of stenographic service, a complete report might have been made in a couple of hours.

The fact, however, that what is considered mal-practice or unprofessional practice could have gone on a couple of years with a board member living in Dayton who might have established the facts by one visit, emphasizes the almost complete disappearance of board responsibility for visiting institutions.

The minutes of the welfare department indicate a high percentage of attendance of the board at board meetings and of those members in the welfare committee at welfare meetings. For example, of a possible attendance of 210, the absence total 38 or less than 20%. A more significant fact is that the board members not on the welfare department

have not been receiving current information with respect to that department.

Unfortunately there has been no compensating attention by the present board to the larger problems which should head up in constructive proposals for legislation.

Of course members of the present board might find it easy to re-adjust their attitude and practices to duties that involve no administrative departments whatsoever. They might call for a more aggressive role in investigation of state institutions, the study of state needs and the making of actual recommendations to the governor, legislature and the public. But the governor should be left free to select men and women without prejudice because of present membership on the board.

The reason for transferring the two administrative departments to the director of welfare administration is stated above and also in the section on the board of administration.

Suggestions that different interests be frankly represented in this board needs explanation. It will be said that there is danger that the person appointed to be interested in the insane will not be interested in reformatory problems, that the chairman of children's work in counties and industrial schools will be deaf and blind to appeals for the feeble-minded and epileptics, that the member appointed to press Ohio's correctional needs will not want to attend a board meeting at a county children's home or a state hospital of the insane. These fears are well founded. If the governor is careless and not watchful it will be very easy for a board of five members each detailed to press some special set of needs to become quite as perfunctory as a board of five chosen for their general interest.

The advantage of having special interests represented in any board whose business it is to analyze, criticize and recommend include these; interest in preventive work with respect to insanity, feeble-mindedness, crime, poverty or other disability should be militant, not passive or conciliatory. Unless special interest is assured there is danger that the board will lack desire for information and the intensity of feeling which alone will press needs. Progress in institutional development calls for progress in many kinds of non-institutional work that will keep people out of institutions. Special pleaders are needed in this field. Only by having a representation of special interests, by frankly calling special leaders to leadership, can Ohio in part make up for what it lost in the way of humane interest and citizen co-operation in institution management when it abolished special boards.

Finally the state needs a composite and balanced point of view in its search for information, in its watch over institutional management and in its program for legislation. Such a composite and balanced point of view it will be easier to secure more readily from having five special

interests present their cases than from having five members who are attempting to be judicial and non-partisan with respect to each special need.

The arguments fairly advanced against having special interests on administrative boards do not apply here. In the first place, Ohio long ago decided against administrative boards for institutions, and it is widely believed, especially among those who are giving sustained attention to welfare work, that it should substitute a single director for a four-headed board of administration. In the second place, special interests have not the same reason for compromising and for considering one another's feelings when urging improvements and when criticizing deficiencies as they have when under the necessity of taking action on an administrative board.

Future interest, rather than past interest, in the field, is suggested for specification in the law for two reasons: First, it will seldom happen that a governor will select for special interest in the feeble-minded a person who knows nothing about the problem of the feeble-minded and has never expressed any interest in it. Secondly, should occasion arise when proved courage, vision, power of analysis, stick-to-it-iveness would be of greater importance than past experience in a given field, the governor should be free to make an appointment with an eye single to future service.

For one term at a time and for legal prohibition on a member succeeding himself there are several reasons. There are all the reasons mentioned in the sectional report on the voluntary boards. If the member may not succeed himself there are those who would prefer seven members rather than five. The smaller number is suggested here because the board should be active; each member should feel the pressure of responsibilities and opportunities upon his shoulders; and the board should realize that it will accomplish more by using other individuals and agencies — by acting as a clearing house — than it can accomplish with its own eyes. In the fields of charities and corrections the ex-member renders often more important service in educating the public than he rendered while having official connection. It is also true in this field that there is a strong tendency among voluntary trustees to assume proprietorship in the right to suggest and attitude of resentment if urged to go faster. This is the wrong attitude for a board of state charities. Having only one term at a time will discourage such an attitude.

Another reason for a short term of five years is that most men and women will do more constructive work in five years than they will do in seven in such a position. Knowing that their time is limited they start earlier and keep up a better pace.

Nor should it be forgotten that the span of memory as to policy that is represented in a board of five at a particular time is almost ten years, — the oldest member going out has his own five years and what-

ever was handed to him by a board member who had been in four years when he arrived.

If political affiliation or belief is not mentioned in the law and if the number of one political group is not limited, will governors bring this service into politics by filling all vacancies with members of their own party? Ohio's experience shows that no institution is taken out of politics by dividing offices between two parties. Experience everywhere shows that there is no surer way of keeping institutions and services in politics than to specify bi-partisan management in the law. If no mention is made of politics Ohio's governors will tend to live up to the state's expectation of them and will tend to name men and women for services which they can render the state rather than for services already rendered to political parties.

To require a board to hold eight meetings a year away from Columbus and at different institutions will seem a hardship only to those persons who are not interested in the problems and opportunities of this board, or to others who have a worn idea of how such a board can help Ohio. If a board of state charities is going to be limited in its knowledge of institutions to what paid employees tell it at meetings in Columbus there is no special reason for having such a board; it would be just as well and for many reasons better to rely upon paid visitors entirely and to keep the line of communication open between them and the executive. Anyone who dislikes the thought of eight visits to eight different institutions a year, or whose business would not permit it, will serve the state better by staying off this board than by serving on it.

Dropping a board member for non-attendance will not prove a hardship and will not lose valuable service. The suggestion is that any member who stays away twice without writing an excuse that is accepted will be considered to have sent in his resignation. The most popular and most regularly attended men's club in the country will drop a member for acceptable absences, a rule that keeps people out of membership that do not want the fellowship. Excusing an absence for reasons that do not indicate a waning interest leaves open all of the between meeting methods of expressing interest and keeping interest alive by interim reports and correspondence.

The suggestion that the name of this board be changed may at first seem least important of all. Names of state services, however, do affect attitudes of state officers and the public. The present name board of state charities does not by implication include the county and other child welfare agencies to which the present board gives the greater part of its attention, nor does the present name suggest prevention, public education, constructive legislation which should be the most important of its duties.

Two alternative names are a little better; if your committee asked for suggestions perhaps a much better name will come in from social

workers. Certainly the state board of charities more correctly describes the work than board of state charities. The second name, state welfare board, suggests the purpose of all this state work, namely, public welfare.

A tenth recommendation is made that all laws be repealed which give this state board or its executive officer responsibility for or control over the state social welfare conference. The laws should be retained which encourage publicly supported welfare institutions to have their agents go to this state conference at public expense.

While the record of the secretary of the state board of charities indicates but 14 days during the year spent on the Ohio conference a record of time spent in preparing for and getting over this conference will show a very serious diversion of energy from the board's inspectional and legislative work to managing this state conference. If there were no more fruitful way of having the conference managed it would be a good investment to give the entire time of some state employe to this purpose. It would be prodigal of Ohio to go on with 23 institutions and all the social work involved in its institutional problems and the preventive social work behind those problems without at least an annual conference of social workers.

The proposed change would not abandon the conference but would first free the board's secretary from responsibility for the conference, and would secondly free the whole conference from obligation to limit its aggressiveness to what a state official desires or is able to do. Moreover, the state itself ought not to be in a position where private interests may, through a program committee, practically dictate the proposals of a state board and its secretary to a state wide conference.

Finally, the board of state charities ought to be entirely free to call regional conferences during the year without any feeling of responsibility to a state conference which in the nature of its composition will always find it harder to concentrate upon one need at a time and will never find it possible to meet in several different places either at one time or during the year.

The last concluding suggestion that the biennial report of this board contain a list of advanced steps taken plus a list of needs not yet attended to plus a definite program is almost self-explanatory. As Section 1358 G. C. now reads the board is required biennially "to make a report of its proceedings to the governor". This phrase should be amended to include "legislature and public". The contents of the report are specified as follows:

"In detail a statement of expenses incurred, officers and agents employed, the conditions of state institutions under its control and such suggestions as it deems proper."

This wording leaves it free for the board to deem it proper to have no suggestions or to pass on only a few of its suggestions, to speak

only generally of conditions of state institutions and to say nothing about county institutions.

If this board is required at the end of a two-year term to publish a constructive program for the state and to specify wherein progress has been made and where not-yet-needs remain, it will find it necessary to carry on a far more informing and interesting publicity during the two years. While improvements in publicity do not call for changes in organization they do call for an expression of surprise that where so much remains to be done and where so much is being done the Ohio board of state charities has given so little information and stimulus to Ohio officials and Ohio public interest in welfare work.

# OPPORTUNITIES FOR THE OHIO BOARD OF ADMINISTRATION THAT DO NOT REQUIRE REORGANIZATION

By WILLIAM H. ALLEN and ROBERT ROSENBLUTH

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The studies which led to suggestion of a single headed efficiency administrator instead of a four headed board brought to light the need for many advanced steps. While it is true that it will be easier for a director of welfare administration chosen for his ability to analyze, decide and act promptly and competently, it is also true that many of these steps can be taken by the present board. If the present board is continued, it should be expected by the governor and the public to take such steps.

## EDUCATIONAL AND RECREATIONAL SUPPLIES

For twenty odd institutions only a little more than \$4000 was spent in the year 1918 for educational and recreational supplies. While it is true that increased educational effort does not exclusively or even mainly depend on expenditure for supplies, this very small amount shows a woeful lack of proper emphasis upon this need.

Ability of the penitentiary's chaplain to secure private contributions of ten thousand volumes indicates a public desire to co-operate. Such public co-operation, however, has not been generally sought either by oral statement or written reports of institution heads and their superiors, the board of administration.

## THE ANNUAL REPORT

The latest report available was for the year 1917-1918. It has 313 pages, mostly of intricate statistics. These figures are all needed somewhere. They are of little help in an annual report unless there is an interpretation and comparison of them, which is here lacking. Wherever there is such interpretation the figures are not needed. The auditor of state should, as suggested in various reports, be expected to audit claims and reports of operation which would call for verifying interpretations and comparisons without having the details included in a public report.

The lack elsewhere mentioned of opportunity for the institution head to record needs and advanced steps is thrown into bold relief by the pages and pages of statistics about beans, — kidney, lima, navy — in the year 1918 with per capita comparisons with 1917, 1916 and 1914.

The cost of maintenance as given is misleading and is different in different places. For example, the per capita expenditure at Athens state

hospital is given in table 1, page 18 as \$200.20. Later in table 3, page 51, the net per capita for all purposes figures out \$164.81. On the next page, personal service and maintenance combined total \$200.20. Two pages for itemization of accounts yields \$191.70 (after subtracting credits of \$45.48 from total debits of \$237.18). Finally in the profit and loss account on page 92, the net per capita is still further reduced to \$164.81.

Which of these various tables shall be used? An analysis of the figures shows that none of them is correct, but that the state spent on maintaining this institution \$237.18. It got back from the institution through various articles raised \$50.41 per capita leaving the net money cost to the state of \$186.77, not counting interest or investment in land.

This is misleading enough if only one institution is thought of. The more serious trouble is that these figures are the basis of comparison for institution with institution. They cannot now be used to test efficiency or to locate extravagance because in different institutions they are comparing different things.

As the record stands Athens hospital with its big farm and actual money received from the state costs 63c more per capita than the Cleveland hospital and \$16.03 more than the Longview, both of which are practically without farms.

Because these supposedly comparable figures are known at headquarters not to be actually comparable, no use has been made of such facts as that the penitentiary with over two thousand able-bodied men is showing a net per capita cost of almost \$60 more than the Athens Hospital and almost \$70 more than the Cleveland hospital while the reformatory at Mansfield with its sixteen hundred able-bodied men is charged in this report with a per capita cost almost \$59 larger than the Athens hospital for the insane and \$59 larger than the Cleveland hospital for the insane.

The bad effects of such reporting include these:

- 1 — It encourages extravagance, particularly in institutions with large farms. At market prices, for example, we see food per capita at Athens with a farm was \$100.55 while at Cleveland and Longview in cities, it was \$84.06 and \$95.40.
- 2 — It prevents easy discovery of faults in organization or expenditure.
- 3 — It shows no real cost on which might be predicated a readjustment of proper charges to individuals or to counties for support of patients.
- 4 — In case of manufacturing industries, it understates costs and prevents the state from charging all that its products actually cost.
- 5 — It does not disclose which industries ought to be extended, installed, maintained or discontinued, which is, of course, of

the utmost importance in the direction of capital in money and men.

In all cost accounting it is obvious that all costs ought to go into the accounts, which means that farming should be considered as a manufacturing industry and interest of the capital invested and evaluation of the time put in should go into the cost of production. Secondly in manufacturing industries all costs should include the money paid to inmates.

The need for such steps is admitted by the management which also admits that :

- 1 — All statements on manufacturing industries have failed thus far to include complete cost.
- 2 — For the first time interest on investment is included in 1920.
- 3 — Prisoners' compensation and the cost of guards over men while at work have not been included.
- 4 — At farms cost statements have not included interest on lands.
- 5 — Heretofore moves with respect to manufacturing have been made on the basis of general rather than exact information, both when deciding what industry to take up and when fixing cost.
- 6 — Where such method is used, it is inevitable that some industries will be introduced which are not profitable and that other more desirable industries from the standpoint of both profit and reformation will be included.
- 7 — The expansion of industry including extension of farm lands is thus unnecessarily retarded.
- 8 — Arrangements unfavorable to the state are inevitably made, for example, if prisoners should be worked on the highways for which the United States pays half the cost, Ohio by its present method would not be able to put in all that it costs, or again where printing is done for a state college there is now inevitable undercharging.
- 9 — The price charged to counties and individuals might be re-adjusted to fit present costs.

#### PURCHASES

Next to food, fuel is the largest item of expense.

At the Columbus state hospital for the insane there is a daily coal consumption of 58 tons of coal a day. Even in Columbus where there are several different institutions, separate contracts are awarded for each institution and offered to different companies.

There is no testing of samples from each car on arrival at institu-

tions. The reason given for this is that the University charges \$6 for each sample tested which charge it is elsewhere recommended should be discontinued and a new rate established so that the institutional managements will have no excuse for not purchasing coal by specification and test.

#### PROBATION AND PAROLE

In a brief report on the board of clemency several suggestions have been made as to the part of parole which is under its jurisdiction, namely, the work in the penitentiary and the two reformatories.

Without any change in organization the records for parole and the method of handling the agents can be brought up to entirely modern standards.

Now the records are not adequate; the board of clemency does not exercise sufficient jurisdiction; the work for the two juvenile institutions is not subject to supervision or study by the board of clemency and receives only perfunctory attention from the board of administration. The parole officers might be given districts which will eliminate unnecessary travel and unnecessary loss of time and money and greatly increase time available for actual parole work.

The board of clemency's construction of the present state law costs at least one month more than is necessary. The board might hear many of its cases far earlier. No principles or minimum essentials have been worked out except certain general limits of time which would bring cases up for parole far earlier. More study of the case after entering the institution would save time. The board and paroling officers might review the charges and character even thirty days after an offender enters the institution. The time of probable service could then be indicated. A further minimum might be set in case the standard for department work and educational progress were exceeded. An early review could follow.

The board of administration's parole investigation ought to be so organized that large numbers of cases could easily be taken care of on probation without coming to the institution. This should be taken up promptly and with courts.

The law is wrong which declares a man subject to probation if a judge decides to keep him out of reformatory or penitentiary but makes it impossible even for the board of clemency to let him out within a year if the judge happens to send him to a penitentiary.

The penitentiary and men's reformatory have now three field officers each; women's reformatory one. It is impossible for three officers to do real parole work with 931 men as at the penitentiary and 2536 at the reformatory. By agreement the six field officers for the penitentiary and men's reformatory have been given six districts. Thus the parole officers for the reformatory are doing parole work for both reformatory and penitentiary inmates on parole, although themselves directly accountable only to the reformatory superintendent. The same is true of the peniten-

tiary parole officers, who have some penitentiary cases and some reformatory cases while remaining accountable directly to the warden. At the women's reformatory the position of field officer is vacant and the parole work is done by the superintendent and her husband. By similar voluntary agreement it would be possible to co-ordinate the parole work of the county courts, industrial schools, the reformatories, and the penitentiary, so that traveling would be reduced to a minimum.

While unofficial co-operation of various agencies is used, there is no definite knowledge of where it is working well and where it is not working well. There is no adequate central direction. There is generally too little personal contact with the parole case.

#### COMMITMENTS TO INSTITUTIONS

The records furnished with commitments are usually inadequate and give too little specific information of value. Even in the case of juveniles where court probation officers have made investigations too little of this information comes to the state institution. In the case of the penitentiary and reformatories the parole system has done away with the former unfairness where the old offender served a shorter term than the new offender, but even now there is practically no information based on scientific results.

The board relies largely on what it feels after talking with the person considered. While it is right that the board actually sees the person wishing parole, this seeing ought to follow definite records of work done and of education taken. Not enough men are being worked out on honor; not enough additional credit is allowed for making good while on honor so that the ordinary minimum time can be reduced.

At the women's reformatory a much larger percentage of women are out on honor than at the men's and the management feels the plan works successfully. One superintendent said when asked how many he could put out on honor "that depends on how many are needed". Of course that should not be the answer. Every person worthy of being out on honor should be out and the state should manage to find the work. The trouble is that heretofore no official body has been studying this problem in Ohio or methods used in other states.

#### CARE IN INSTITUTIONS

All of the penal institutions are overcrowded. In the cases of the men's penitentiary and reformatory there is dangerous use of two men in a cell. This is a disgraceful situation because, as other states have shown, it can be easily overcome and at a reduction of net cost to the state. There is not now work enough provided in the institutions. There is almost no educational direction except for illiterates. There is no claim of scientific research and study of the great problems involved

in caring for inmates after they arrive or in preventing or in keeping them out of state institutions.

Elsewhere Mr. Cummin has recommended an abandonment of the very costly new penitentiary which he estimates will cost over ten million dollars. If your committee considers that recommendation, an additional reason for abandonment is that the reformatory is far more overcrowded than the penitentiary and that the state owes a much greater obligation to first offenders than to repeaters. It were reason enough for abandoning the plan that the whole theory is based upon past practice and not upon Ohio's future needs.

It is suggested that there be a rapid but accurate survey made of the basic conditions with respect to penology. The survey that is needed does not require reorganization although it would be more apt to be made by a director of welfare administration than by a board of four. There are clerks enough and officers enough to make a continuous study and to arrange for the careful analyzing of results of different practices, such as reducing the time to stay in the institution from twelve months to eight months at Mansfield.

Another study can be made largely with present state employees of the procedure and practice in the county courts prior to sentencing; also of the records and comments of judges and the reports of probation officers. Such a study would undoubtedly show that much greater use of probation could be made possible if probation were used to the safe limit. Neither a new penitentiary nor a new reformatory will be needed. In such a study the big brothers, big sisters, boy scouts, and a number of other private agencies are to be counted as resources available to the state. Another big question is whether a new institution ought to take care of penitentiary overflow or provide for cases halfway between probation case and reformatory case, that is, an indeterminate sentence for misdemeanants which would take, for example, the 20% of those at Mansfield who are first offenders.

The women's reformatory is not believed to be necessary by the present board of administration, at least by the chairman. If it is now receiving all the proper cases for it in the state it is occupying altogether a too expensive location and plant, involving a too great overhead expense. If too few cases of the right kind are being sent, a study will locate the fault and publicity will help correct it. Unless there are more cases of this kind, and nothing but study of the cities and counties will show clearly, the women could be provided for easily in connection with the new prison farm in the penitentiary and the present Marysville site made available for the school for the deaf and dumb as members of the board of administration recommend. It is well within the powers of the board as it is at present organized to start and finish the study necessary to answer these questions.

For all persons committed to reformatory or pre-reformatory institution or to penitentiary, there should be the type of study which the bureau of juvenile research is organized to make for juveniles. The present head of this bureau is entirely competent to direct study of all inmates of reformatories, industrial schools and penitentiary. When they arrive and before they are paroled such a study should be considered a minimum essential whether or not there is reorganization.

#### AVOIDING THE DOUBLE CELL

Largely because of double celling in the penitentiary Ohio is embarking upon an expenditure that involves ten million dollars. Yet there is nearly twice as much double celling of more innocent cases and reformable cases at Mansfield. Without waiting to reorganize the board it is possible to build cheap accommodations, dormitory facilities, and barbed wire stockades if necessary to take care of the excess number of inmates. These facilities or barb wire stockades can be located at points where there is enough work of a suitable nature to cover the expense of personnel necessary to direct the work and to guard the prisoners. Whatever was good enough for our American soldier boys is more than good enough for men who have violated the law. One type of work which lends itself to these purposes is wrecking, as of United States camps, which can properly be done by inmate labor. In some cases the camp lands might be secured. The state brick plant can be extended to include 150 more men from the penitentiary. For some time to come Mr. Cunmin estimates many gangs could be employed in crushing rock for Ohio's big road program.

#### SCHOOLING IN PRISONER'S TIME

Without waiting for reorganization both the productive work and the school work can be so modified that every able-bodied inmate over 16 years of age in a state institution will do a full eight hour's work. Many opportunities can be found for meeting shortage of labor supply. Experience elsewhere shows that even labor unions will meet correctional officers half way when evidence is produced that the use of prisoners will help the very conditions from which labor makes its own higher wages.

Business interest will help obtain the information necessary to tell what profitable lines of work can be undertaken through prison industries. Now many inmates go without a full day's work in order to attend school. Many others go without educational direction and progress in order to attend work.

Night schools can be organized and directed reading and study can be organized on a plan which requires that certain minimum essentials for each individual be covered before he will be considered for parole.

The first step in requiring progress by each individual is to be taken by prison officials. The use of that step depends upon cooperation by the board of clemency which should work out a plan before a law is passed. These steps the governor can require without any other changes.

It is prodigal for a state with four thousand able-bodied prisoners in its charge for periods running from eight months to several years to fail to inculcate the habit of reading and study in leisure time. Moreover it also loses money because it gives up the productive time of many hundred able-bodied inmates so that they can remove their illiteracy by attending school. Officials claim that inmates frequently pretend to illiteracy in order to avoid work.

Now there is part time at school for those minors who have less than a sixth grade education and for all illiterate adults. In some instances school facilities are provided up to the eighth grade. The teaching for those who do go to school is the formal class work of the elementary grades and with elementary textbooks even for these adults. Too often the textbook is not even allowed to be taken out of the classroom. Classes are very large and actual teaching is given generally by inmates untrained for the work. There is no objection to having teaching by inmates. On the contrary, it is highly desirable for the sake of restoring men to a normal sense of obligation that they be taught to teach wherever possible.

The problem of returning these inmates to normal life equipped to remain free and useful citizens is the real task of penal institutions. If mere safe keeping for a fixed time were the problem, probation shows that for an overwhelming majority it is not necessary to send them to jail at all. Any plan which compels grownup men to waste their leisure time in hateful idleness and isolation is working contrary to the purpose for which the state spends so much.

Among the causes which bring people to these institutions are causes which make study difficult and discourage reasonably diligent obligation to do a day's work, and other causes which make impossible the enjoyment of leisure time in quiet and safe ways that involve little expense. The latter is perhaps the greater fundamental cause of delinquency.

For men who come into an institution because they failed to do their day's work properly there is but one hope, the definite habit of work at the ordinary standards of efficiency of free industrial life outside, which today means an eight-hour day of productive labor. For those who come from inability to use leisure time well nothing is so valuable as the habit of reading, aided by other enjoyment in which institutions can easily give practice, such as music, singing, and wholesome games. These also should come as they do in normal life in connection with and after a full day's work.

The habit of reading is quite different from ability to read and the habit of reading is absent in the vast majority of those coming into penal

institutions. If one looks for the habit of purposeful, connected reading, it is almost entirely lacking. Finding it hard to read, that is, to settle down and read regularly, is the common condition and is often due to an excess of animal spirits or poor vision. Yet reading is the easiest habit to inculcate. As boys in penitentiaries say, "not hard to take," and when acquired it provides the greatest pleasure, can be enjoyed in quiet without expense and with great potential use so that when prisoners are released this habit of reading will, with the work habit, provide very strong habit influence to keep the parole or keep the man out of further trouble.

A conscious policy can easily be established without any reorganization which will require every correctional institution to start developing the habit of reading and making it a condition of parole and release. That it can be done is proved at the penitentiary farm where Warden Thomas says that about one hundred colored men have voluntarily organized an evening class for study with evident benefits to all.

What a contrast this is with the present plan! In the majority of cases only a few get a chance at school. How that chance works the following statement by a boy of 21 shows: He claimed when he entered to have finished the fourth grade. His reading was fair, spelling fair, writing fair, could add, subtract, multiply but could not divide. He was assigned to the third grade. Thereafter this able-bodied young fellow put in a half day in regular grade work with the very same texts as for children nine or ten years old. At the penitentiary the chaplain has been doing much to overcome such personal maladjustments. In the women's reformatory nothing is being done.

The kind of thing that can be done at once is to scrap all of the present procedure and begin educational work as follows:

- 1 — Base all educational work on evening work after a full day's productive work.
- 2 — Give the small group of illiterates and backward pupils over 16 at night the present continuation class group teaching but with a much better adapted course, with methods and texts that the army used for this kind of adult or such as are being used in the best night schools. Incidentally the cost of these texts would probably be very slight as the army has quantities to dispose of.
- 3 — Inmate teachers should be used far more than they are used now, and they should be given the necessary individual work and supervision to train them for teachers. For the vast majority who now receive no educational work because they are able to read, or being under 16 have reached the sixth grade, there should be definite direction and supervision to insure the habit of reading. This means, of course, a different examination which will give an index of the inmate's capacity to read

and understand and the type of reading which he can more profitably follow. Such an examination, however, ought to be given for other reasons as a guide to the state in an intelligent correctional policy.

- 4— Of all a minimum amount of reading calculated on the possibility of two hours' time every evening should be required. Selection should rest largely with the inmate, but after he has received suggestion and advice. The reading should cover a minimum respecting American history and institutions and should also be related to his work. A report of 100 or 300 words might be required on all books with credits for the length and character of the report. There might be a quarterly examination on required reading. Current events could be taught through a four-minute abstract at the evening meal, the inmate being required to make a note on return to his headquarters, or of course a small summary might be printed.
- 5— Library facilities need to be expanded and re-organized. For this work there are inmate-aides to be trained and methods of crediting to be provided. Records of individual progress should be kept. Attainment of minimum standards should be prescribed and should in all cases be insisted upon before the board of clemency considers parole. The only exception should be men excused by physicians for mental deficiency or for physical defects that will not permit reading.

If Chaplain Reed with his own overtime has been able to enlarge the library to over ten thousand volumes, almost entirely by voluntary subscribers, and to vitalize the use of it to stimulate reading while at the same time fostering the night school at the prison farm, it is clear that very extensive results could be obtained by a systematic development of this possibility.

#### MEDICAL CARE AND SCIENTIFIC INVESTIGATIONS

With one doctor to 450 patients at the various state hospitals and with one doctor at Lancaster for 1200 boys, it does not seem unreasonable to demand more medical care at present.

It is true nevertheless that there is no follow-up work just now to get periodic weight gains; no inspection as in the Army at unknown times which at institutions should come at least once a month to look over the body thoroughly including its cleanliness and condition. It is well known that certain diseases may easily develop after the inmate's proof of health on first examination. Work may bring back recurrence of venereal diseases; hernias may develop; tuberculosis and skin infections may start. Now it is not even certain that an inmate will be examined before discharge.

Although the director of the bureau of juvenile research has the training to supervise statistical studies of many kinds, particularly those relating to health and mentality, his service has not been used. This whole field is practically neglected in spite of the fact that in twenty different institutions are great numbers confined for large periods of time under constant control of the state where practically every factor affecting their lives can be segregated, analyzed, watched and tested for facts. There is much that might be learned for the safeguarding of public life and the public health and happiness if scientific analysis were organized. This does not call for any change although it will probably not happen until there is a single head.

It is true that the amount of money allowed for medical work is grossly inadequate. It is also true that the board of administration has had the facts with which to make each a convincing case for additional health funds but has failed to marshal those facts. So far as securing additional funds for this purpose is concerned, there seems no difference between a medical member and an engineering member. At the hospitals for the insane are many men who are eager to conduct scientific research. Some notable studies have been made and some are in progress. For the Dayton hospital, for example, some three hundred different patients have had surgical operations for physical causes seemingly remote from mental disease. It is claimed that 30% of these cases have resulted in cures. Your field agent talked with a woman about to leave this hospital who had not long before been diagnosed as a violently and incurably insane patient. An examination showed that conditions due to the birth of children might be the cause of her mental derangement. Her husband consented to the operation. She was apparently restored to complete normality.

Dentists at the hospital for epileptics have in specific instances apparently removed completely the immediate cause of epilepsy and certainly all of the spasms by correcting teeth troubles. Again the state dental society has been interested in making studies of the dental hygiene conditions in state institutions and will be glad to help work out a constructive program for all state institutions.

No provision has been made at headquarters for utilizing this kind of interest. Even the records required are inadequate. In other cases where institution heads have installed records essential to scientific study, they have been required to abandon them. At the penitentiary, the records of work and earnings are kept entirely separate from the records of conduct and physical condition and do not enter into the case except to determine the pay due him when he leaves the institution, when he is considered for discharge or parole. No record is kept of educational progress except for the few in institutional schools. None is kept of physical progress. Even the information which the clemency board elicits at the time of seeing men up for parole is not recorded.

In the field of insanity, feeble-mindedness and epilepsy the records can never be adequate until the state sees that facts are covered with respect to home conditions, ancestry, etc. Seeing to this does not require organization, but will be furthered by it. Other changes suggested in these reports would make it probable that the state would listen to arguments for proper facilities if they were made by responsible officers.

#### FEEDING OF INMATES

Standards are now too variable. Too much is left to the taste of institutional heads. The annual report of 1918 shows that the girls at Delaware were receiving three times as much butter as the boys at Lancaster. The women at the state reformatory who are performing no labor buy enough milk so that they can have butter twice a day while the men who work all day in the penitentiary get no butter.

The present method of dealing with the institutions, (comparing partial cost records) will never reach the trouble. In one case an institution head received credit for a long time because his cost of maintenance was low and was later found to have been grossly underfeeding his patients. The present board has not used its visits or visits by its inspectors to detect this kind of thing by inspections and to have any questions raised by a comparison of records answered by field inspection.

#### UPKEEP OF BUILDINGS

The condition of the buildings was generally good although many of them are old and far from fire-proof. The present board knows and the committees of the legislature have seen that these buildings are not only not fire-proof but in some cases are fire traps, for example, the Dayton hospital for the insane. While buildings are unsafe for inmates, it is not clear that the board need spend \$133,000 for an agricultural exhibit building at the state fair grounds unless the legislature would appropriate especially for it.

The present method of not requiring or permitting institution heads to keep telling those facts over and over again so that the public cannot help knowing them makes the appeal a closet affair between the president of the board of administration and the budget commissioner. Now and then such a fact gets before a finance committee in the state house or when visiting the institution. Experience everywhere shows that finance committees of the legislature cannot be relied upon to learn enough about and see clearly such facts. The stories should be told by institution heads, by the board in its reports, by the board in listing its needs at budget time so that the facts will get out whether the budget commissioner cares to report them or not.

It is true that now funds are voted to the board of administration unsegregated for repairs. Many new buildings and extensions have been put on where the board was free if it wished to repair or make over old

structures. This is apt to happen under a director. The best cure for that does not require reorganization, namely, requiring institution heads to tell what the public is risking when it neglects to make needed repairs. Another cure is more exacting and more frequent audits.

Where old buildings cannot be disposed of, more rigid fire prevention and inspection is possible. For example, an upper floor at Lancaster in an old type building was without a fire extinguisher. The girls industrial school was found to lack extinguishers, to have hose that could not have been run out quickly without kinking, and to have dispensed with fire drills.

At Lancaster bathing and toilet facilities are so inadequate that they are being extended. At the Girls' industrial school the water should be softened even at the cost of saving somewhere else or at the cost of a specific appropriation for that purpose.

#### INSTITUTIONAL DISCIPLINE

The discipline of a number of institutions was found to be good, taking into consideration the facilities available and traditions of the institutions. The state board of public instruction reported that the discipline at the Girls Industrial School was of a high order. At both the boys' and girls' school your reporters felt that the discipline was too rigid and that the modern principles of self-government and pupil initiative should be introduced. At Lancaster there is military discipline with continuous marching and rigidity and silence at two details a day where while coming from and going to school or work boys must stand in the large basement waiting to be counted. Other institutions assign their details in other ways and find it advantageous to relax this rigidity. At the time of our visit there was a case of "nerves" at Mansfield and a generally hectic condition, due to inadequate salaries, insufficient force, and frequent turn-over of employees.

#### INSTITUTIONAL WORK

Where work was going on it was being done in a satisfactory way as to spirit prevailing, attention to work and output. There is, however, nowhere near enough work, particularly in the penitentiary, at the women's reformatory at Marysville and the men's reformatory at Mansfield. There is nowhere near enough out-door work and gardening at either of the industrial schools. More and better work could be done if more skilled permanent help were available. This is not a matter of organization but of budgetary provision. Instead of having guards in shops who have no knowledge of the trade, it should be possible to engage as guards men whose salaries could be put into costs of operation because of their help in bringing out abilities of the men. It is quite practical to find such ability together with the rather meager qualifications of a guard.

If the accounting were on the right basis the additional capacity required in teacher-guards would be included in the cost to patrons of these industries who would still get their product at less than outside market rates. An attraction of this plan would be that instead of guarding being a blind-alley job, success in this work would lead to promotion for men upward through supervision of industries instead of the present deadening effect of remaining just guards.

This question of personnel is extremely important at this time because at all institutions morale was at an abnormally low point largely due to the fact that there were too few workers or below par workers. It is very costly under a civil service law to take in workers who are below par because after they get into the organization it becomes almost impossible to raise the standards. The present board has convinced the emergency board that steps ought to be taken and that institutional work is menaced by too low salaries. It has not begun to give to the general public the appreciation of issues involved. It has not made clear the danger of taking in incompetent persons. This board or the director, who should succeed it, should insist upon making only temporary appointments until qualified workers can be secured.

#### THE STATE SCHOOL FOR THE BLIND

This institution had in 1918 a very high per capita cost of \$647.47 for a population of 239. This cost does not include holidays when students go home, nor clothes and medical care paid for by families.

One item of expense, that of six regular laundry employes and 13 helpers on day wages is questioned. This work used to be done by women of the penitentiary. The claim was made that there was always trouble, it was not well enough done, clothes were lost, etc. Officers of the various state institutions for whom this laundry work is done prefer the results of workers under better control.

It is regrettable that with all the institution labor in the penitentiary and the institution for the feeble-minded and the hospital for the insane right in Columbus, it is necessary to hire 19 different people to do this laundry work. The possible saving here alone would far more than meet the entire cost of the field studies made by your committee.

#### MISCELLANEOUS FACTS AND SUGGESTIONS

It is assumed that your committee does not wish detailed reports on visits to all institutions. Robert Rosenbluth, an engineer and forester, the organizer of New York City's Hampton Farms Reformatory, Captain of Engineers, A. E. F. and an experienced investigator, reported in detail on a number of these institutions. A few results of these visits are added here to those given above in greater detail for the purpose of emphasizing the importance of a single responsible head who will consider the

direction of Ohio's welfare institutions as a great professional obligation and opportunity.

## THE PENITENTIARY

- 1 — 20% of the penitentiary inmates are out as trusties; the warden believes it will be safe to place out as many more in barb wire stockades so that overcrowding could be entirely eliminated. This would remove about 450.
- 2 — By such step work enough could be provided so that there would not have to be 247 men in the idle house and effective idleness of about 400 men. Nor would it be necessary to lock up men in cells from 4:30 P. M. to 6 A. M. without recreational or educational direction.
- 3 — The chaplain says twice as many men would like to have schooling at the penitentiary as it permits; teaching is by inmates mostly; teachers spend their time censoring mail chiefly; in school 227; both chaplain and warden would like to see required reading and night school.
- 4 — All of kitchen and dining room workers except the steward and two guards are inmates.
- 5 — Now a man may be paroled who has not saved \$10 or enough to reach his destination, in which case the state contributes the difference. The warden believes that larger earnings should be required on parole so that at least every man will have \$20 of savings to be held as an inducement to stay straight if parole is forthcoming.

## STATE REFORMATORY FOR MEN

- 6 — At the state reformatory for men at Mansfield at time of visit, January 10, 1920, there were 1650; of whom 116 were sleeping out on honor; 608 cells were occupied by two men, making 1216 or three-fourths double celling.
- 7 — All of the solitary cells were filled; they are used cruelly; men have to stand all day in a narrow barred cage just about big enough for them to stand in; which cages are attached to the barred doors of the cell except for three visits by the guard when they are given bread and water and allowed to go to the toilet; they are not otherwise allowed to relax in any way. The guard stated that sometimes, though not often, men were kept that way from one to two weeks. Many other methods of inflicting justifiable punishment quickly and fairly exist. To such other methods, all but the mentally accountable will respond, especially if direct relation is established between parole and earnings, etc. Here no method exists for distinguishing between the responsible and irresponsible.

- 8 — 18% or nearly one-fifth had previously been at Lancaster; 8% had broken probation; 15% had broken parole.
- 9 — At least 500 of these inmates could be housed in dormitory accommodations inside the prison yard.
- 10 — During the war large numbers were worked out on honor and successfully.
- 11 — 500 men were not being worked for want of facilities, that is, 500 days' work lost each day.
- 12 — The superintendent believes that more expert civilian help would increase both the quality and quantity of products.
- 13 — Classes are few and crowded; schools are held in the daytime; text not allowed to be taken from schoolroom; it was here that a boy who had finished the fourth grade before coming in was assigned to the third grade.
- 14 — Only 91 employes there when 110 were called for; the turnover each month is from 20 to 30.
- 15 — Printing called for by various state colleges calls for odd sizes and paper of too high quality. The institution could not easily prevent this because its accounting system was inadequate.

## INDUSTRIAL SCHOOL FOR BOYS

- 16 — At Lancaster industrial school for boys there was general overcrowding. In one dormitory two boys were sleeping on mattresses on the floor.
- 17 — Toilet facilities are quite inadequate; plans are being made to change.
- 18 — Ceilings were in bad repair.
- 19 — Fire hazards are great.
- 20 — Discipline is military throughout and too rigid.
- 21 — Baths are required twice a week.
- 22 — Waste of bread is encouraged by placing all the bread and the same amount for each boy on the table. If one or two pieces less were placed there with second helpings if desired, a considerable saving would result.
- 23 — The hospital cases were eating in the pantry because of lack of accommodations.
- 24 — The teaching the last two years, the superintendent says, has been poor because they could pay only from \$30 to \$50 a month.
- 25 — Between 350 and 400 boys get no schooling whatever, which should not be continued.
- 26 — Boys who work all day around the barns and the poultry do not have the ready access to books in their own subjects; nor is there required reading in connection with their work and

- otherwise. See above suggestion as to direction of reading in all correctional institutions.
- 27— There are only three parole agents for 1000 cases.
- 28— The superintendent in charge of discipline and parole says that "the credit and mark system is more or less a farce". The record is mostly negative.
- 29— Of 1000 original commitments in 1918, 155 were parole violators and 188 were recommitments for crimes; to whom should be added some who have gone to other institutions as to Mansfield.
- 30— Probation by the courts is entirely distinct from the institution so much so that records do not show whether the case has been on probation before it comes to Lancaster. No study is made.
- 31— This school has refused to allow the bureau of juvenile research to come in and examine children who are there and the board of administration has supported that refusal.
- 32— Because of crowding the period of attendance has dropped from 12 months to eight months. No evil effects in the way of gross violations have been noted. This raises the question whether reducing to six months would be safe and to four months, and further the question as to this being the way to deal with any considerable number of boys.
- 33— Nothing is done to tie up what happens at the institution, or what happens before coming to the institution, with the work of school systems and attendance officers outside.
- 34— Conditions of overcrowding are such that Ohio should experiment under the present organization by placing out large numbers of these boys on honor in selected families as soon as their cases have been carefully studied by the bureau of juvenile research and the superintendent; also with a reduction in the time to four months or one school term.

## THE STATE REFORMATORY FOR WOMEN

- 35— The state reformatory for women is cited by Mr. Rosenbluth as a horrible example of how not to proceed in the development of state institutions. Built at an exceedingly heavy cost of \$317,000 for building, it was soon discovered that the number of cases which the courts committed were few. Therefore, the governor opened the institution for indeterminate sentence for misdemeanants as well.
- 36— The trouble is that the large staff required to run the plant makes a tremendous overhead expense. In 1918 it cost more to keep an able-bodied woman at this institution than to care for three sick patients at one of the hospitals for the insane.

- 37 — There is practically no work.
- 38 — There are no educational facilities except that some schooling is given in the winter for illiterates.
- 39 — The library is small, the gift of some women's clubs.
- 40 — There is no medical room; the operating room is screened off by sheets.
- 41 — Conditions reflect clearly the outspoken distaste of the board of administration and also the inadequate planning before the project was initiated.
- 42 — Evidences of neglect by the board of administration include an unsanitary break in the "guaranteed" flooring which has been neglected for many months; steers are kept outside without shelter.
- 43 — About 40 to 50 girls are working out on honor and their earnings come to the institution in trust.
- 44 — The living is out of proportion to other institutions; for example, as already cited, butter twice a day even though there is no dairy herd.
- 45 — The superintendent says that 1500 women should be here. The board of administration says that the only way to keep 150 there is to open the door to misdemeanants and to work-house cases. These issues can easily be tested. Such a study should be made as above suggested, and unless a case can be made out for the institution the ground should be reserved for another institution and felony cases returned to the penitentiary farm.

#### STATE HOSPITAL FOR THE INSANE

- 46 — The state hospital for the insane at Columbus occupies 304 acres in the city of Columbus situated between a trolley line and two main railway lines. About one-third or 100 acres are farmed chiefly by 150 to 200 inmates.
- 47 — There seems no reason for retaining so much land. There is plenty of room for isolation and expansion so that some of the land might be sold at a high value, perhaps \$1500 an acre. If claimed that the land is necessary to keep the higher grade patients employed it would be more profitable to have simple shacks for them on the feeble-minded farm.
- 48 — The coal consumption is 59 tons a day. Perhaps the reason is failure to have it carefully tested.

#### PERSONNEL

- 49 — Personnel at institutions is at a low ebb in number and quality; salaries are too low.

- 50— Without waiting for reorganization a plan should be submitted in combination with other state institutions for
- (1) Pension.
  - (2) Life insurance on the group plan.
  - (3) Industrial insurance.
  - (4) Housing facilities at fair rentals, a provision which unquestionably the state must make if it is going to keep its staff recruited with desirable workers.

## MISCELLANEOUS

- 51— In the reformatory institutions and penitentiary study should be made at once of all those whose crimes were directly the result of drunkenness at the time of admission and the board of clemency should be asked to consider where the law permits, and the legislature should provide where present law prohibits, the parole of all such cases.
- 52— All plans for expanding correctional institutions should be checked until after it is seen how prohibition affects the number of commitments.
- 53— The law should remove the minimum sentence and leave it with the board of clemency to give shorter terms.
- 54— So great is the danger of inflicting injustice by visiting paroled men at their places of employment, a practice which the board of clemency says has thus far worked to mutual satisfaction, that the law should require a careful record of every such visit. It should not be possible to subject any Ohio ex-prisoner to prosecution and threatened loss of job.

## SUPPORT DEPARTMENT OF BOARD OF STATE CHARITIES FOR INSTITUTIONS UNDER THE BOARD OF ADMINISTRATION

- 55— Has 4000 cases a year for a director and five men in the field and office.
- 56— Large numbers require no visiting as they voluntarily sign agreement to pay.
- 57— Maximum charge of \$3.50 per week for the insane and epileptic was fixed before the cost of living had risen. For the feeble-minded it was raised in 1919 to \$3.15 per week. As this is paid to counties it should be fixed at actual cost which is much higher than \$3.15 per week. This is the type of condition that should be corrected as the result of state auditor's inspections.
- 58— At the state sanatorium for tuberculosis the amount is fixed by the head of the institution which is anywhere from \$5 to \$25 a week. They are classed as pay-patients and no further

investigation is made. Where a state has a field staff for inspection the determination of this amount should not be left to a superintendent lacking means of examination.

- 59— The three field investigators and the chief travel all over the state without districting, a condition which should be corrected whether or not this work is transferred to the board of administration as recommended.
- 60— If counties were held responsible for collecting from the insane and epileptic where now families are visited directly by the state the expense of this support bureau to the state would be almost entirely eliminated for its work with them should be auditing rather than inspecting and collecting.

#### INTERVIEW WITH BOARD OF ADMINISTRATION

The board itself feels that the Marysville reformatory for women is unnecessary and an unwarranted expense; that the few women felony cases can be taken care of elsewhere so that their work would be useful. They plan to have these women transferred to the penitentiary or to a separate building of the new prison farm and to develop on the present site a school for the deaf and dumb, thus releasing the present building and site in Columbus for other purposes. They believe they can save money while at the same time doing much better for the deaf and dumb.

They lack, however, the basic facts about the number of women who are eligible to the reformatory. They cannot prove that the institution is needless and that the superintendent is incorrect when she says that there ought to be 1500 women there.

The board admits that accounting statements on manufacturing industries are incomplete; has never contemplated including prisoners' compensation and guards in the cost of production; agrees that the farm capital cost should be accounted for the same as in a manufacturing industry; wants more margin to expand industries but admits that it has had general rather than exact information; also admits lack of educational scientific work but says this is due to lack of appropriation and would like to do more; has, however, had no definite program; deplors present lack of medical follow-up; deplors lack of adequate medical attention in the hospitals and says that Ohio's 450 patients to a physician is three times that of Massachusetts.

#### COMMENTS BY THE STATE AUDITOR

At present the appropriations and practice of the office permit a visit to state institutions but once in two years.

Reports show that accounting and other beneficial changes recommended have generally been made although several of the violations have continued such as the excessive local purchases at the girls industrial

school and shortages in stores. There is no indication that the auditor has insisted upon an accounting for the industries including the farms which would give all of the cost to the state. He recalls that he has not been given funds for installing accounts and that the legislature has discouraged reports by him not limited to conventional audits.

The casual inspection which the auditor makes at biennial intervals have never failed to discover many lacks and leaks which the auditor's office feels the inspectional service of the board of administration should certainly have discovered and many of which should never have occurred.

Examples cited include these:

- 1 — 55 steers at Marysville women's reformatory in midwinter without shelter.
- 2 — At Gallipolis hospital for epileptics a \$1200 coal crusher was found in September, 1919, unloaded the preceding February and left out in the open unused because it was found that outside help would have to be hired to run it.
- 3 — Also at Gallipolis a \$2800 water softener was found after delivery to be found unnecessary and unusable because they could buy city water cheaper.
- 4 — At the Athens hospital for the insane, although there is coal on the property, the institution hauls by truck from the other side of the river all its coal and other supplies as there is no railroad on the institution side.
- 5 — At several institutions the costly practice of buying burial plots in local cemeteries is continued when ample lands and opportunity exist to create a cemetery on institution grounds.

In many other sections and reports different suggestions have been made for the development of the operation audit. The auditor of state should be given funds enough so that operation audits will be made oftener than once in two years. It is suggested that all reports of audits be filed with the governor as well as with the director of administration or board of administration and institution head.

Furthermore, to emphasize the auditing function of a properly working state board of charities **it is recommended** in a separate board that the unpaid visiting and recommending welfare board be appointed by the auditor instead of by the governor whose appointees' work is to be inspected.

# THE OHIO BOARD OF CLEMENCY

By WILLIAM H. ALLEN

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The Ohio board of clemency consists of two members named by the governor as his personal representatives in investigating appeals for pardon and parole. This board concerns itself with the penitentiary, the reformatory for men at Mansfield and the reformatory for women at Marysville.

While technically part of the governor's own office, the board of parole has its headquarters in the penitentiary, a ten-minute walk from the executive office. This is a suitable arrangement.

As a matter of organization it is not desirable to change the governor's relation to this board or the number of the board or the board's relation to the institution whose inmates it must study. The reason for continuing the board of clemency in the executive office rather than as a branch of the board of administration is that this is in no sense an administrative body so far as the correctional laws are concerned. It is a listening and studying body which serves as eyes and ears for the governor. Properly used it increases the chances of justice for inmates of the penitentiary and the two reformatories, and while saving the executive's time enables him to give discriminating audience to legitimate and illegitimate appeals without jeopardizing other state work or the administration of penal and correctional laws.

There is one serious defect in the organization of the clemency board for which no workable remedy is in sight, namely, it is no one's business to review the work of the board of clemency. The governor is responsible. He accepts or rejects their recommendations. Theoretically he audits their methods and results. Actually he is influenced by their presentation oral and in writing. He has not the time to test the thoroughness of their investigation or the soundness of the method which they use in keeping track of persons on parole, of supervising and testing parole officers, and of using their knowledge to secure improvement in prison and reformatory methods. Yet their work ought especially to be subject to outside and independent audit. In the Ohio organization the only agency that may properly be charged with this special responsibility is the reorganized board of charities which is recommended. **It is suggested** that the law creating a new board of charities should specifically charge it with responsibility for analyzing the work of the clemency board and of reporting upon it annually to the governor and biennially to the governor, legislature and public.

Another weakness in the situation needs comment but would probably be better left upon the executive shoulders, namely, there are no qualifications in the law for members of the clemency board. This is so peculiarly a position of trust that any interference with complete freedom in the executive choice might easily do more harm than good. Heretofore the governor has named men inexperienced in reformatory, parole and probation work. Instead he has chosen newspaper men until in 1920 he filled a vacancy by naming the commissioner from another state department. The best way to improve this condition is to secure through the board of charities and the voluntary council of social agencies public discussion on parole methods and results. The executive, however, can accomplish much by requiring of each new appointee that he give early evidence of having studied the past methods of the Ohio board of clemency and the methods and discussion in other states.

In the administration of the law there are two or three forward steps that even an organization study shows are desirable:

- 1 — **More specific reports should be required, containing more definite information and more comparative information.**
- 2 — **It would save in a large number of cases one month's time for inmates and one month's cost to the state if the investigation of cases eligible to parole should begin in the eleventh month before legal eligibility.** Now this investigation starts at the beginning of the month when they are eligible to leave. It takes about a month from the day when a name automatically comes to the board until it can dispose of the case. By advancing the board's part one month it can make the period twelve months instead of thirteen in a very large number of cases.
- 3 — **The supervision of men on parole which technically belongs with the heads of the three institutions served by this board is inadequate.** In the first place, there are altogether too few parole officers. In the second place, the information which they are required to supply is inadequate. These conditions can be changed by higher exactions on the part of the board of clemency.
- 4 — **The work done at the two reformatories at Mansfield and Marysville is done too hurriedly to be thorough.** In fact, the board reports that it acts with little challenge upon the recommendation of the heads of these two institutions. It would not do this if it lived in the institution. The fact that Mansfield is an hour's ride and Marysville two hours' ride ought not to be allowed to interfere with the thoroughness of this parole work. The board writes that it spends each month 3, 4, or 5 days at Mansfield and but one day at Marysville.

What this means may be judged from the following figures. Upon one day's study and interview interrupted by meals and amenities, of course, there were paroled in 1919, from Marysville 24 in January, 20 in April, 20 in June, 11 in December, 9 in March, 8 in July, 7 in February and November, 4 in September and October. In 3, 4, or 5 days each there were paroled from the reformatory at Mansfield 108 in March, 105 in April, 96 in January, 82 in June, 81 in July, 77 in February, 60 in May, from 40 to 44 in November, December, and September, and 34 in October.

- 5—Instead of increasing the number of the board, **provision for increased visits to institutions and increased interviews of inmates should be made by giving the board more inspectors.** By working arrangements with the institutions and by improving the technique of securing information it will be possible to use men already on the staff of each institution.
- 6—**Best practice in other states should be studied by the clemency board.** "We have no comparisons of methods in Ohio compared with other states", the board wrote. The Legislative Reference Library would gladly and cumulatively secure information from all states where there are parole boards and place Ohio's board of clemency in position to analyze better its own practices and to benefit from the practices of other states.
- 7—**Analysis is needed of Ohio's problems and practices.** With offices in the penitentiary and branches in the two reformatories it has not seemed advisable to build up special systems of records. It will be easy, however, through a system of tags and devices that have proved their worth, to keep a current record of work done by the board of clemency and of correctional problems in Ohio which will be invaluable to this board and to the state. Standing as it does at one gateway and reviewing as it must the inflow at the entrance gate, this board should be able to tell Ohio where if at all its program for preventing or reducing crime is breaking down. It should be able to give the governor invaluable advice. Such program it has not yet undertaken. It has not sought the information with which to understand the volume and complexity of the problems which clear through its office. It can throw no light upon the effectiveness of the probation system in the county courts. It states that it does not know what proportion of parole breakers have been returned by institutional parole officers, by probationary officers in counties or by police departments. As a

next step **it is suggested** that this board be held responsible for formulating a method which will enable institutions and county courts to work together for far more effective parole and for helpful interpretation of causes and promulgation of remedies in the field of correction.

- 8— **In deciding whether to parole or to delay parole the board has not yet insisted upon evidence of physical soundness or of minimum educational attainment.** It is suggested that a parole policy be adopted, that as far as the law permits it to decide no prisoner shall be paroled who has not learned to read and write, and that no prisoner suffering from a curable disease be paroled until the penitentiary or reformatory has done everything possible to cure such disease,—subject of course, to time limit of fixed sentences.

In paroling a prisoner effort is now made to secure him a position, to encourage and help him while holding the position, and to delay parole until he has obtained a position. While recognizing that many prisoners in the penitentiary and many inmates of the reformatories are just as ready for parole in the eighth month as they are at the twelfth, the board of clemency has neither recommended a modification of the law nor helped work out a method of acting within the law to reduce the cost to the state, to reduce congestion in the institutions and to help inmates. At the women's reformatory women are being placed on farms not on parole but on their honor. Their earnings come back to the institution as trustee and finally to the inmate. Technically this practice conforms with the law. The prisoner is not on parole until after the twelfth month. Actually she is at work on an honor job long before the twelfth month. **It is suggested** that the board of clemency investigate this method and either foster it within the present law or urge an amendment in the law giving discretion to the institution heads and the board of clemency to recognize exceptions when it is entirely compatible with the best interests of the state to place prisoners on parole earlier than the thirteenth or twelfth month.

The board of clemency has no jurisdiction whatever over the parole system of the two industrial schools, for boys at Lancaster and for girls at Delaware. It is not advisable that this board be given charge of such parole. It should, however, be required to investigate the methods, standards and results of parole at these institutions. **It is recommended** that a law be enacted which will give it such powers. In this way the board will learn much to the benefit of its work and for the assistance of the industrial schools while gaining light upon the gap between what courts and probation officers might be doing and what they are actually doing to prevent crime and to restore violators of law.

# OHIO SOLDIERS' AND SAILORS' ORPHANS' HOME

By WILLIAM H. ALLEN

In November, 1918, the home which Ohio conducts at Xenia for orphans of Ohio soldiers and sailors registered 662 children — 343 boys and 319 girls.

For this school and home the state has appropriated \$236,000 for 1921 — \$93,000 for personal service, \$105,000 for supplies, \$38,000 for other maintenance charges, and if the legislature does what is obviously needed for teachers and matrons \$20,000 more must be added, — without increasing the number of pupils registered.

From September, 1913, throughout August, 1917, the home graduated 46 children from its high school.

Among high spots the following should be mentioned:

- 1 — Every boy or girl must take hand work and vocational work as well as academic studies.
- 2 — The printing, including the annual report, is done in the print shop as part of the educational work; the home weekly of four pages is also put out from this print shop.
- 3 — The annual homecoming or reunion of alumni, paid for by the school, is a commendable effort to keep the school idea rather than the orphan home idea in the foreground; it is unfortunate, however, that only 150 of the alumni express interest by paying for the home weekly.
- 4 — A fire drill observed by unannounced visitors emptied the school buildings promptly and brought volunteer firemen to their posts.
- 5 — Dental attention is provided and work done is reported.
- 6 — There is a resident physician.
- 7 — Much progressive work was observed at the school, including for example, attempts to compare the progress and attainment of pupils with those of other public schools by means of standard measurements, and the instruction in stenography.
- 8 — The home superintendent's wife, whose title is matron but who is actually superintendent with respect to matters educational and domestic, has rare ability for this kind of work; vastly more use could be made of this ability if she could see leading schools of the country, private academic schools, public industrial schools, etc., as well as orphans' homes.

- 9—The superintendent's personality and business interest are high spots from which far more could be realized for the benefit of children if he also could see best practices in other institutions, if he had current literature of institutional management, and if he had the benefit of such help and supervision as a director of welfare administration and the state superintendent of public instruction might give.

Of 88 counties in Ohio 23 counties had no pupils registered; nine counties had one; nine counties had two; eight counties had three; five counties had four. The counties within a short ride of the home—Montgomery, Greene and Clark—had 245 children or over one-third the total for the entire state.

Less than half of the children received are orphans. Of 116 children received for the last fiscal year ending June 30th, 1919, the fathers of 25 were living, the mothers of 25 were living, both the fathers and mothers of 53 were living. The facts as to the total number during the last several years or at any one time, who are neither orphans nor half orphans, are not known to the institution.

There were two cases each of five and six children from one family; seven cases of four children from a family; ten cases of three children from a family; twelve cases of two children, and twelve cases of one. Of these 45 families in only five cases of 13 children are the father and mother both dead; in 9 cases of 25 children the father only is dead; in ten cases of 25 children the mother only is dead; in 21 cases of 53 children both parents are living.

Back of this school there is an enthusiastic clientele of former soldiers and sailors. Alumni, especially those who have succeeded, are apparently anxious to have the school continued. Because this school was started by the Grand Army of the Republic there are in all parts of the state loyal friends of the G. A. R. who would jump to the defense of this school against any unfair criticism. Unfortunately this loyalty to the original idea has not as yet taken the form of securing progressive improvements in the facilities and the instruction at the school. An obvious next step is to see that the G. A. R. and the new American Legion have the facts about the original purposes and present practices of this home.

The small number of counties represented, the small number of families represented, and the large proportion of children who come from families where both parents are living, show that this orphans' home is not primarily a home for orphans; is not available to a large enough number of eligible children; and is not, in fact, the kind of institution which the law intended when it prescribed the following conditions for admission:

"The trustees are authorized and required to receive into the Home under such rules and regulations as they adopt, the children and orphans residing in Ohio of such soldiers and sailors who have died or may hereafter die by reason of wounds received, or disease contracted while serving in the military or naval forces of the United States; that are found to be DESTITUTE OF MEANS OF SUPPORT AND EDUCATION; and the children also of permanently disabled or indigent soldiers and sailors of said service found DESTITUTE as aforesaid."

If the children who are now in this home are eligible to the home, there are also enough other eligible children in Ohio to fill twenty such homes. If Ohio is not prepared to give the same treatment to all eligible children of soldiers and sailors, it is not fair to maintain a school for an infinitesimal fraction of those children. Now is the time to face squarely the question whether Ohio will continue to discriminate in favor of a small number or will give free education and home to soldiers' and sailors' children generally wherever the simple requirements for admission are met.

A special reporting on the physical education, outdoor play, and social training of these children was made for your committee by Miss Marie M. Weber, at the time director of physical training for the War Camp Community Service of Columbus. Miss Weber's report is given briefly in her own working notes:

- 1 — Physical training is given in the school room, not outdoors, the reason given being that the children might run away if given physical training outdoors. (The physical training teacher frequently referred to this as an ever present danger. The superintendent admitted that it occasionally happened but that he considered it natural.) Children are not even taken to the assembly room which has quite a large floor space and a few pieces of small apparatus for a gymnasium,— again for fear there might be attempts to escape.
- 2 — The training consists of one 30-minute period once a week — ten minutes on arm and leg exercises to develop grace, ten minutes in skipping and running, and ten minutes on expression for the purpose of using gestures.
- 3 — The teacher is not interested in physical education, but teaches it from necessity. She not only does not like to do it but considers that she is not equipped for it. She is not trained for it; she lacks knowledge of purpose and methods. Her chief interests are dramatics and dancing. She is a very good dancing teacher.

- 4—Attention is paid to posture.
- 5—Windows are not opened during exercise periods. During the visit children were scolded for opening windows on account of the heat.
- 6—High school children do not have physical training, "as their time is all taken up with their other studies." Older boys have a basketball team but no provision is made for the inexperienced boys or for the girls.
- 7—A dancing class (folk and æsthetic) was started for the girls and met once a week for 45 minutes after school. It was stopped after two lessons because the girls practiced some of their dancing steps out of class and the older members of the faculty disapproved.
- 8—There are no hikes, although the home is out in the country. The reason given is that there is no one to take them and they might run away.
- 9—Tennis, volley ball, baseball, captain ball—none.
- 10—Swimming: none except for boys on special occasions in summer. They are then taken to the creek.
- 11—Interclass contests—none. The reason for this is that they play no games.
- 12—Physical examinations are not given except upon entrance to the institution. The teacher reported that the superintendent does not see any value in them. (Entrance examinations are not complete enough.)
- 13—Recesses: none during school. Directly after school until the evening meal children have domestic duties.
- 14—Playtime is from 6 to 7 P. M. During this time they have someone to watch them but not to teach them. In winter this play is in the cottage, the only time they have for conversation.
- 15—Playgrounds are in a run down condition. Several pieces of apparatus that could be used to advantage are out of order. There are chinning rods in excess considering the lack of other playground equipment.
- 16—The playground equipment for large boys consists of chinning rods, two sliding poles, two baskets, one pole for giant stride that is not in use because out of repair; for small boys a teeter board, two rods for swings but no swings, and chinning rods; for girls four rods for swings but only one swing, two sliding boards and two teeters.
- 17—The armory and drilling room equipment consists of boys' basketball and a large floor space for drilling in winter. The drilling is under the supervision of a United States major, and

- takes place after school three times a week, except that boys march to and from school in military formation.
- 18— Of social training there is none at this school, except a very little in the senior year, according to the matron. Boys and girls are kept strictly apart at all times; they do not meet the opposite sex socially except at school. They are not allowed to have dancing or any social entertainments; within sexes they are not allowed to converse during meals; a matron at each table maintains discipline and serves food, in a motherly way. Teachers know very little of the life of the children outside of the school, for they eat in a separate dining room and live in separate houses and have no responsibility whatever out of class.
- 19— Of music each child has two periods a week, the length of period varying with the grade; in the lower grades fifteen minutes and with high school students forty-five minutes. Opportunities for community singing are lacking.
- If Ohio continues this home it is recommended:
- 1— That effort be made to place the facts about education and free board offered before all soldiers and sailors in Ohio. This should be done not only once but repeatedly. Similarly, such facts should be repeatedly called to the attention of public schools, churches, probate judges, other public officers and private charitable agencies;
  - 2— That the management of the home be transferred from its present board of five trustees to the recommended director of welfare administration, for reasons stated in the special report on the board of administration;
  - 3— That responsibility for visiting, examining, and publishing facts about the school and its budget estimates be lodged by law with the proposed Ohio board of education;
  - 4— That the law prohibit the reception at this school of feeble-minded or other sub-normal children and require the certification of sound-mindedness by the bureau of juvenile research (now attached to the board of administration) before the authorities may receive a child;
  - 5— That all children at present in the institution be examined by the bureau of juvenile research with a view to eliminating from this school the fifty to one hundred children who are feeble-minded or seriously sub-normal. While the parents of children who need to be eliminated may regret such action it is clear that the state of Ohio has absolutely no right to place sound-minded boys and girls of heroic soldiers and sailors in day-and-night contact with sub-normal children. The parents of unfortunate children can also be shown that it is quite un-

- fair to those children to have them in a school and home that is not intended or equipped to do what is necessary for them;
- 6— That instead of maintaining its own high school the children be sent to the high school of Xenia, and that the state consider having at least upper grade grammar school children given the benefit of normal school surroundings and exactions, in the Xenia schools;
  - 7— That special effort be made to inform the local chapters of the Grand Army of the Republic and the American Legion as to the program and practice of this school and of any new proposals regarding it that may be made.

Reasons for the above recommendations are given in each of the following facts:

- 1— The home itself is now very much an orphan as an institution, even if it is not a home for orphans.
- 2— It does not get the hearing that it deserves from the legislature or the public.
- 3— Its methods of describing its work and studying its problems are not up-to-date, except in part of the school work where modern methods are being used.
- 4— It makes no attempt to keep follow-up records of all its former pupils: it knows about striking successes, of whom there are several. It has an alumni day for which it pays expenses. But these are by no means a substitute for a student accounting.
- 5— Its boys march to school, the older boys in military formation, the younger boys trailing along but in formal squads; the girls all go together in a long line.
- 6— The girls are in uniform aprons, even to the upper high school years.
- 7— Conversation at meals in the central dining hall is said not to be prohibited but it is sufficiently discouraged that it does not take place — obviously an educational opportunity lost; the reason given is that it would make too much noise, which reason has been abandoned by progressive children's institutions.
- 8— There is no kindergarten for the children too young to attend school: they are divided among the different cottages and are taken care of by the matrons during school hours and by the older girls at other times; at meals some of the younger boys are cared for by the older boys.
- 9— The physical education is quite inadequate, as previously summarized.

- 10—The management is not familiar with the management of similar institutions either by observation or reading, although of capacity and temperament which would greatly benefit from attending conferences and visiting best institutions.
- 11—Conversation in the cottages is prohibited except at the free hour.
- 12—By 1913 three different trustees, according to the auditor of state, had automatically resigned from the board by absenting themselves three times in succession from board meetings without being excused.
- 13—A fire menace, a wooden building, is continued, although the auditor of state has recommended that it be moved to another location where it cannot endanger other buildings.
- 14—The board apparently pays no attention to the recommendations of the auditor of state as to improving methods and facilities for doing the school's work.
- 15—The annual report gives no indication of attention by the trustees to the problems that the school has to solve, and is quite seriously deficient as an educational report; of pages 16 to 55, less than one page is given to schools, including nearly twenty pages of disbursements that are of no use to anybody.
- 16—The school teachers have no responsibility whatsoever after school hours.

If this school is continued it would be possible to correct many of the foregoing deficiencies. More normal living is possible and desirable without additional expense. Young children need not go to school in squads. Recesses will help the school work; free playtime will promote health and increase interest in schooling; physical training can be so attractive that children will not be tempted to run away; outdoor gymnastics and interclass contests are practicable; there should be continuous physical supervision and repeated re-examinations; it is not necessary to have so complete a divorce between school and after school time; salaries should be such that all the matrons and school teachers will be the best that can be had and will take interest in most progressive institutional methods.

But does Ohio wish to continue this particular method of expressing its gratitude and obligation to soldiers and sailors? The state is not ready to answer that question. It is, however, ready to ask it and to start discussion of it.

It is recommended that the legislature of 1921 ask the state department of public instruction and the Ohio board of state charities, with the help of one person each to be named by the G. A. R. and the American Legion, to have this institution visited and carefully studied, as a

home and as a school, and to report back to the legislature what if any modification in the present program should be made.

The opportunities given at this school are very much less than those in or near the home towns of the overwhelming majority of pupils in this school. With all the facts before them the members of the Grand Army of the Republic and of the American Legion would undoubtedly decide that there are many other ways of helping children of destitute or needy or otherwise unfortunate soldiers and sailors that for the same money would reach a vastly larger number of children and would give those reached vastly larger benefits.

# CITIZEN CO-OPERATION NEEDED BY DIRECTOR OF WELFARE ADMINISTRATION

By WILLIAM H. ALLEN

In a state which has centralized its welfare administration by substituting single heads for boards, and few departments with far reaching powers for many independent departments, there is danger that government organization will become first unaware of and then indifferent to best informed public opinion.

The public that is interested, and may be further interested, in the state's work for health of mind and body and attitude in hospitals, industrial schools, reformatories, and penitentiaries is of two kinds: **those who have direct personal relation with the institutions and with law enforcement; and those whose interest is in the public welfare rather than in themselves or relatives.**

So long as the first class exists in such large numbers as are directly concerned in Ohio's management of 23 institutions having 25,000 inmates, it will not be easy for institution managers to perpetrate gross abuses. If this personal interest were organized it would be all the citizen interest that is needed. Such direct personal interest, however, is isolated, unorganized and too personal to become an important factor in shaping and leading a public demand for better state-wide conditions and more progressive management of institutions.

**It is the second class, the persons whose interest is public not personal, that is capable of organizing itself, of analyzing present methods, of challenging present results, of circulating higher ideals and pertinaciously demanding improved methods and enlarged programs by state officials.** Persons that have no friends in hospital or prison feel freer to demand and keep on demanding such management of state institutions, and such use of their lessons, as will eradicate or greatly reduce conditions that make for mental disease crime and poverty.

For mobilizing this second class of citizen interest and for using the suggestions and complaints, the griefs and hopes of the first class, Ohio has not yet sufficiently organized. There are many private charitable agencies extending now even to rural counties. The State Council of Social Agencies contains in its membership leaders from the most active private agencies concerned with social work and can be of invaluable aid to state officers and the public. There is finally a state Social Welfare Conference, the importance of which has been recognized

in laws that permit county and state institutions to pay the expenses of workers who attend these annual conferences. Universities, normal colleges and public schools have shown a desire for more knowledge regarding social work and more opportunities to train young people to think straight about social work and to participate in it.

**With these agencies the welfare administration has not yet established sufficient definite or helpful relations.** Officers of state institutions are not in the habit of attending or benefiting from the state welfare conference. Nor have they been fostering and using the interest of private agencies and citizens in their needs. While university visits have been welcomed and in a few cases active help has been welcomed, there is a vast store of helpfulness by university and normal colleges which a director of welfare administration should tap and apply.

**To emphasize the helpfulness of civic interest to the official management of state institutions and to emphasize and advertise the obligation of these agencies to act independently of personal relations with state officers, it is recommended:**

- 1 — That the state board of charities or state welfare board recommended elsewhere **attempt to organize for asking, securing and using more frequent and more definite suggestions from all private and public agencies connected with welfare work.**
- 2 — That the state board of charities or state welfare board be recognized in the law as **merely one of several agencies** instead of as the principal directing agency of the state welfare conference and that the conference be free to select a secretary other than the state board's secretary.
- 3 — That a law be passed stating **explicitly that citizens may have access at all reasonable hours to all official records of public welfare agencies including the state agencies and state director of welfare administration;** and that if such records are refused a citizen or citizen agency may secure from the courts an order authorizing inspection. It is not necessary to make any exemption of records that will be open to the public. If a citizen should wish to examine a public record for no public purpose but for the private purpose of learning certain facts about certain persons whose relatives have been treated in a state hospital the necessity of making application to the courts would be a sufficient protection against abuse of this right. **Among the official records that would thus be open to the public would be any constructive proposals or specific criticisms that might be sent to the director of welfare administration or one of the institutions in his charge** by private citizens or agencies.

# PROPOSED PENITENTIARY

By GAYLORD C. CUMMIN

This report begins with your committee's question whether the plans for the new penitentiary at London are economical and ends with the conclusion that the main defect is not in any detail of plans, but with the proposal to meet Ohio's penitentiary problem by spending \$8,500,000.

The people of Ohio should know what is implied in this proposed investment for housing 3000 persons convicted of felony:

It is almost one-half the total amount now invested by the state in institutions for the care of defectives whose population (1918) was five times as great as the capacity of the new penitentiary.

It exceeds by one-fourth the total investment in Ohio state university with a registration of more than twice the capacity of the proposed penitentiary.

It is within \$1,000,000 of the total amount invested in Ohio state university, Ohio university and Miami university, which together care for 10,000 students.

It is 37% of the total invested in rural schools in Ohio.

It exceeds the entire present investment of the state in correctional institutions (penitentiary, two reformatories and two industrial schools).

The walls and gates will cost enough to pay yearly the state's contribution toward ten county normal schools.

The proposed conservatory will cost six times as much as the average school building and thirty times as much as the average rural school building.

The proposed administration building alone will cost nearly 50% more than the state house annex or nearly three times as much as the Wyandotte building.

The proposed administration building, auditorium, mess hall and kitchen will cost more than the state house.

The basis for these figures is the architect's estimates of June, 1928, with 40% added to cover increased cost of building since that date. Still higher costs are in prospect.

A few high spots on state activities show that—

- 1 — Mansfield reformatory for younger and less hardened criminals is more crowded and has more men idle than the penitentiary for the older and hardened.

- 2 — The employees of the state are working in unsafe, insanitary and unfit surroundings.
- 3 — Millions of dollars are needed for schools and teachers' salaries.
- 4 — The institution for the feebleminded is so over-crowded that additional commitments cannot be made, over a thousand mental defectives now awaiting admission. A mental defective at large is a greater potential danger to society than a burglar or highwayman.

The people of Ohio should ask themselves:

How many cities of 3000 population have a hospital costing \$300,000?

How many cities have an auditorium costing \$430,000?

How many free citizens worship in a chapel costing \$220,000?

How many citizens live in homes costing \$38,000, the estimate for warden's residence; \$25,000, the estimate for deputy warden's residence; \$21,000 the estimate for chaplain's residence?

Whether the state can afford better living conditions for those convicted of crime against the state than for those unfortunates in state institutions through no fault of their own?

Whether the state owes more consideration to its employees or to those convicted of offenses against society?

Whether millions should be spent on a monumental prison when the education of the young is handicapped by lack of funds?

Whether convicts should have better living and working conditions than the great majority of free citizens?

Whether millions should be spent to correct bad conditions in the present penitentiary in five or six years when they can be corrected in six months for a small fraction of the amount?

#### HISTORY OF THE MOVEMENT FOR A NEW PENITENTIARY

In 1906 Governor Harris appointed a commission on prison reform.

In 1912 Governor Cox appointed a similar commission who reported on February 17, 1913.

The following are the only references in said report to the necessity for a new penitentiary and are the only reasons in published reports for the state obligating itself to an expenditure of approximately eight and a half million dollars.

"A commission was appointed by Governor Harris under authority of a joint resolution of the General assembly adopted March 31st, 1906 to investigate the Ohio penitentiary problem. The commission called to its aid some of the foremost prison men of the country, and after careful investigation and consideration made a report containing valuable information and the following recommendation: 'The commission is clearly of the opinion that the

State of Ohio should have a new penitentiary upon a new site, and that it should be located on a large tract of land \* \* \*"

\* \* \* "The old penitentiary plant \* \* \* is reasonably fit to serve the ordinary purposes of a prison and can be used as such for a number of years to come without disgrace or reproach to the state" \* \* \*

"The enforced idleness of 600 to 800 men at the Ohio Penitentiary is the most serious feature of the penitentiary problem, and is in itself a complex humanitarian and economic problem demanding *immediate* solution."

\* \* \* \* "Your commission found factory space available (in the present penitentiary) in which at least three-fourths of the idle population can be employed." \* \* \*

\* \* \* "The acquisition of land suitable for a new penitentiary and the beginning of the work of creating the new institution ought not to be delayed. A large tract of land, about two thousand acres will be the greatest aid to a right solution of the problem."

The commission recommended as follows:—

3. "That an act be passed for the appointment of a commission with authority to select and acquire for the State, by purchase or condemnation, about two thousand acres of land for a new penitentiary, the location to be not too near any city and not too far from the center of the state; transportation facilities are, of course, essential, and an abundant supply of good water."

"Swamp land or waste land capable of reclamation would have a special fitness for the purpose; clay or shale suitable for brick-making or stone for a quarry would be desirable features.

"Plans for the new institution should be perfected by the board of administration with the best expert advice and assistance, as soon as is consistent with due care and consideration; the work of development and construction, should be done, as far as possible with prison labor." (This wise provision has apparently not been followed in carrying out the plans.)

In accordance with this recommendation an act was passed authorizing the appointment of a commission and on August 20, 1913 Governor Cox appointed the penitentiary commission.

This commission took up its duties and selected and purchased a site containing 1,448.5 acres near London in Madison county.

They then studied the requirements of the institution and later employed architects and engineers to draw up preliminary plans and to make definite recommendations as to the new institution.

The result of these studies is embodied in an elaborate report entitled "New Ohio Penitentiary, Description of Preliminary Drawings," to which frequent references will be made throughout this report.

Briefly, the architects recommend the purchase of additional land amounting to 1088 acres of which 325.24 have been purchased since the recommendation was made.

The plans provide for an elaborate plant of large and well constructed buildings of brick, concrete and steel. A list of the principal ones together with their estimated cost of June, 1918, and of January 1, 1920, will give a good idea of what is proposed and is as follows:

	<i>June 1918</i>	<i>Jan. 1, 1920</i>
Administration building .....	\$462,500 00	\$647,500 00
Interior cell blocks .....	485,000 00	679,000 00
Exterior cell blocks .....	370,000 00	518,000 00
Dormitories .....	170,000 00	238,000 00
Utility building .....	193,750 00	271,250 00
Small chapel .....	161,000 00	229,600 00
Large chapel and auditorium .....	310,000 00	434,000 00
Dining room and kitchen .....	306,000 00	428,400 00
Connecting corridors .....	118,800 00	166,320 00
Hospital .....	212,500 00	297,500 00
Conservatory .....	40,000 00	56,000 00
Maintenance building .....	165,000 00	231,000 00
Small factory building .....	110,000 00	154,000 00
Raw material warehouse .....	230,000 00	322,000 00
Large factory building .....	560,000 00	784,000 00
Finished products warehouse .....	144,000 00	201,000 00
Power house .....	240,000 00	336,000 00
Stack .....	12,000 00	16,800 00
Tunnel system (For pipes, etc.).....	34,500 00	48,300 00
Wall .....	164,000 00	229,600 00
Guard towers .....	1,200 00	1,680 00
Gates .....	4,000 00	5,600 00
Warden's residence .....	27,000 00	37,800 00
Deputy warden's residence .....	18,000 00	25,200 00
Chaplain's residence .....	15,000 00	21,000 00
Dairy barn .....	95,000 00	133,000 00
Horse barn .....	28,000 00	39,200 00
Grading, etc. ....	353,800 00	
Water supply .....	189,250 00	
Distribution heat and electricity .....	160,610 00	

These together with some minor items exclusive of cost of site (\$363,340), architects' fees (\$56,000), etc. total \$5,746,310.00.

Present prices would make site, buildings, etc., cost about \$8,500,000 of which perhaps \$1,500,000 might be saved by the use of prison labor if very efficiently managed, although this saving is more apparent than real, as the same men could be used upon other work just as profitable to the state, if not engaged on this project.

The present penitentiary is valued at \$1,578,591.97 in the 1918 report of the auditor of state. If this full value could be realized by sale of site, buildings, equipment, etc., it would still leave the cost of the penitentiary at present prices greater than the original estimate.

## NECESSITY FOR NEW PENITENTIARY

After the report of the commission on prison reform appointed by Governor Harris a large amount of money was spent on the old penitentiary and it was made reasonably sanitary in spite of its great age. The report of the commission appointed by Governor Cox points out that the present plant can be used for a number of years without reproach to the state. They also report some overcrowding and from six to eight hundred without work. These conditions are serious and should and could have been corrected at once, but at the present time, seven years later, the conditions complained of still exist. At present there are over four hundred cells occupied by two men each, which is serious, as it leads inevitably to fighting and immorality, and there are about four hundred idle or working on jobs where they are not needed. There are, roughly, two hundred and fifty prisoners receiving instruction in school where many more would take advantage of such opportunities did they exist. Seven years have passed and many more years will pass before a new penitentiary can correct the present conditions.

The average population resident in the Ohio penitentiary for the year ending June 30, 1918, was two thousand, the maximum at one time being 2078. The new penitentiary is planned for a capacity of 3,000 prisoners, and is designed on a unit plan to be built as needed. It must be realized, however, that even on a unit plan a cost of two-thirds capacity will run from four-fifths to five-sixths the cost for entire capacity.

A tabulation of the growth of prison population in the last nineteen years shows that if the same rate of growth continues the capacity of the new penitentiary will be reached about the year A. D. 2020. Planning ahead for a generation seems liberal enough but for one hundred years is beyond reason. We are not in a position to even guess at prison needs one hundred years from now.

There is every reason to believe that there will be a smaller rate of increase in prison population in the future than in the past, if not a positive decrease. The trend of modern thought is toward the treatment of the mentally defective criminal in separate institutions. The state should seriously consider the scientific study of the mental condition of prisoners in the correctional institutions, and provision for placing those found to be mentally defective in institutions for the feeble minded or the criminally insane. Such action would result in relieving very materially the crowded condition of the present correctional institutions. With the mentally deficient removed a much larger number of prisoners could be paroled successfully. The fact that there is now nothing to prevent the parole of the mentally incompetent prisoner is responsible for a great amount of the trouble with the present parole system. No mental defective should ever be paroled. The coming of prohibition, based upon experience in other states where prohibition has been in

effect for a long period, will serve to still further cut down prison population. The state is therefore faced with a strong probability of an actual steady decrease in prison population instead of an increase.

Conditions have entirely changed from those existing in 1913 and may change still more in the next ten years. We are in a new world with new conditions and new problems. Methods of handling the criminal are in a constant state of flux. Is the state justified in proceeding with an expenditure based upon conditions which no longer exist? Is it not better to go slow, correct the present objectionable conditions promptly and at as low a cost as possible, and await developments?

The penitentiary commission was ordered to secure a site and make plans for a new institution. This they have done and done well when their instructions are taken into consideration, but the plans are drawn as if the state of Ohio had no duties or activities except the paternal care of those convicted of felony. The result of their work is a fine example of the danger of appointing a separate commission for such work. They see their problem by itself and not as a part of the entire state problem. As a magnificent monument the plan is defensible; as a solution of Ohio's penitentiary problem it is nothing less than a crime.

It will be urged that the proposed penitentiary will be a great manufacturing institution and will be self-supporting. The "profits" shown in 1918 would have to be multiplied by eight to pay the fixed charges on the new plant and this is certainly improbable. Allowing, for the sake of argument, that the institution will be self-supporting, is it necessary to go to the proposed expense in order to get such results? Could the objectionable conditions be remedied more promptly at a lower cost?

#### THE PROBLEM AND ITS SOLUTION

Boiled down to its fundamentals the problem of the Ohio penitentiary is, (1) providing more room for housing about 450 men; (2) providing additional work for about 400 men; (3) doing this as promptly and with as little expense as possible.

It is therefore recommended:

- 1 — That additional living quarters be provided at the London farm for about 100 men in the form of a wooden dormitory surrounded by a barbed wire fence.
- 2 — That additional quarters of similar character be provided at the state brick plant for about 150 men and additional brick making equipment be installed, if necessary.
- 3 — That several semi-portable rock crushing outfits be provided and rock quarries opened for crushing rock for road work, the convicts being housed in "knock down" frame barracks surrounded by barbed wire fences.

This plan will house the convicts as well as our soldiers were housed in their training camps, and will provide useful work which the state needs. The brick manufacturers and broken stone manufacturers will probably fight any effort to use convict labor in this kind of work but that is no reason why it should not be done. The private companies are not going to be able to furnish enough brick for the road program this year anyway, and if the state starts such manufacture on a large scale it will be able to build more brick road than would otherwise be possible. The amount of architects' fees paid for the preliminary plans (\$36,000) would go a long way toward carrying out these recommendations.

- 4— That the board of administration be asked to study the possibility of opening a coal mine for the supply of state institutions, to be operated by convicts. Ohio is a great coal state. State institutions use a large amount of coal annually. The state has a surplus of prison labor. Q. E. D.
- 5— That the state try to purchase from the federal government either Wright Field or Camp Sherman, should either be abandoned.

These camps have sewer systems, water supply, electric power, heating system, roads, cell blocks, dormitories, hospitals, workshops, warehouses and farm land. If the privilege of meeting the highest private bid for these plants be granted the state, they can be secured at a small fraction of their value. If part of the ground is leased, extend the lease. Tear down buildings not needed with convict labor and re-erect for dormitories at brick plant, London farm. Re-erect others at state institutions to relieve present congestion. Re-erect others as rural schools, community buildings, etc. in country districts, charging the county or school district the cost to the state of building and labor. Use the camp site itself as a penal farm colony. The convicts will then be as well cared for and housed as were our soldiers in the training camps. They should be able to stand this without injury.

- 6— Take immediate steps to have mental condition of convicts tested and place the mental defectives in the proper institutions.

This is discussed in the body of the report.

These defectives should not be in a penitentiary anyway and should not be eligible to parole, nor should they ever be freed from proper institutional care. The freeing of the mentally defective is a greater menace to the well being of the state than the freeing of the most hardened criminal.

- 7— Abolish the penitentiary commission, and return the unexpended balance of their appropriation, \$737,083.66 Jan. 19th

1920, and the remainder of the \$500,000 appropriated for the biennium 1919-1921 (about \$450,000) to the general fund.

- 8—Cease work on carrying out new penitentiary plans.  
 9—Have the board of administration estimate the necessary amount of money to carry out recommendations as above and make such appropriation.

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## APPENDIX A

### OHIO PENITENTIARY COMMISSION,

TENTATIVE CLASSIFICATION OF DISBURSEMENTS, OCTOBER 2, 1913 TO  
 FEBRUARY 5, 1919.

Purchase of land .....	\$292,540 00
Abstract of title .....	300 00
Architect fees .....	56,000 00
Architect landscape .....	2,809 75
Olmstead Bros. ....	358 35
Engineers surveys and maps .....	3,837 90
Timber surveys and estimates .....	372 00
Attorneys fees .....	1,500 00
Ten viewers as witnesses .....	50 00
Salaries .....	100 00
Traveling expenses .....	3,526 10
Guide—wages .....	30 00
200 Blankets .....	400 00
Carpenter work .....	1,838 38
Equipment .....	1,029 90
Books, stationery and printing .....	39 79
Stenographer .....	206 70
Engines saw mill and machinery .....	1,210 51
Building materials .....	9,426 96
Paint and oil .....	213 47
Pumps, pumping and wells .....	693 92
Freight and Drayage.....	1,897 27
Water tank, and tower .....	762 90
Soil analysis .....	71 75
Two brood sows.....	117 00
Witness fees .....	9 10
Unclassified .....	1,019 06
<hr/>	
Total Oct. 29, 1913 to Feb. 5, 1919.....	\$380,394 61
Total Feb. 6, 1919 to Jan. 19, 1920 (unclassified).....	143,044 92
<hr/>	
Total disbursements .....	\$523,439 53

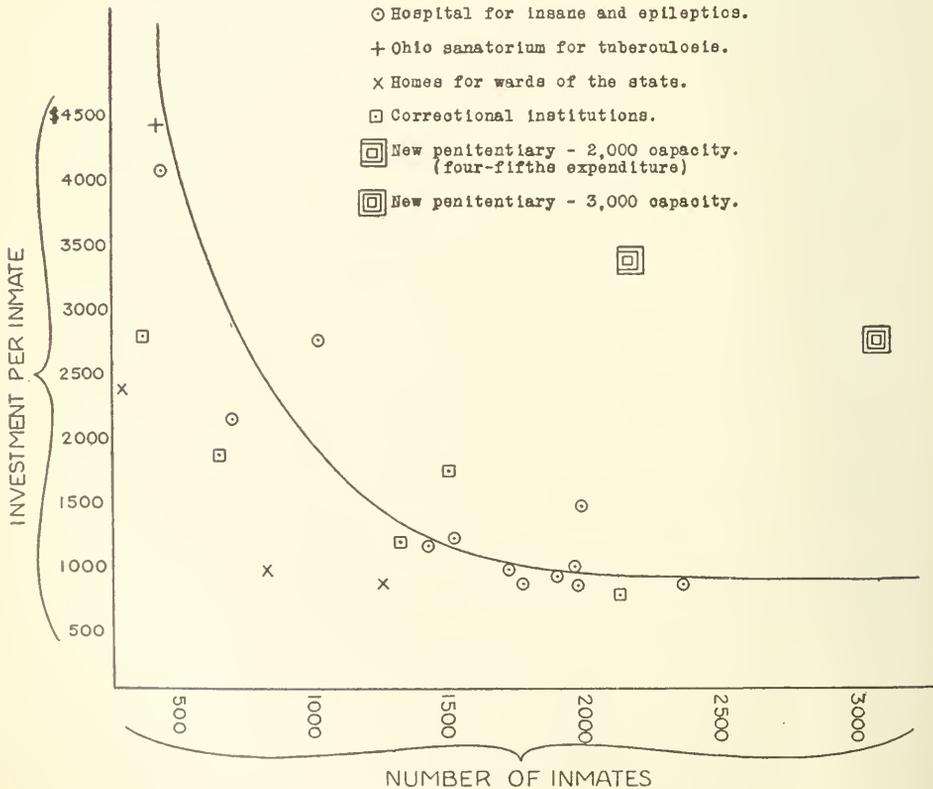
OHIO PENITENTIARY COMMISSION,

APPROPRIATIONS AND DISBURSEMENTS, OCTOBER 29, 1913 TO JANUARY 19, 1920.

<i>Appropriations</i>	<i>Fiscal Year</i>	<i>Disbursements</i>	<i>Lapsed</i>	<i>Balance</i>
\$250,000 00	Ended Nov. 15, 1913.....	\$201 97		\$249,798 03
25,000 00	Ended Nov. 15, 1914.....	256,300 11	\$2,500 00	15,997 92
	Ended June 30, 1915.....	13,782 94	2,214 98	2,214 98
10,000 00	Ended June 30, 1916.....	100 54		9,899 46
	Ended June 30, 1917.....	7,972 48		1,926 98
380,000 00	Ended June 30, 1918.....	8,417 16		373,509 82
50,000 00	Ended June 30, 1919.....	139,541 88	511 83	283,456 11
50,750 00	To Jan. 19, 1920.....	97,122 45		237,083 66
Total disbursements .....		\$523,439 53		
Total lapsed .....		5,226 81	\$5,226 81	
Balance Jan. 19, 1920.....		237,083 66		
<hr/>				
\$765,750 00		\$765,750 00		

Curve showing investment per inmate of different institutions compared with total inmates of all institutions in 1918.

APPENDIX B



# ADMINISTRATIVE REORGANIZATION IN OTHER STATES

(THAN OHIO)

By C. B. GALBREATH

*To the Joint Legislative Committee on Administrative Reorganization:*

At the outset of the work undertaken by the joint legislative committee on administrative reorganization it was deemed important to know, in a general way at least, what had been undertaken and accomplished by other states that had attempted investigations similar to that contemplated in the resolution creating your committee. Arrangements were accordingly made for a systematic study of the work in other states in order that each member of the committee might have before him a summary of information available. The result is embraced in the following pages.

It will be noted that frequent quotations have been made from reports and laws of other states. This has been done in order that there may be no mistake in regard to conclusions reached. There have been popular misapprehensions and misunderstandings in regard to the work in some states, based evidently upon inaccurate statements as to what was actually accomplished. A few instances are here noted.

The news was heralded abroad through the public press that the state of Kansas had adopted the "state manager plan" which was explained to be simply the "city manager plan" extended to an entire state. The study of Kansas prepared under the direction of your committee shows that this was incorrect, although a substantial and very satisfactory reform was accomplished in that state under the direction of a business manager for its benevolent and educational institutions.

The statement has frequently been published that Illinois has abolished 125 separate and distinct administrative agencies and has established in place of them nine departments of state government with a director at the head of each. It will be noted that while the state government of Illinois was reorganized under the nine departments practically none of the pre-existing agencies have been abolished. They have been subordinated under nine directors.

An official report published one year ago is authority for the statement that Nebraska has consolidated her state offices, boards and commissions without giving additional appointive power to the governor. A careful reading of the code adopted by that state shows that the governor is given authority to appoint every administrative officer and employe in the state from the humblest janitor to the heads of departments.

In view of these facts and others of somewhat similar character it has been thought best to let official reports, statements and communica-

tions from the different states tell the story of what has been accomplished. This the summaries on the following pages have attempted to do.

The governor of Illinois is quoted as having said, in advocating administrative reorganization for his state, "Of course, there was much opposition by some of the political friends. They did not like to see these attractive places given up". In this statement the governor suggests one of the chief difficulties to be encountered in any plan for administrative consolidation that would eliminate existing positions.

It is reported that when the secretary of war recently proposed the abolition of about five hundred positions in his department he received protests within two or three days from the friends of those holding more than half of these positions. This is not at all surprising and he probably later received protests from the friends of practically all of those whose positions were involved.

In Ohio quite recently when an increase of salaries for state employes was under consideration it was suggested that the money to pay the increased salaries might in part at least be provided for by the elimination of certain positions that were not absolutely necessary. It was found, however, in a very short time that this plan could not be carried out. Every employe was certain that his position was necessary. His friends were in cordial agreement and the chief of his department was usually more than willing to lend his support. As a result salaries were increased without discrimination and all positions were conceded to be necessary.

It is doubtless true that the popular outcry against appointive officials and employes in the midst of political campaigns is in a large measure unwarranted. It would be popular, of course, to abolish fifty or sixty positions and substitute for them five or six at moderate salaries, but this could not be done unless much work that the people insist upon having the government do were abandoned. This has not been done in any state and there is really little to encourage the belief that it will be seriously attempted.

It is equally true that there are some positions that could be abolished without injury to the state's service and that there are others filled by persons who are not qualified to earn an adequate return for their salaries. Under our existing system, however, it is found extremely difficult to safeguard the interests of the state where such conditions exist. The civil service system was designed in large measure to correct such conditions and much has been accomplished through this agency, but it is everywhere assailed by those who wish to administer the affairs of the state while they hold office in accordance with their own judgment and interest, free from all interference however worthy its purpose.

Reference is made to these matters simply to show the difficulties that beset any system of government reorganization that contemplates a sub-

stantial reduction of officeholders and appointees. In actual practice it will be found much easier to reorganize state government with no thought of salary reduction and with the single purpose of readjusting the administrative agencies of the state in the interest of greater efficiency. This seems to have been the course pursued, with slight variations, in those states that have made substantial changes in their administrative codes.

#### ALABAMA

On February 13, 1915, the legislature of the state of Alabama passed a resolution authorizing the appointment of three members of the senate and five members of the house, by the presiding officer of each, to investigate "each and every department of state, and properties thereof, the expenditures therein, for what purpose and how paid;" to search for evidence of waste of public funds and to investigate the administration of the free text book law.

The speaker of the house of representatives, by the terms of the resolution was made ex-officio member of the committee.

A report was made to the legislature July 13, 1915. This report was devoted chiefly to the following subjects:

"Recommendation for state budget and accounting system;  
The care of convicts;  
The department of agriculture and education;  
The railroad commission;  
A state purchasing department;  
Expense accounts of Governor Emmett O'Neil."

The report is frank in some instances almost to the verge of harshness. The department of agriculture is exhibited in the following fashion:

"In this department we have found evidence of spoils, graft and corruption. The department of pure food and drugs during the past four years instead of being used for the purpose of protecting the public from impure food and drugs, has served as a means of a systematic scheme of robbery and thievery. \* \* \* \*

"The office system of this department and the method of accounts and book-keeping are antiquated, loose and utterly out of accord with the demands of modern appliances. The corruption, embezzlement and graft herein disclosed, which has run through this department like a scarlet thread, is the tragic evidence of the deficiency of our business system."

The immigration department, which was overhauled by this committee, comes in for scathing arraignment. Here are a few extracts:

"Within the past four years \$42,000 of the people's money have been expended. We have not been able to find that the state of Alabama ever realized one cent on this investment. Not only was this amount a total loss of the taxpayers' money, but, in addition,

the office has been used as a means for embezzlement. The profligacy and waste of the public funds through this department can be denominated nothing less than criminal \* \* \* \*.

"The evidence has disclosed that the commissioner, at the expense of the state, took frequent trips to San Francisco, Chicago, and other points. One of these trips cost the state \$265. On another occasion over \$1700 was expended for an exhibit of a few ears of corn at the Chicago land show. At this time a vaudeville performance was conducted by the commissioner at the expense of the state \* \* \* \*.

"The report of this department would be comical if it were not so tragic."

Other departments of the state government of Alabama fared little better at the hands of this committee, while still others were more fortunate. Some critics outside of the state have regarded the report as evidence that the committee was on a 'graft hunt,' rather than a mission to lay constructive foundation for the improvement of administrative conditions in Alabama. Whatever the animus of the committee and the antecedent political causes leading to its creation, the agitation so vigorously started seems to have inured to the benefit of the state. The law enacted early this year, while not effecting a very radical reorganization of the state government, has provided safeguards against the loose business methods which formed the burden of the complaint in the report of 1915.

The legislature of Alabama at its recent regular session enacted a law which was approved February 13, 1919, creating a state board of control and economy. The title of the act reads as follows:

"To create a state board of control and economy; to provide members thereof, their tenure of office, salaries, duties and mode of appointment, and to prescribe rules and regulations governing the said board."

Section I of the act reads as follows:

"Section 1. That there be and is hereby established a state board of control and economy consisting of three members, one to be chairman and the other associate members, to be appointed by the governor. One of the associate members shall be designated by the governor as secretary to the board. The members to hold office at the will of the governor and be subject to removal by him in his discretion when in his opinion the public good requires it; and if not sooner removed the holding of the position of chairman shall terminate at the end of four years from date of appointment and if any one of the associate commissioners is not sooner removed the holding of his position shall terminate at the end of two years from the date of appointment. In case of removal by the governor or the termination of the holding of any of said members by lapse of time, the governor shall appoint another chairman, associate member or members as the case may require, each of whom shall hold the office

to which he is appointed subject to the same power of removal in the governor, and the governor on naming successors thereafter to fill any vacancy occurring by lapse of time, or by removal of the governor, may prescribe the time the holding may continue under said appointment and when it shall terminate by lapse of time if there be not an earlier removal by him in his discretion. The chairman of the board shall receive as compensation for his services at the rate of \$500 per month for the time that he actually holds his position and the associate members shall receive compensation for their services at the rate of \$333.33 per month for the time actually served."

The board thus created has to do chiefly with the financial affairs of the state. It is given authority to expend all moneys appropriated for eleemosynary and charitable institutions; to cooperate with the governing boards of such institutions; to control and fix the compensation of all officers and employes in these institutions; to purchase all supplies for all administrative activities of the state, including educational institutions; to adopt rules and regulations with the approval of the governor, for conducting the state's business; to keep a complete and accurate inventory of all state property except books purchased for the library.

The board of control and economy does not have authority to fix the compensation of officers and teachers of purely educational institutions of the state, nor does it have power to select superintendents, managers and employes of charitable and eleemosynary institutions. It does have power, however, to remove "any such superintendent, manager or other employe \* \* \* whenever in the opinion of the board the interest of the institution requires it."

It is evidently the purpose to economize by giving this board complete control over all expenditures by the administrative agencies of the state.

#### CALIFORNIA

Governor William D. Stephens of California, on November 25, 1918, appointed a committee of eleven members "to survey the activities of state government and report upon the practicability of introducing economies in administration." This committee consisted of the state controller, attorney general, three members of the state board of control and six citizens, one of whom is president of the commonwealth club of California and another of whom is a former United States senator. The committee was asked to make a study of the problems of economy and efficiency in state offices and to report to the governor on the following points:

- 1 — The statute under which each department, bureau and commission is organized.
- 2 — The powers, duties and internal organization as provided by law, and in fact exercised.

- 3 — To what extent powers and duties overlap and duplicate.
- 4 — Analysis and comparison of appropriations and expenditures.
- 5 — Recommendations.

Following are excerpts from the instructions of Governor Stephens to the committee :

“During the past few years California’s government has been practically reconstructed. We have experienced a development along social, humanitarian and industrial lines which for so short a period surpasses the history of like achievement in any other state. But exactly the same results follow in governmental development as follow expansion in private business, and as in private business, after growth and development, we must remove all extraneous expenses and practice the strictest economy in carrying on the state’s activities. If there be debris and structural staging necessary to the work of building but unnecessary and expensive to proper maintenance, such non-essentials must be removed.

“Necessarily in grappling with the big industrial, economic, and social problems governmental activities have grown up more or less independent of each other with inevitable over-lapping. What we want to know is the extent of this overlapping, and the possible saving to the people in cost of government without injury to the public service.”

The committee made its report to the governor under date of March 12, 1919. In its formal report the committee, through its chairman, said :

“The recommendations submitted embody fundamental principles of governmental management which, when put into force, we believe, will not only make for immediate improvement in the administration of the state’s affairs, but will be the foundation upon which any future expansion of the state’s activities may rest.

“The time limitation placed upon the work of the committee, in order that its report might be in your hands in time for presentation by you to the legislature, has not permitted the making of recommendations for changes other than those which can be put into effect immediately by legislative enactment. It is at once apparent, therefore, that the committee has not exhausted the subjects covered by your letter, and that it would have been impossible to exhaust them in the time at our disposal. Nevertheless if the recommendations contained in the report are carried out the proposed readjustments will, in our opinion greatly increase the efficiency of the state government, and this at a cost of approximately \$550,000 less per biennial period.”

In describing its method of procedure the committee makes the following statement :

“A tentative plan for the grouping of the state’s activities into eleven functional groups was outlined and provision made for the study of these groups through the medium of five subcommittees

composed of members of the general committee and associate members chosen from persons throughout the state for their recognized ability and familiarity with the problems to be studied by the committees to which they were appointed."

Then following the names of the subcommittees and the names of 211 associate members who assisted in the survey, the report proceeds:

"A communication was sent to every state department, board and commission requesting that the committee be furnished with the following information:

1. What are your powers, duties and internal organization as provided by law, and in fact exercised?
2. To what extent do the powers and duties of your department overlap and duplicate those of another?
3. What changes, if any, do you believe could be made in your department in order that the work might be carried on most effectively and in the most efficient and economical manner?
4. What other suggestions have you in mind, relating either to your own department or to the state's business as a whole, that will make for a more efficient administration of the affairs of the state?

"The various agencies of the state answered in great detail. After the receipt by the committee of the replies the subcommittees with associate members held hearings in Sacramento, San Francisco and Los Angeles, to which were invited the representatives of the various boards, commissions and departments, together with those citizens who had expressed interest in the subjects under discussion, and the general public. At the hearings the fullest and freest opportunity was given for the expression of ideas and views, to which full consideration was given later by the committee."

From the information gathered through the questionnaires sent to the different state departments, the committee prepared a "review of the organization and functions of all existing agencies of government arranged in functional groups." This is introduced by a summary of the arrangement with the agencies classified under the following heads:

- |                           |                             |
|---------------------------|-----------------------------|
| 1. Legislative            | 10. Labor                   |
| 2. Judicial               | 11. Education               |
| 3. Executive              | 12. Public health           |
| 4. Legal service          | 13. Institutions            |
| 5. Finance                | 14. Social service          |
| 6. Trade and corporations | 15. Civil service           |
| 7. Public works           | 16. State defense           |
| 8. Agriculture            | 17. Examining and licensing |
| 9. Natural resources      |                             |

This division was made to facilitate the study of existing agencies in the state government of California. The office, board or commission classified under any of these divisions was studied and a condensed state-

ment made of the terms and salary of the principal officer or officers and the functions of the department or office. Following this is a tabulated citation of the acts "controlling all departments, boards and commission."

The commission, after its brief and comprehensive investigation, finds occasion to say some good things about state administration in California. This statement is characteristic of western optimism and the pride and faith of the Pacific states in their institutions. It is as follows:

#### "CALIFORNIA'S GOVERNMENTAL ADVANCEMENT

"After a comprehensive survey of the present agencies of the state government the committee finds that they are rendering to the people of the state loyal and effective service. These various agencies have been created in response to a public demand and the legislature of the state has responded to that demand, and, in the main, has exercised sound and careful judgment. Too much praise can not be given to the legislatures of California which have convened since 1910, for their patriotic and constructive achievements. Under the leadership of governors with social vision and determination, the wishes of the people have been crystallized into legislation which has resulted in removing social unrest and in strengthening faith in popular government. The committee believes that the accomplishments since 1910 should inspire the people of the state with a feeling of pride for what has been done by the various state agencies. Not only has California been a leader in humanitarian legislation, but it is among the most advanced states in methods of financial control and business management.

"Obviously many of the policies, and the agencies from time to time created to carry them into effect, were experimental in their nature and it was to be expected that the integration of those agencies and their proper functioning, one with another, could not be worked out carefully in advance. Duplication and overlapping were inevitable. It should be noted, however, that no one appeared at any of the committee's hearings to challenge either their policies that have been adopted or the integrity of those charged with carrying them into effect. The aim of the committee's recommendations is to make more efficient, effective and economical the agencies of administration in operation, without lessening the services they are rendering to the people of this state."

Governor's cabinet recommended.

The creation of a governor's cabinet was recommended by the committee to be composed of the following officers:

1. Director of receipts and supplies.
2. Director of accounts and expenditures.
3. Director of trade and corporations.
4. Director of public works.
5. Director of agriculture.
6. Director of natural resources.
7. Director of labor.

8. Director of institutions.
9. Chairman of the board of education.
10. Chairman of the board of health.
11. Chairman of the board of social service.

Under these officers it was proposed to organize the administrative state agencies in departments corresponding to the official title of directors; that is, department of receipts and supplies, department of accounts and expenditures, etc.

As already stated, the committee made its report to the governor on March 12, 1919. Governor Stephens under date of March 19, 1919, transmitted the report of the committee with a special message relating thereto to the general assembly of California. The governor's comment on the report is, in part, as follows:

"In the letter of appointment addressed to every member of the committee I referred to the desirability of formulating a definite plan for improving the administration of the state's affairs, and for introducing such economies as might be possible without prejudice to the public welfare or impairment of present efficiency. Attention was called to the need of ascertaining just where overlapping existed, if at all, and the possible saving to be effected by its elimination. It was emphasized, of course, that such saving must be made without interfering in any degree with the service of those great commissions erected within our state during the last decade, and which have meant so much to the health, the safety, and the general well-being of our people.

"The report is a very valuable public document and deserving of the most careful thought. It is significant, however, that it is devoid of criticism so far as extravagance, inefficiency or overlapping are concerned. Indeed, generous tribute is paid by the committee to the honesty, zeal and public spirit with which the commissions and other departmental agencies are operating. This report will be of great value in the assurance it must give to our people of the fidelity to trust of our public servants.

"The committee has apparently felt constrained to propose a new plan which is a substantial departure from those methods and agencies now existing and well known to the people of the state. A somewhat radical change is purposed in our methods of administration when it is proposed to substitute in place of most of the existing commissions a system of departments and bureaus, with directors, chief of divisions and minor heads, all holding office directly or indirectly at the pleasure of the governor.

"To change the laws of California to provide for a complete reorganization of the structure of the state government is a task so huge that there is little hope that it can be accomplished in the remaining days of this session of the legislature. Indeed, the work is so important, and the results which may follow such changes are so vast, that the members of the legislature and the people of the state should have ample time for careful consideration and study. So far as the people have given this subject thought, I am convinced that they are not interested so much in the structure of gov-

ernment as they are in an immediate reduction of the cost of government while maintaining the same high standards of efficiency. The plan of government is important mainly as it reflects itself in economy and in efficiency.

"The first thing to be noted in the report is the annual amount the committee believes it is possible to save. This amount is \$275,000 a year, and consists of two classes of savings. One class, consisting of \$175,000, I am informed through a member of the committee, may be saved from two sources—first, by a system of cash discounts on purchases, and second, by taking the transportation of the insane from the sheriffs of the counties and placing the matter in the hands of trained attendants from the hospitals.

"It occurs to me that these two items of savings, while excellent in themselves, have no essential part in a particular plan of governmental reconstruction, since both, if feasible, can be done equally well under our present plan of government.

"The cash discount system, which the committee estimates will save \$150,000 a year, can be put into operation by making our purchases out of a revolving fund, if it is found that sufficient checks and audits can be had under such plan adequately to safeguard the public moneys. A bill covering this matter will be presented to you for your consideration.

"If the foregoing two items of saving can be successfully accomplished, the committee's estimate will leave but \$100,000 a year as a saving that might be effected by a complete reorganization of our present governmental agencies.

"I am firmly of the opinion that the legislature at this session should go as far as possible in the enactment of measures tending towards consolidation of certain commissions, where it is certain that such consolidation will not result in lessened efficiency and will with equal certainty result in the lessening of cost. To this end there will be submitted several bills, all drafted with a design to bring about economy, and it is my earnest hope that you will give these measures your approval. Among them will be bills for eliminating some attorneyships now carried by various boards and commissions, and providing for consolidating such work in the office of the attorney general. Bills for consolidating certain commissions will also be prepared.

"One of the criticisms directed against the suggested reorganization of the administrative structure of government into a number of departments, all under the control of appointees to hold office at the pleasure of the governor, is that such arrangement would place tremendous power in the hands of the chief executive. While it may be wise to centralize power if at the same time responsibility is also centralized, yet the question is of such serious concern that it seems ill-advised to act precipitately. As chief executive I am unwilling to advocate greater power for the governor without more extended study, and without opportunity for the people to give some clearer expression of their views than can be had in the time intervening between this and the close of the session.

"I shall insist upon the strictest economy in the administration of the state's affairs, but I would not lessen the efficiency of our public service, nor the amount of humane and upbuilding work that is being done."

On March 20, 1919, the assembly of California considered the message from the governor and the accompanying report and referred the same to the committee on governmental efficiency and economy.

To the present time (January 1, 1920) no further action has been taken.

In comparing the recommendations of the California commission with the civil administrative code of Illinois this difference is apparent: In each of the departments recommended by the committee of California the director of the department is made the administrative head of one of its divisions. In Illinois the director under the code seems to have general supervision of all the divisions of his department without directly administering any one of them.

### COLORADO

At the legislative session in 1915 the general assembly of Colorado enacted a law providing for a survey committee of state affairs of Colorado. This committee consisted of seven members, two appointed by the senate, two by the house of representatives and three appointed by the governor. The committee was authorized to investigate all departments and agencies of the state administration.

The attorney general of the state questioned the constitutionality of the act creating the committee. This led to litigation and the case went to the supreme court. On June 5, 1916, the act was declared to be constitutional.

A number of special investigations were made and reports were submitted to the legislature in February, 1917. These reports, fifteen in number, are named by title under "State Publications" listed in the bibliography submitted to your committee.

The committee had, in addition to its secretary, other employes and a staff of three specialists who conducted investigations. In addition to these, voluntary aid was given by the U. S. public health service, the U. S. bureau of education, Columbia university and specialists in the state of Colorado who contributed their service without pay from the appropriation for the use of the committee.

The legislature of 1917 did not provide for the continuation of the committee although the governor, in his annual message, strongly urged that it do so. The governor in 1919, in his message to the legislature, urged the consolidation of state governmental agencies in the interest of efficiency and economy.

While important legislation has not followed the survey of Colorado, the published reports indicate thorough work on the part of the committee and the investigators and constitute a valuable contribution to the literature of state administrative reorganization.

## CONNECTICUT

By act of February 8, 1915, the legislature of Connecticut created a commission on the consolidating of state commissions of Connecticut. This commission consisted of nine members appointed by the governor, a majority of whom were required to be members of the general assembly or of existing state or county commissions. This commission was required to report before April 1915 upon the reorganization and consolidation of various state and county boards with a view to greater economy and efficiency: to revise the public health laws that waste and duplication of authority might be prevented.

The commission reported within the time specified. Its investigation covered the brief period prior to April 1, 1915. Seventeen days were given to hearings on the work of 32 boards and commissions. Extended recommendations for administrative reorganization were made and the report includes drafts of acts proposed to carry out recommendations. No important resulting legislation has been reported.

## DELAWARE

In Delaware the movement for reorganization of the state government originated with the council of defense of that state. The movement here may therefore be said to be the direct result of the war. In the summer of 1918, before signs of peace were apparent, the defense council of Delaware called to its assistance the New York Bureau of Municipal Research and commenced an investigation of the government of the city of Wilmington which gradually extended to the counties of Delaware and the state government as well. Chester C. Maxey, of the Bureau, described conditions in Delaware as a "chaotic jumble."

The state government was found to possess 117 administrative agencies, 83 of which were appointed by the governor. The council of defense, basing its action upon investigations by the New York Bureau of Municipal Research, reported in favor of a complete reorganization of the state government, under nine departments. Acting upon these recommendations Governor Townsend requested the creation of a reconstruction commission to investigate the report and make recommendations to the legislature for action.

The general assembly of Delaware adopted a resolution which was approved April 2, 1919, "Providing for a commission to make a survey of state government and state offices and county government and county offices and report to the next general assembly."

A committee was appointed pursuant to this resolution and is now completing its survey of the state government and preparing a bill embracing its recommendations to submit to the next general assembly.

## IDAHO

In his message to the legislature in 1919, Governor W. D. Davis of Idaho made the following recommendations relative to reorganization of the executive departments of that state:

"The executive and administrative departments of the state should be divided into a small number of departments, the heads of which, so far as the constitution permits, shall be directly responsible to the governor. The functions of every officer, bureau, board, or commission in the state should be assigned to one of these departments. The departments should be subdivided where necessary into bureaus, the heads of which and the subordinates under them being selected with view to their expert fitness and qualifications for their respective positions.

"I further propose that the heads of the several departments, including the constitutional elective officers, shall constitute a governor's cabinet or council, thereby furnishing a vehicle through which all the departments of the state government can be co-ordinated and correlated in their functions."

The governor's recommendation was heeded and the bill to make it effective, known as the administration consolidation bill, was introduced in the senate of Idaho and is now a law. It is not to be understood, however, that the movement for the reorganization of the state government had its inception in the message of Governor Davis. A writer thoroughly acquainted with state affairs in Idaho thus describes antecedent conditions that opened up the way for the enactment of the law. In part he says:

"The measure is the outcome of a number of years of intense dissatisfaction arising from the methods employed by state administrators. Criminal proceedings, wide-spread criticisms of the state land board — one of the most important boards in the state — lack of uniformity of accounting, absence of a budget, and equally unbusiness-like methods have characterized the state administration from some time back. In fact there have been many rumors that the financial condition of the state is in a far more serious condition than people generally were aware of. Expert accountants have been on the state books for over two years and those conversant with the situation contend that the whole matter of state finance is in a hopeless muddle."

The law was approved by the governor February 19, 1919 and it became effective from and after March 31, 1919. It reorganized the government of the state under the following departments: Agriculture; commerce and industry; finance; immigration, labor and statistics; law enforcement; public investments; public welfare; public works; reclamation.

Each department has an administrative officer at its head who is

called a commissioner. The legal designations of these officers are therefore as follows:

Commissioner of agriculture  
 Commissioner of commerce and industry  
 Commissioner of finance  
 Commissioner of immigration, labor and statistics  
 Commissioner of law enforcement  
 Commissioner of public investments  
 Commissioner of public welfare.  
 Commissioner of public works  
 Commissioner of reclamation

In addition to these executive heads the following officers are designated in the law under the different departments:

*Department of Agriculture*

Director of markets  
 Director of animal industry  
 Director of plant industry  
 Director of fairs

*Department of Commerce and Industry*

Assistant commissioner of commerce and industry  
 Director of banking

*Department of Insurance*

Director of insurance  
 Manager of state industrial insurance

*Department of Law Enforcement*

Fish and game warden

*Department of Public Welfare*

Public health adviser

*Department of Public Works*

Director of highways

*Department of Reclamation*

Director of water resources

In addition to the foregoing administrative officers there is created under the act a *board of agricultural advisors* "composed of nine persons, the members of which shall be officers."

Section 11 of the act, relative to appointment, is very explicit in the authority that it confers upon the governor. It reads as follows:

"All officers created by this act shall be appointed by the governor, and, except those who under the constitution are appointed for specific terms, may be removed at his discretion."

Another section of the law authorized the appointment of any of the elective officers of the state to the head of any one of the nine departments, providing he is otherwise qualified, but prohibits the payment to

him of any salary other than that which he receives as an elective state officer.

A noteworthy feature of the Idaho law is that which provides special qualifications for the incumbents of certain offices that it creates. In this respect it follows the law enacted in Massachusetts in 1918, reference to which is made in the study of that state. Because of the importance of this feature the qualifications required are here given in full:

*"In the Department of Agriculture*

"The board of agricultural advisors shall be composed of representative citizens engaged in various agricultural pursuits throughout the state, not excluding representatives of the agricultural press and of the state agricultural experiment station.

*"In the Department of Commerce and Industry*

"Neither the commissioner of commerce and industry nor any director in his department shall be the owner of or financially interested either directly or indirectly in any banking or insurance corporation subject to the supervision of the department.

"The commissioner of commerce and industry shall have had at least five years' practical experience in the banking business, or shall have served for a like period in the banking department of this or some other state.

"The director of insurance shall have had at least five years' practical experience in the insurance business.

*"In the Department of Law Enforcement*

"Neither the commissioner, nor any other executive or administrative officer in the department of law enforcement, shall hold a license or certificate to exercise or practice, any of the professions, trades or occupations regulated or licensed by said department.

*"In the Department of Public Investments*

"The commissioner of public investments shall have had at least five years' experience in the banking or investment business.

*"In the Department of Public Welfare.*

"The public health adviser shall be a person experienced in the practice of public health and sanitation and authorized under the laws of this state to practice medicine and surgery.

*"In the Department of Public Works*

"The director of highways shall be a civil engineer of not less than five years' experience in road building.

*"In the Department of Reclamation*

"The director of water resources shall be an hydraulic engineer with not less than five years' experience in the practice of irrigation engineering."

Why qualifications are not required in this act for all officers named therein is not clear. The fact that they are required in a number of departments, however, is significant of a tendency to thus protect the public service. It is certainly illogical to fix standards of fitness for those in subordinate positions while assuming that any person who may be appointed is qualified to serve at the head of a department.

The number of offices created and specifically named in the Idaho law is not large. There is a blanket provision, however, in section 16 of the act which makes it possible to extend the list of employes. It reads as follows:

“Each department is empowered to employ necessary employees, and, if the rate of compensation is not otherwise fixed by law, to fix their compensation.”

Of course employment can not be provided where appropriations have not been made for that purpose. The number of employes in the state under the new law is therefore indefinite and dependent upon the legislature and the heads of the different departments. Until the law is in operation and the reorganization provided by it has been effected and tested in practice, it will be impossible to make a comparison between expenditure for salaries under the old system and the new. Many offices and positions are abolished, but to what extent they will virtually be reestablished under the new code is not known.

It will be noticed that there is no provision for a department of education in the Idaho code. The educational institutions of that state have not been brought within its purview, doubtless because they are satisfactorily administered under laws previously enacted.

## ILLINOIS

In April 1913 the general assembly of Illinois passed a resolution authorizing the appointment of a committee of four senators and four representatives to investigate the departments of the state government, including all bureaus and commissions which had been created by the general assembly. The investigation was to be made with a view of securing a more perfect system of accounting, combining and centralizing the duties of the various departments, abolishing such as were useless and securing for the state of Illinois such reorganization as would promote greater efficiency and greater economy in her various branches of government.

The committee was given full authority to employ expert accountants, attorneys, stenographers and other assistants necessary. An appropriation of \$40,000 was made to carry on the work of the committee.

The resolution did not give the committee a specific name but the reports of the committee bear the designation, "efficiency and economy committee".

On July 18, 1914 the committee made a preliminary report to the general assembly embracing the following recommendations:

"More or less natural grouping of the existing 100 departments into the following subdivisions:

- "Finance administration.
- Education.
- Charitable and correctional institutions.
- Public works and conservation.
- Agricultural agencies.
- Labor and mining agencies.
- Public health and safety.
- Control of corporations.
- Law officers.
- State militia
- Miscellaneous.

"Recommends preparation of budget by governor and heads of departments.

"Such reorganization as is here recommended should bring about greater harmony between the executive and legislative branches of the state government. The governor will have authority over the whole executive organization and means for enforcing his authority and may properly be held responsible for its conduct."

On December 1, 1914, the committee made a report, covering 80 pages, which includes a graphic representation of the state executive organization in Illinois and the one proposed to supercede it. It details advantages to be gained from the proposed reorganization and in conclusion gives the following summary statement of "results to be expected:"

#### *Correlation and Supervision*

"The proposed organization of related services into the same department will bring about greater economy and efficiency by eliminating unnecessary and duplicate positions, and still more by bringing about greater harmony and co-operation in the work of such offices. It should also be easier to avoid over-lapping of functions and to promote co-operation between the several main departments. The detailed plans will also attempt to equalize salaries and to provide for a more definite and uniform system of reports. Under the proposed organization there should also be little or no occasion for the creation of additional departments in the future as new services when needed can be attached to some of the departments already established.

"Efficiency and economy should also be secured under the proposed plan of reorganization by establishing a more definite system of supervision over the several branches of state administration. The head of each department will determine many matters hitherto brought to the attention of the governor or decided by minor officials without relation to other related offices; while the more important questions will be pre-

sented to the governor with adequate information and in proper form for prompt action. By this means the governor will be enabled to give more attention and consideration to the larger problems both of administration and legislation.

"With regard to the constitutional elective officers, these cannot be brought under the complete control of the governor without changes in the state constitution. Under the proposed plans, however, these officials will be given authority and can be held responsible for all matters properly belonging to their offices; while functions now placed on these officers which are not closely related to their primary duties will be transferred to offices under the supervision and control of the governor.

#### *Assistance in Legislation*

"With a well organized executive system, recommendations from the several departments should also be of much assistance to the general assembly in matters of legislation. Such recommendations should cover a large part of the important legislation needed; and coming from officers responsible for its execution will be more carefully prepared both as to substance and form and with reference to previous legislation, than proposals from other sources. By this means there should be brought about greater harmony between the executive and legislative branches of the state government.

#### *Responsible Government*

"Moreover, under the proposed reorganization the general public will be able to learn more readily from the reports of the important departments of the actual conduct of public affairs in any of the main fields of state government. And, as the governor will have authority over the whole executive organization, and means for enforcing this authority, so far as possible under the present constitution, he may properly be held responsible by public opinion for its operation.

#### *Budget and Accounts*

"The proposed reorganization will also aid in the preparation of a proper budget of estimates as a basis for appropriations. Each department will be able to formulate a careful estimate of needed appropriations, considering the relative demands of its several bureaus, and services; and these departmental estimates will be compiled and analyzed by the state comptroller for submission to the governor, who will recommend the aggregate budget of items approved by him to the general assembly. This will place on the governor the responsibility for the total amount requested; and the general assembly will hesitate to increase the appropriations beyond the amounts recommended by the governor.

"A comprehensive and modern system of accounts (such as is submitted in outline, and which has been worked out in detail for the penitentiaries and reformatory) will also aid in controlling and fixing responsibility for expenditures and in preparing close estimates for the budget.

#### *Economy Expected*

"To measure accurately in statistical and mathematic terms the expected improvements, is more difficult than to point out the general results likely to be gained. But some estimates may be made of the

direct financial advantages. The general plans of consolidation and reorganization will directly reduce expenditures for salaries and expenses of officials, and for office expenses by about \$100,000 a year. The saving proposed in the extension of taxes and the interest on tax collections will amount to \$500,000 a year. The centralization of inheritance tax administration should reduce the cost of collection by one-half, or at least \$100,000 a year. The management of local school funds by county treasurers instead of by school township treasurers, should save one-half of the present cost of administration or another \$100,000 a year. If the consolidation of prison management results in placing the cost of maintenance on the same per capita basis as in the charitable institutions, there will be a further saving of \$200,000 a year. The more centralized organization proposed for the rental and supervision of state offices and for printing and the purchase of supplies should also bring about a reduction in expenses of not less than \$100,000 a year.

"Combining these items it may be roughly estimated that the direct financial saving, on the basis of existing services, will be not less than \$1,000,000 a year, of which \$600,000 will be direct gain to the state treasury. An effective budget system should make possible still larger reduction of expenditures. But the most important gain will, after all, be in the increased efficiency of public administration, which will be equivalent to a large saving to the state, even if it cannot well be measured in dollars and cents. A more efficient revenue administration, for example, will produce large revenue with a more equitable distribution of the burdens of taxation.

"At the same time, it should be borne in mind that with the increase in population and in the demands for public activities . . . as for education, good roads and better treatment of the wards of the state . . . the total appropriations and expenditures of the state are not likely to be reduced. Indeed a department which is performing efficiently a useful service may receive larger appropriations than if the work were done poorly.

"But the increase in state expenditures which must be expected makes it all the more important to provide a system of administration which will make possible and probable a more efficient and economical administration of the public funds. It is with this purpose that the investigations of the efficiency and economy committee have been undertaken, and its plans for reorganization have been formulated.

"The committee is unanimously of the opinion that the reorganization of the executive departments upon the general lines proposed will result both in much greater efficiency, and in greater economy in the conduct of state administration. Likewise, it will aid the governor and the general assembly to perform their duties more effectively in the public interest; and it will give the general public more definite and adequate knowledge of the purposes and results of the administrative service of the state. The several members of the committee also concur in the specific recommendations, except in so far as dissent is indicated in the supplemental statements attached thereto.

#### NEED FOR FURTHER INVESTIGATION

"The investigations by this committee and the reports and plans submitted cover in a comprehensive way the field of the state executive organization established and governed by the acts of the general assembly.

There remain, however, other fields and branches of state and local government in Illinois where a similar investigation would develop that large economies and greater efficiency could be secured. Such an investigation will be of value to future sessions of the general assembly, and will be of particular value, in view of the proposals now being urged for a convention to revise the state constitution.

"If constitutional or important statutory changes are likely to be made in the near future, there should be careful and systematic survey of the governmental organization and of other provisions of the present constitution, and their practical operation, in comparison with those of other states and countries. This should include an examination of the state executive officers, the judicial systems and the general assembly, and of the relations between these departments of state government. There should also be a careful study of local government, as established by the constitution and by statute, and of its relation to the central government of the state. Still further there should be included an examination of the constitutional provisions relating to suffrage and elections, education, finance and taxation, corporations and public utilities and the methods of amending and revising the state constitution.

"On all of these subjects, there should be available a comprehensive and thorough analysis of the existing constitutional provisions of Illinois, and a detailed report on how these provisions actually work. There is needed, for example, a scientific study of the use of the governor's veto power, of the exercise by the courts of the power to declare statutes unconstitutional, and of the present systems of representation in the houses of the general assembly.

"Along with this investigation of the present governmental system in Illinois, there should be a study made of similar and different methods in other states and so far as practicable those of foreign countries. These should include inquiries and reports on such subjects as the relations of the executive to the legislature, woman suffrage, the initiative and referendum, municipal and county home rule, judicial organization, proportional representation, and methods of taxation.

"Such a survey is essential in order to make available for the members of the general assembly and the constitutional convention the data which should be at hand for statutory and constitutional changes. Something of the kind has been authorized in the state of New York to prepare for the constitutional convention to be held in that state in 1915. To collect the information, and to analyze and digest the data thoroughly, the investigation should be commenced as soon as possible.

"This committee, therefore, recommends that the forty-ninth general assembly provide for a comprehensive survey of government in Illinois, to collect and digest the materials bearing on the problems of legislation and proposed changes in the state constitution."

The final report of the efficiency and economy committee of Illinois was published in 1915. It opens with the report to the legislature under date of December 1, 1914 and concludes with appendices made up of special studies of those selected by the director of the committee, Professor John A. Fairlie, to make investigations of various subjects related to state administration. Following is the table of contents of these special studies:

## REVENUE AND FINANCE ADMINISTRATION

By John A. Fairlie.

## THE ACCOUNTS OF THE STATE OF ILLINOIS

By George E. Frazer, C. P. A.

## ACCOUNTING ADMINISTRATION FOR CORRECTIONAL INSTITUTIONS

By Spurgeon Bell.

## CHARITABLE AND CORRECTIONAL INSTITUTIONS

By James W. Garner.

## EDUCATIONAL ADMINISTRATION

By John M. Mathews.

## LABOR AND MINING AGENCIES

By W. F. Dodd.

## AGRICULTURAL ADMINISTRATION

By James W. Garner.

## PUBLIC HEALTH ADMINISTRATION

By John M. Mathews.

## SUPERVISION OF CORPORATIONS

By Maurice H. Robinson.

## PUBLIC WORKS, PARKS AND BUILDINGS

By C. O. Gardner.

## MILITARY ADMINISTRATION

By Quincy Wright.

## CIVIL SERVICE LAWS

By A. C. Hanford

## THE SECRETARY OF STATE AND LAW OFFICES

## EFFICIENCY AND ECONOMY COMMISSIONS IN OTHER STATES

By A. C. Hanford.

These published studies are a series of monographs of great value to any committee having under consideration a reorganization of state government. They exhibit the chief foundation work of the committee; they cover, in the aggregate, 971 pages and embrace a carefully prepared review of state administration, not only in Illinois, but in other states. With these studies before them the members of the Illinois committee had a general view of various methods employed in the solution of state administrative problems. The value of this is so apparent that it need not be dwelt upon. Take, for instance, the question of educational

administration. This is a problem of great importance in every state. A committee about to reorganize its state educational administrative agencies would be interested in knowing what has been done along similar lines in other states. The same is true of agricultural administration, charitable and correctional institutions and the other subjects exhaustively presented in the voluminous appendix to this report.

Consolidation of state governmental agencies, of course, implies a centralizing of authority and responsibility. This is emphasized with great frequency in the Illinois report. It seems to have made a deep impression, not only upon the committee but upon the general assembly that considered the findings of the committee.

A bill embracing the general principles of the committee's report was introduced in the general assembly of Illinois in 1917 and became a law; it is known as the civil administrative code. It differs in some respects from the recommendations of the committee, but it reorganizes the state government under nine administrative departments, with a director at the head of each. It centralizes authority in the governor and gives him very generous powers of appointment and removal from office.

The committee did not recommend specific salaries, but the legislature fixed the compensation of a goodly number of important official posts under the state government. Following is a list of the officers and salaries under the Illinois code:

*Department of Finance*

Director of finance .....	\$7,000
Assistant director of finance .....	4,200
Administrative auditor .....	4,800
Superintendent of budget .....	3,600
Superintendent of department reports.....	3,600

*Department of Agriculture*

Director of agriculture.....	\$6,000
Assistant director of agriculture .....	3,600
General manager of state fair.....	3,600
Superintendent of foods and dairies .....	4,800
Superintendent of animal industry.....	3,600
Superintendent of plant industry.....	3,600
Chief veterinarian .....	4,200
Chief game and fish warden .....	3,600
Food standard officer .....	450
Food standard officer .....	450

*Department of Labor*

Director of labor .....	\$5,000
Assistant director of labor.....	3,000
Chief factory inspector.....	3,000
Superintendent of free employment offices.....	3,000
Chief inspector private employment agencies.....	3,000

Industrial officer .....	5,000

*Department of Mines and Mining*

Director of mines and mining .....	\$5,000
Assistant director of mines and mining .....	3,000
Mine officer .....	500
Miners' examining officer .....	1,800

*Department of Public Works and Buildings*

Director of public works and buildings .....	\$7,000
Assistant director of public works and buildings .....	4,000
Superintendent of highways .....	5,000
Chief highway engineer .....	5,000
Supervising architect .....	4,000
Supervising engineer .....	4,000
Superintendent of waterways .....	5,000
Superintendent of buildings .....	5,000
Superintendent of purchases and supplies ..	5,000
Superintendent of parks .....	2,500

*Department of Public Welfare*

Director of public welfare .....	\$7,000
Assistant director of public welfare .....	4,000
Alienist .....	5,000
Criminologist .....	5,000
Fiscal supervisor .....	5,000
Superintendent of charities .....	5,000
Superintendent of prisons .....	5,000
Superintendent of pardons and paroles .....	5,000

*Department of Public Health*

Director of public health .....	\$6,000
Assistant director of public health .....	3,600
Superintendent of lodging house inspection .....	3,000

*Department of Trade and Commerce*

Director of trade and commerce .....	\$7,000
Assistant director of trade and commerce .....	4,000
Superintendent of insurance .....	5,000
Fire marshal .....	3,000
Superintendent of standards .....	2,500
Chief grain inspector .....	5,000

Public utilities commissioner .....	7,000
Secretary of public utilities commission.....	4,000

*Department of Registration and Education*

Director of registration and education .....	\$5,000
Assistant director of registration and education.....	3,600
Superintendent of registration .....	4,200

The code specifically provides that "each officer whose office is created by this act shall be appointed by the governor, by and with the advice and consent of the senate." It will therefore be seen that all the officers named in the preceding list are to be appointed by the governor; confirmation by the senate is required.

It is worthy of note that the term of each of these officers, with very few exceptions, is made to expire with the term of the governor. In Illinois the governor serves for a term of four years. Section 13 of the act provides; "Each officer whose office is created by this act, except as otherwise specifically provided for in this act, shall hold office for a term of four years from the second Monday in January after the election of the governor, and until his successor is elected and qualified." This provision seems to be in harmony with the theory that larger power should be vested in the hands of the governor, in order that he may be made more directly responsible for the acts of his subordinates.

Governor Lowden in his campaign for election pledged himself to carry out the general principles of reorganization and consolidation recommended by the committee on efficiency and economy. After his election he used his influence in support of the bill, which was finally enacted as the civil administrative code of Illinois and received his approval March 7, 1917.

Having advocated the principles embodied in the report of the committee and having been responsible, in large measure, for the formulation and enactment of the code, Governor Lowden has been, of course, greatly interested in the measure and desirous that it should fulfill the promises made to the people. In his message to the legislature in 1919 he says:

"The civil administrative code went into effect on July 1, 1917. It amounted to a revolution in government. Under it a reorganization of more than one hundred and twenty-five boards, commissions and independent agencies was effected. Nine departments, with extensive and real power vested in each head, have taken the place of those bodies, which were abolished, and discharged, under the general supervision of the governor, the details of government for which the governor is responsible. At the time the bill was up for consideration it was claimed that it would result in both efficiency and economy.

"It has more than justified the expectations that were formed concerning it. The functions of the government are discharged at the capitol. The governor is in daily contact with his administration in all its activities. Unity and harmony of administration have been attained, and vigor and energy of administration enhanced.

It seems to me almost providential that it should have been enacted into law before war actually came. A large number of the state's most expert officials and employes were drawn upon by the government at Washington because of the exigencies of the war. The same difficulties arose in the conduct of public business, which vexed private business so much. There was necessarily much confusion. The cost of all supplies rose rapidly. Unless the more than hundred scattered agencies, which had existed heretofore, had been welded by the civil administrative code into a compact and coordinate government, anything like efficient state government, during these difficult times, would have been impossible. Illinois, through the greater elasticity and efficiency of her new form of government, was able to meet every emergency of the war without an extraordinary session of her legislature.

"The appropriations made by the last general assembly were based upon pre-war prices and conditions. And yet, we will have completed the biennium without a deficiency in any department under the code, with the exception of the item of supplies for the charitable and penal institutions in the department of public welfare."

In an article entitled "Business Government", Governor Lowden in the *Saturday Evening Post* of March 13, 1920, sets forth pretty fully what he considers the virtues of the administrative code, now in force in his state. He explains his deep interest in the movement for the adoption of such a code and the opposition encountered in part as follows:

"In my campaign for election I made the reorganization of the business of the state the chief plank in my platform. The people became deeply interested and supported me generously when the legislature met and I undertook a complete reorganization of the work of the state which came under the duties of the governor. Of course there was much opposition by some of my political friends. They did not like to see these attractive places given up. I argued with them that good faith, since we had promised this reorganization in our party platform, required that we should keep our promise. I also urged upon my party friends that political patronage had always been overestimated as a party asset. I pointed out that our greatest victories had been won when we were out of power and without patronage, and our greatest defeats had come when we were in full possession of all the machinery of government. I insisted that the republican party could thrive only when it stood for principle and when it relied upon its achievements. I appeared before the committees of the general assembly and discussed with them at length the questions involved, and before long there was complete cooperation between the general assembly and myself, and to the credit of the legislature the result was the civil administrative code."

A careful reading of the list of good places still at the governor's absolute disposal, "by and with the consent of the senate," even under the new code, ought to satisfy the governor's "political friends" that reorganization in that state has not materially lessened the "attractive places" that may still be handed out to the faithful.

Governor Lowden in this article insists that "red tape" and "sinecures" have been eliminated, but avoids any detailed statement in regard to reduction of salaried positions or large savings of money. About the best thing he has to offer in this line is as follows:

"That the government created under the civil administrative code functioned well is best shown by the fact that we went through the entire period of the war without any extraordinary session of the general assembly."

The governor is more specific in his claim of efficiency under the new code. He says that there is absolute harmony of administration under the nine heads of departments, which function very satisfactorily with one another and with the governor. In fact there can be no doubt that Governor Lowden and Governor McKelvie are much pleased with the statutory provisions, in their respective states, that enable them to change all important appointive positions the minute they step into office and fill them with men satisfactory to themselves. This feature of the administrative reorganization which centers larger powers in the hands of the governor and enables him to put on duty, in all departments, officers politically and personally in harmony with himself is almost certain to make consolidated state government generally popular with chief executives. It will probably end distressing wrangles that frequently occur when a new governor is striving to create a vacancy in an office filled by a hold-over appointed by a political rival and predecessor.

While Governor McKelvie, of Nebraska, is enthusiastic over our federal government, which centers responsibility in cabinet chiefs, Governor Lowden seems to think that even our national government has not attained unto absolute perfection. On this subject he says in part:

"It is said that there are ten departments of government at Washington. That is so only in name. In fact, there are many times ten independent and practically unrelated agencies of government there. No department under these circumstances can avoid becoming rigid and law bound, and red tape necessarily becomes the rule. If, instead, the department head were authorized to prescribe the duties of subordinates the red tape would largely disappear. The responsible head would have power commensurate with his responsibility. Instead of an inert mass you would have a living organism with an actual head."

Governor Lowden then goes on to describe operations of the national government under existing conditions as "confusion worse confounded",

and quotes Hon. James W. Good, chairman of the House appropriations committee as follows:

"Today duplication in the government service abounds on every hand. For example, eight different departments of the government, with large overhead organizations, are engaged in engineering work, in navigation, irrigation and drainage; eleven different bureaus are engaged in engineering research; twelve different organizations are engaged in road construction; while twelve, with large overhead organizations, are engaged in surveying and mapping. Sixteen different bureaus, exercise jurisdiction over water-power development. Nine different organizations are collecting information on the consumption of coal. Forty-two different organizations, with overhead expenses, are dealing with the question of public health. The treasury department, the war department, the interior department and the department of labor each has a bureau dealing with the question of general education. These departments operate independently; instances of cooperation between them are exceptional. Each of these departments is manned at all times with an organization prepared to carry the peak of the load, and maintains an expensive ready-to-serve personnel. A lack of cooperation in the executive departments necessarily leads to gross extravagance."

The conclusion seems naturally to follow that, after a state government has been reorganized and consolidated into similitude with national government, vigilance will still be necessary to make it function in the interest of efficiency and economy.

Comment of the public press has been generally favorable to the Illinois plan. There appears to be some uncertainty, however, as to its results in actual saving to the state. The advent of the World War and consequent high prices for labor, materials and supplies of all kinds, of course, make it difficult to draw comparisons between the expenses under the civil administrative code and previous cost of government under the law that it superseded.

The harmonious operation of the different departments of state government under the larger powers granted to the governor with a tenure of office limited to his term of four years, seems to be conceded. Governor Lowden bears strong testimony to this "harmony" and he is assuredly in position to speak with authority on this subject.

In order to get fuller information in regard to the procedure of the Illinois efficiency and economy committee, letters were addressed to those familiar with its work. Under date of July 26, 1919, Professor John A. Fairlie, director of the Illinois committee, wrote as follows, in answer to a letter of inquiry:

"After the committee had made some preliminary inquiries, I was asked to outline a plan. This proposed a series of studies such as were later made and published with the committee report, based on a preliminary grouping of the existing state agencies. This plan was discussed with the committee and approved; and men

were selected by me for each of the special studies. This included a detailed analysis of legislation, judicial decisions and the published reports of the agencies in each group, supplemented by data secured by personal conferences.

"Preliminary reports of each study with tentative recommendations were presented and discussed with the committee. The committee then published a brief preliminary report outlining the general situation and principles of the reorganization projected. This was supplemented by brief summaries of the studies and tentative recommendations which were mimeographed and sent to the officials and private organizations and individuals interested in each section of the work. The committee then held a series of hearings—two general and public and others on particular topics—to which invitations were sent to officials and others specially interested. At these hearings the tentative plans were discussed informally, and after this the definite recommendations of the committee were determined and the report prepared.

"The general plans of the committee report were endorsed by both the leading parties in 1916 and were made the main issue by Governor Lowden. The bill for the administrative code was prepared under his direction; and with his active support was passed in 1917. This year this has been followed by an act creating a state tax commission.

"If I can be of any further assistance in the Ohio situation I shall be glad to do what I can."

In behalf of the Ohio committee, another letter was addressed under date of July 29th, asking for additional information, as follows:

"I have here the reports of the committee and the civil administrative code enacted by your general assembly. The report for 1915, including the appendix of very valuable monographs covering almost a thousand pages, is of great value to any committee making an investigation of its state's administrative governmental agencies with a view to reorganization in the interest of efficiency and economy. This work which has been done under your direction, makes unnecessary much that should otherwise be done by states undertaking a similar work. I am very glad that you had these studies published in a form so complete and satisfactory.

"As yet I have had opportunity to make only a hurried survey of the work done by your committee. It seems to me, however, that while the civil administrative code of your state follows in principle the recommendations of the committee, there are in the code some things outside of those recommendations. The number of administrative state officers appointed directly by the governor seems to be large and the aggregate of the salary list generous. I am wondering how much saving in salaries has been effected by the code compared with the amount previously paid in your state.

"Of course I realize that the salary question is not the only one involved in such a reorganization as has been brought about in your state. It is, however, one in which our committee is interested. Inasmuch as your civil administrative code seems to be received with general favor, our committee desires full information in regard to its enactment and subsequent results.

"In his public addresses Governor Lowden has declared that the reorganization of the state government has accomplished all that its friends expected. I note that your committee has claimed that the enactment of its report into law would result in a direct saving to the state of \$600,000 a year. Does the new code accomplish that?"

"Forty thousand dollars was appropriated for your committee. Do you have, in convenient form to send me, a statement of the expenses of the committee? If so, kindly forward it.

"I realize that I am asking much in this letter, but the information requested will be of great service to us at this time."

To this letter Professor Fairlie replied, under date of August 2nd:

"In my opinion it was significant in the name of the Illinois committee that efficiency came before economy. Estimates of direct savings were made, to meet the demand for such statements; but throughout the report the emphasis is placed on other matters, and in some of the special reports it is definitely stated that an efficient administration would cost more.

"The civil administrative code made some changes from the plans recommended by the committee. In some departments a more centralized system was established; but some of the recommendations where important reductions in expenses were predicted were omitted. Some of them have been acted on this year,—as the question of interest on state deposits, the new state tax commission, and a revision of commissions in collecting taxes. But the results of these will not appear until some time in the future.

"When the bill was being discussed two years ago a comparative statement of salaries was made, by those in charge of the measure; but I do not know where to find this now, and did not have any direct part in this work myself. But some direct reductions were made e. g. in the salary of public utility commissioners. In any case the salary matter seems to me a relatively small part of the problem.

"As to actual results under the new code, the situation has been much affected by the general rise in prices. In spite of this, however, Governor Lowden in his message this year notes that the appropriation of 1917 for the code departments had not been increased, except for supplies for the charitable and penal institutions. On the other hand the elective state officers had (as usual) requests for deficiency appropriations for considerable amounts.

"A detailed study might make possible some statistical statements on this matter, but I am not able to undertake this just now.

"The committee did not expend its whole appropriation. As I recall, there was something like \$10,000 left. Statements of the expenses will be found in the state auditor's reports of 1914 and 1916. The main items were for the preparation of the special reports and drafting of bills. The hearings of the committee were informal; and there was no expense for lawyers for cross examinations, nor for technical accounting investigations.

"I hope this information will be of some assistance; and I shall be interested in the progress of the same work in Ohio.

"I presume you are aware of the Idaho and Nebraska reorganizations this year, following the lines of Illinois."

## IOWA

On February 6, 1913 the general assembly of Iowa adopted a resolution providing for a joint committee on retrenchment and reform consisting of the chairmen of the committees on ways and means, judiciary and appropriations, and two members of the minority party in the senate and house of representatives.

The committee was authorized to employ accountants and efficiency engineers to assist in the inquiry into the affairs of the state and to institute such changes in administration "as will promote efficiency and economy".

A report was made to the general assembly on April 4th, transmitting the findings of the efficiency engineers employed to investigate the department of agriculture and the state fair.

On November 12, 1914 the committee made a report recommending the reorganization of the state government in accordance with the following arrangement:

## DEPARTMENT OF SOCIAL PROGRESS

To include and have supervision over the following existing departments:

1. Superintendent of public instruction.
2. Board of educational examiners.
3. State library.
4. Geological survey removed to Iowa City and placed in geological department.
5. Historical department.
6. Historical society of Iowa.
7. Academy of science.
8. Public archives.
9. Library commission.
10. Board of control.
11. Board of parole.
12. Board of education.

## DEPARTMENT OF INDUSTRIES

To include and have supervision over the following existing departments:

1. Department of agriculture.
2. Weather and crop bureau.
3. State veterinary surgeon.
4. Commission of animal health.
5. Horticultural society.
6. Inspector of bees.
7. State entomologist.
8. Dairy association.
9. Beef cattle breeders' association.
10. State and county fairs.
11. Railroad commission.

12. Commerce counsel.
13. Commissioner of insurance.
14. Industrial commissioner.
15. Bureau of labor statistics.
16. Banking.
17. Bank examiner.
18. County examiner.
19. City Examiner
20. Public accountant.

#### DEPARTMENT OF PUBLIC SAFETY

To include and have supervision over the following existing departments:

1. Attorney general.
2. Adjutant general.
3. State militia.
4. Fish and game warden.
5. State highway commission.
6. Custodian of public buildings and property.
7. Capitol extension.
8. Land office.
9. Meandered lakes.
10. Fire marshal.
11. Board of health.
12. Board of medical examiners.
13. Board of optometry examiners.
14. Board of law examiners.
15. Board of dental examiners.
16. Commission of pharmacy.
17. Veterinary examining board.
18. Dairy and food commission.
19. All examiners of this division.
20. Oil inspectors.
21. Inspectors of boats.
22. Mine inspectors.
23. Board of examiners for mine inspection, etc.
24. Automobiles.
25. Board of voting machine commissioners.

The committee also made the following suggestions based upon the proposed reorganization of the state government:

"If the foregoing, or substantially similar methods of unification be adopted, and ample authority in supervision be granted the heads of the three great departments, there must result much in economy and efficiency.

"Every such appointee should be subject to removal by the governor for cause. The ability of the individual appointed should govern. Political affiliation should not control. No employe should be permitted to work for any candidate for any office or contribute to any candidacy while on the payrolls of the state. Severe penalties should follow violation of this provision, such as removal from office, imprisonment and payment of a substantial sum in money to be recovered by the state upon the official's bond by action in equity at the seat of government. Thus will the building up of a political machine be made impossible.

"All the employe's time should be required by the state, and anyone unwilling to work approximately the same number of days and hours per day demanded in other business enterprises should be removed from office. The time clock, universally in use in business establishments of any size through the country, should be installed by the state. The time clock will not injure the prompt and it will spur the laggard, and we see no good reason why the state should not in this particular, as well as others adopt proven business methods.

"Duplication of records of the state's business as now prevails could be avoided by unity of operation and management. The number of regular clerks could be materially reduced, especially by having a few general clerks to serve wherever the state's business may require temporary extra help. Heads of minor departments should be guided by a general system of regulation. Authority, and with it responsibility, for success or failure would be centered—the chief of the division to the head of the great department of which that division formed a part, the department head to the governor and the governor to the people and thus will a government most responsive to the will of the people be secured. Much more may be said but the foregoing is sufficient for present purposes."

On February 20, 1915 the committee made a report including drafts of eight bills intended to make effective in legislation the recommendations of the previous report. With each bill there was submitted a brief explanation making clear its purpose.

The intent of the committee and its practical approach to the problem that it had under consideration is indicated by the following excerpt from the carefully written introduction to the bills submitted.

"There are three elements contained in our proposed reform.

- 1st. Efficiency.
- 2nd. Economy.
- 3rd. The fixing of responsibility for the purpose of making the government more responsive to the will of the people.

"The main idea with us is efficiency. The economy will at once be felt in the getting of greater results from what we spend and this will gradually show more and more as under our plan of competent and comprehensive and co-ordinated management the details of the system will work toward a more direct and economical basis.

"We do not enter upon the field of speculative reorganization but simply undertake to establish a business management, taking things as we find them. While the committee is in sympathy with many of the proposed theoretical reforms in government, yet we have not considered it our field to undertake to work out any of these, leaving that field to general legislation. As a matter of fact our work is not in conflict with any of these, and is in harmony with some of them, but the reforms presented in this report are essentially practical, not theoretical, in spirit.

"We ask that the proposed reforms suggested by the committee shall be judged only by the reports issued by the committee and the measures proposed to be enacted into law, as there are many things suggested in the report of the efficiency engineers and in the discussions of these matters issued from other sources, with which this committee is not wholly in sympathy and there are other suggestions, while we may

have believed them to be based upon sound judgment, we have not deemed it wise to attempt to include in our recommendations for present legislation. We urge the reading of the preliminary report issued by the "committee of thirty" business men of the Minnesota legislature for the purpose of information, but wish to keep before the minds of the members of the Iowa legislature the fact that this committee is approaching the consideration of these problems from a very practical and conservative point of view."

On April 14, 1915 the committee submitted its final report giving a general survey of its work and including an itemized statement of savings already effected through their recommendations. These aggregate something over \$120,000.

The committee declares that if the bill introduced providing for the reorganization of the state's business in accordance with recommendations had become a law a very much greater saving would have resulted to the state through the coordination and consolidation of departments.

Just what virtue there is in the claim of the committee, in regard to the actual savings brought about through its influence and to what extent these would have resulted without the committee may be problematic. It is safe to conclude, however, that in Iowa as in other states the presence and work of such a committee has a substantial value in directing public opinion to problems of state government even where no very material changes in legislation result.

#### KANSAS

Kansas took steps for reorganization of her state government in 1915. On March 20th of that year a resolution was adopted by the general assembly of that state creating an efficiency and economy commission consisting of two members of the senate and one member of the house of representatives. The senate and the house each selected one member and the governor appointed the third member.

The committee was authorized to investigate the management of every institution and department of the state government of Kansas; also the number and duties of employes of the senate and the house of representatives.

The committee was directed to make to the legislature and to the governor a report of its findings, including deserved criticisms and recommendations for "improvements of any kind that will facilitate the business or management of public affairs." The members of the committee were to serve without compensation but their necessary traveling expenses were to be paid.

A partial report was made Dec. 16, 1916. It included the following recommendations:

1. The reduction in the number of officers and employes of the legislature.
2. The adoption of the budget system with the principal features of the Wisconsin system.

3. One tax commissioner instead of three.
4. A commissioner of educational institutions in place of the board of administration.
5. A commissioner of penal and charitable institutions.
6. A commission of administration consisting of the governor, commissioner of educational institutions, commissioner of penal and charitable institutions, state accountant and tax commissioner.
7. The creation of a general emergency fund, available for all departments of the state government to meet emergency needs.
8. A uniform system of accounting.
9. Monthly expense reports of all departments.
10. A central store and purchasing agent.
11. Daily deposit in the state treasury of all moneys collected by any departments.
12. Criticism of civil service system and suggestions of changes.
13. A department of agriculture that shall include all other departments that have to do directly or indirectly with agriculture.
14. An extension of authority to the chief justice of the supreme court to delegate judges in one district to try cases in another district.
15. The employment of special architects to design special buildings involving large expenditure of money, leaving to the state architect designs for minor buildings and repairs.
16. One utility commissioner instead of three.
17. The abandonment of schools for colored pupils.
18. Restriction of courses offered by the state normal schools.
19. The discontinuance of the last two years of medicine in the courses now prescribed by the state medical school.
20. The abandonment of school of mines, experiment station, agricultural academy and the school of journalism at the agricultural college.
21. Opposition to furnishing further class-room and space for the state university and agricultural college."

The committee was of the opinion that a different distribution of class-room work throughout the week would entirely obviate the necessity of furnishing additional space for the university and agricultural college.

From the time that the committee was organized there appears to have been a lack of harmony among its members. Senator J. D. Joseph, appointed by the senate as a member of the committee, made a separate report, covering 75 pages, which is in large part a dissent from the recommendations of the majority of the committee. The senator opposed reducing the membership of important commissions. He was very emphatic in his recommendation for more space for the Kansas state university and backed up his decision with a table showing that other state universities are supplied with larger class-room space in proportion to the number of students in attendance.

In the introduction of his report Senator Joseph says:

“What our industrial and religious institutions need is HELP, not HINDRANCE, *encouragement* and not *persecution*. A sentiment cultivated for each to regard the other as a part of the same body — this commonwealth — that the help of any, means the help of all, and the injury of any means the injury to all.”

He criticises the methods of Senator Lambertson, chairman of the committee, and says among other things: “The report is substantially the same the senator could as well have made if he had never visited the state institutions or offices or consulted with Mr. Burton, (the other member of the committee) myself, or any one else.”

In conclusion he declares in favor of the existing order of things in Kansas as follows:

“I wish also to remind in conclusion, that all the taxes paid for state purpose including all state institutions, the price is only one-tenth of our taxes and while I have made many recommendations, suggestions and in some cases assumed the role of critic, I think it safe to say that our state taxes, being only one-tenth of all, are the most economically and efficiently expended of all our taxes.

“All praise to Kansas.”

Regardless of the apparently inharmonious, inconsequential work of the committee, the movement for the consolidation of governmental agencies went steadily forward in Kansas.

In 1917, the legislature enacted a law said to embrace a state manager plan for Kansas. It organizes many departments and offices under a single head of four members. The first report of the board, for the fiscal period ending June 30, 1918 contains the following statement as to the “evolution of the one-board idea” in that state:

“Prior to 1905 the various state institutions of Kansas, generally classified under three heads, — educational, penal and charitable were separately governed as to groups. The educational institutions were governed by boards of regents, viz.: six regents governing the university of Kansas with one honorary member; seven regents governing the state agricultural college; and one board of six regents governing the three normal schools, with an additional three honorary members. The penitentiary was governed by a board of directors consisting of three members. The Hutchinson reformatory was governed by a board of managers consisting of three members. The charitable institutions, including the hospitals, for the insane, boys’ and girls’ industrial schools, the school for the blind, the school for the deaf and the home for the feeble-minded, were governed by a state board of charities, consisting of five members — total thirty-four.

“In 1905, the legislature abolished the state board of charities, consisting of five members, and created in its stead the state board of control, consisting of three members, to have charge of the nine institutions formerly managed by the state board of charities.

"In 1913, the legislature abolished the three boards of regents, with a total of twenty-three members, then governing the educational institutions, and created the state board of administration, to consist of three members, to have charge of these institutions, adding to the list of institutions formerly governed by the various boards of regents, the school for the blind and the school for deaf. The legislature of 1913 also abolished the boards of directors, consisting of eight members, controlling the penitentiary and reformatory, and created the state board of corrections, to have charge of these institutions, adding to their charge the boys' industrial school and girls' industrial school.

"The legislature of 1917 abolished these three boards, with a total membership of nine members and created the state board of administration consisting of four members, including the governor, who is ex-officio chairman of the board, and providing for the employment by the board of a business manager. These five people have the management of all of the state institutions except the soldiers' home and the Mother Bickerdyke home, the management of which is retained by soldiers of the civil war. A list of the institutions under control of this board will be found on the third page of this report.

"We believe this to be the most radical change in institutional management ever undertaken in the United States. It is an experiment which has been watched with interest all over the country, as fully attest the countless inquiries concerning it.

"The members of the board and the business manager have been properly impressed, we trust, with the importance of the task committed to their charge, and in this report give their first formal account of their stewardship."

The *Topeka Capital* of June 8, 1919 contains a very interesting and informing article on the experience of Kansas under the caption of "BUSINESS SENSE PAYS THE STATE". The following excerpts are made from the article:—

"Kansas, which in times past has been prone to take energetic kicks at so-called 'big business', now appreciates that big business methods, when applied to the advantage of the state, aren't so bad after all.

"James A. Kimball, of Salina, became business manager for twenty-six state institutions of Kansas, spending \$5,000,000 annually, just two years ago. He faced an unlimited number of perplexing problems. The institutions include universities, colleges, prisons, asylums, orphanages, industrial farms, and hospitals. One institution operates a coal mine and brick plant. The needs of the various plants range from pins to half-million dollar buildings. The employes include college presidents and numerous ditch-diggers. Previous administration of all these institutions has been under separate boards and executives. Mr. Kimball was expected to be a general manager for the entire system, scattered in as many towns over the state as there are institutions.

"The legislature of January and February, 1917, had provided a budget that did not take into account such things as war prices and government regulation of materials.

"The plan of a state business manager was decidedly an experiment—a case of pioneering. There were dismal failures predicted for the new business machine consisting of one board of administration of three members taking the place of the various old boards, commissions, committees, and secretaries. This board was to be a board of directors, determining policy, with Mr. Kimball directing the expenditure of the dollars.

"The state business manager took office on July 1, 1917. He accepted the appointment with previous extensive experience in the wholesale grocery and candy business as well as experience as a drygoods salesman. His immediate problem as he expressed it was 'to concentrate the buying power of the dollar.' There has to be a saving to meet war-time prices on a peace-time budget."

After describing Mr. Kimball's method of securing cooperation when he began his work as state manager, the following statement is made, indicative of the general satisfaction that prevails in the state with the working of the new plan:

"The best proof that the state business manager plan, conducted on the basis of up-to-date business methods, has been successful is the fact that the 1919 legislature was called upon to make practically no deficiency appropriations—an unheard of thing previously under the regime of many commissions.

"The legislature showed its appreciation by adding to the authority of the state business manager."

In the state of Kansas, it is popularly believed that a very radical step has been taken in the consolidation of state governmental agencies. The declaration is frequently made that Kansas has adopted "the state manager plan." The impression conveyed is that the change effected in the state government brings it under the system exemplified in the city manager plan. In other words, we are told that the state manager is to the state of Kansas what the city manager is to a large city. The conclusion is hastily reached by the superficial reader and investigator that in Kansas the business manager has practically complete control over all the administrative agencies of the state. This is a mistake; the board of administration is the controlling power and the business manager is what his title suggests, a fiscal agent who has large powers so far as the financial affairs of the state are concerned. Over appointments he seems to have no control, except indirectly through the board of administration.

His work is confined to the educational, benevolent and penal institutions of the state. He presents their needs through his board to the legislature and uses the appropriations to secure the best possible returns in improvements, supplies and service to the state.

Some idea of the magnitude of this work is gleaned from the following excerpts from the report of the board of administration:—

"There are twenty-five state institutions under the control of this board. For the support of these twenty-five institutions the

last legislature appropriated \$6,413,202 for maintenance and salaries for the biennium ending June 30th, 1919; and in addition to the sum for salaries and maintenance, \$996,718.18 were appropriated for buildings and improvements for the biennium ending June 30th, 1919; total \$7,409,920.18.

"It should be borne in mind that in the institutions classified as penal and charitable there are 7,138 people who must be fed and clothed on fixed appropriations made at a time when prices of all necessary things for their sustenance and comfort were, at the lowest estimate 50% less than they are now. Every householder can realize the difficulty of this task, and that it has been performed without a deficit in any of the institutions is almost an unbelievable fact. For this splendid result too much credit can not be given to our able and tireless business manager."

In order that the Kansas situation may, if possible, be more readily understood in this brief survey, a list of the institutions under the board of administration and served by the business manager is here given. It is as follows:

STATE BOARDS AND COMMISSIONS OF KANSAS UNDER CONTROL OF  
THE BOARD OF ADMINISTRATION

*Industrial Institutions*

University of Kansas  
 Kansas state agricultural college  
 State normal school  
 Manual training school  
 Fort Hays Kansas normal school  
 School for deaf  
 School for blind  
 Kansas medical school  
 State fish hatchery  
 Irrigation experiment station (at Tribune)  
 Irrigation experiment station (at Garden City)  
 Agricultural experiment station (at Colby)  
 Agricultural experiment station (at Fort Hays)

*Officers*

State dairy commissioner	State veterinarian
State geologist	State forester
State entomologist	Feeding Stuffs inspector

*Charitable Institutions*

Topeka state hospital	State orphans' home
Parsons state hospital	Osawatomie state hospital
School for feeble-minded youth	Larned state hospital
State tubercular sanatorium	

*Correctional Institutions*

Penitentiary  
 Industrial reformatory for young men  
 Industrial school for boys  
 Industrial school for girls  
 Industrial farm for women

EDUCATIONAL INSTITUTIONS UNDER THE SUPERVISION BUT NOT UNDER  
CONTROL OF THE BOARD OF ADMINISTRATION

Industrial and educational institute (Colored)  
Industrial department, western university (Colored)

The foregoing institutions represent the field of state authority under the board of administration. The financial affairs of all of these are directed by the business manager. His field, though large, by no means includes all the governmental agencies of the state. There are, of course, the elective officers, but in addition to these there are many appointive officers and boards whose work is entirely independent of the board of administration.

Here is a list taken from a recent directory furnished by the secretary of state of Kansas:

State accountant	Board of examiners for trained nurses
Adjutant general	Board of optometry
Agent of state at Washington	Board of osteopathic examination and registration
Assistant commissioner of labor and industry	Board of trustees for Pawnee Rock
Election commissioners	Board of pharmacy
Fire marshal	School book commission
Grain inspector	Board of managers of state soldiers' homes
Irrigation commissioner	Tax commission
Military officers of governor's staff	Board of veterinary examiners
Oil inspector	Kansas water commission
Custodian of state house	State architect
Electrician of state house	Bank commissioner
Advisory commission, sanatorium for tuberculosis patients	Commissioner of labor and industry
Board of agriculture	Entomological commissioner
Appointees of board of agriculture	Fish and game warden
Board of barber examiners	Hotel commissioner
Civil service commission	Live stock sanitary commissioner
Board of education	State librarian
Entomological commission	Engineer of state heating plant
Historical society and department of archives	Academy of science
Horticultural society	Board of chiropractic examiners
Trustees of John Brown memorial park	Board of dental examiners
Kansas highway commission	Board of embalming
Board of medical examination and registration	Board of health
Memorial hall building commission	Industrial welfare commission
State mining commission	State fair managers
	Miners' examining board
	Kansas state board of review
	Public utilities commission

It will therefore be seen that on the whole the consolidation of the state governmental agencies in Kansas has not been more radical than

in some other states. In fact, there apparently has been no effort to reorganize the state government as a whole, to reduce materially the number of salaried officers, or to reduce the pay of those in the state service.

In answer to a letter of inquiry the following statement has been received from a state officer in Kansas:

“You ask if the adoption of the state manager plan — so called — has reduced salaries or eliminated salaried officers. Such was not the idea in creating the position ‘business manager’ under the board of administration of state institutions. He is merely what the title implies, a special deputy of the board of administration having general supervision over the ‘business’ end of the work of the board of administration. He has nothing whatever to do with other state officers or departments than those under the immediate control of the board of administration. Salaries were raised materially by the last regular session of our legislature — those under the supervision of the business manager more than those not under his supervision. So far we have no published list of the salaries now in force except that in the session laws of 1919 which have just been published.”

It is observed, however, that there is general satisfaction with the change effected in the state government and that the board of administration and its business manager have the confidence of the people of Kansas as reflected in acts passed at the recent session of the general assembly of that state.

#### MASSACHUSETTS

Massachusetts seems to have been at work longer than any other state in an effort to consolidate her government in the interest of efficiency and economy. A commission was authorized for this purpose in an act approved June 6, 1912. This was amended June 25, 1914. An Act of June 1, 1916 abolished the efficiency and economy commission and transferred the duties exercised by it to a supervisor of administration.

As first organized the chairman of the commission on efficiency and economy was appointed and designated by the governor. He received a salary of \$5,000; two other members appointed by the governor, received salaries of \$4,500 each. A commissioner was appointed each year to serve a term of three years.

The powers and duties of the commission are summarized as follows:

To examine annual estimates of the various departments; to make special examination of any matter affecting the finances in any department, at the request of the general court, the ways and means committee, governor, or committee on finance, or the governor's council or upon their own initiative; to inquire into the law governing financial transactions; to study possibilities of promoting greater economy, efficiency and utility in the transaction of business, by changes in law, by reorganization of departments, by different methods of administration, by classi-

fication of employes, by fixing maximum and minimum salaries, by reorganizing a central purchasing agency, by substitution of the budget method. The commission was required to report from time to time to the governor and general court.

Appropriations were made for the commission as follows:

1912, \$18,500; 1913, \$28,500; 1914, \$28,500; 1915, \$39,000.

The commission made annual reports for the years 1913, 1914 and 1915. It made, also, special reports as follows:

Report on reorganization of boards and commissions having supervision and control of state institutions, February 7, 1914.

Report on functions, organizations, and administration of departments of the executive branch of the state government, Nov. 1914.

Report on budget procedure, May 26, 1916.

Of special interest is the report prepared by the commission on the functions, organizations and administrations of departments of the executive branch of the state government. This report was prepared in cooperation with the various agencies in charge of the different departments, offices, boards and commissions conducting the administrative work of the state. The material was furnished largely by those in charge. Where satisfactory answers were not given to questionnaires, representatives of the commission itself made personal investigation and collected the desired information.

The result of the survey thus made has been published in a report covering 513 pages. It is a very complete presentation of the administrative agencies and activities of the state and gives to those interested a concise and comprehensive view of the government of the state, together with the duties, terms of office and salaries of those employed in its service.

In 1916, as already noted, the law authorizing the efficiency and economy commission of Massachusetts was repealed and the commission abolished. Under the new act the powers of the commission were transferred to a supervisor of administration, who was also given added authority under this act. He was authorized to appoint a deputy or deputies with the consent of the governor and council. Under this provision he appointed two deputies and a secretary.

The term of office of the supervisor of administration is three years and his salary \$5,000.

The supervisor has made annual reports for the years 1916, 1917 and 1918. In addition to these reports he has recently issued a number of special reports of interest and value. The full list of these is found in the typewritten pamphlet prepared for the use of the Ohio committee under "State Publications." They are as follows:

Recommendations relative to increases of salaries together with an outline of bills on consolidation of departments, 1919.

State board of labor and industries.

A report on the reorganization of the state board of labor and industries.

Consolidation of departments, boards, offices and institutions. 1919.

Supplementary report on the consolidation of departments according to the plan recommended in the annual report for the year 1918.

Purchasing and distribution of office furniture, supplies and equipment. 1919.

The recommendations of the supervisor for the establishment of the position of superintendent of buildings, to have charge of the purchase and distribution of office furniture, supplies and equipment. The sergeant-at-arms had previously done all this purchasing.

Consolidation of state departments, boards, offices and institutions. 1919.

The second supplementary report of the supervisor of administration on consolidation of departments.

Consolidation of state departments, boards and institutions. 1919.

The third supplementary report on consolidation.

An investigation of the compensation and working conditions of the officials and employes of the commonwealth and the several counties thereof. 1919.

Conduct, methods and practices of the department of the civil service commission. 1919.

This report is accompanied by recommendations for the organization of a civil service commission with a single head.

Report of the special committee of the executive council on the standardization of salaries in the state service. 1918.

The value of the foregoing reports may be judged from the following excerpts from the report of the special committee of the executive council on the standardization of salaries, which was adopted by the council, including the salaries recommended for those in the service of the state:

“The problems of salary standardization was approached by instituting a general survey of state positions, to determine the number of vocations, professions, trades or occupations embraced in the service, and also to secure a service record of each individual, from which an all-embracing classification could be evolved.

“The committee caused to be sent to each state employee included in part I of this report a questionnaire relative to his particular position,—to be filled out by him personally where possible or practicable. The heads of departments were requested to check these sheets carefully and return them to the supervisor of administration. A complete history or picture of each employee from time of entrance into the service to date was thus secured, as follows:

1 — Title

2 — Occupation or experience prior to entrance into service.

- 3—Department, bureau or division in which duties are performed.
- 4—Immediate superior.
- 5—Brief description of scope of duties and responsibilities.
- 6—A record of the history in the state service, including facts in regard to entrance; changes in titles; transfers; advancements; promotions; changes in duties; salary rates; retirements; reinstatements; and separations from the service.
- 7—Miscellaneous facts.

“After these questionnaires had been returned and assorted, representatives of the supervisor’s office held conferences with the heads of the departments, and in many instances with employees themselves, to review the situation and to eliminate obscurity, to insure accuracy and obtain valuable suggestions. A separate investigation was also conducted into the scale of wages and salaries paid for similar work by private employers—the whole constituting a very thorough inquiry to determine the worth of the various grades of work. The investigation showed numerous interesting things; for instance, that there are at present ten different ways of entering the state service, namely:—

1. By appointment from the governor.
2. By appointment from the governor with the consent of the council.
3. By appointment from the departmental head alone.
4. By appointment of the departmental head, with the consent of the governor
5. By appointment of the departmental head, with the consent of the governor and council.
6. By appointment of the departmental head, with the approval of the civil service commission.
7. By appointment of the departmental head, with the consent of the governor and the civil service commission.
8. By appointment of the departmental head, with the consent of the board of trustees.
9. By appointment of the departmental head, with the approval of the board of charity.
10. By appointment of the departmental head, with the approval of a central control agency and the governor and council.”

The report from which quotation is made indicates an effort in Massachusetts to prescribe qualifications for appointees to the various offices and positions in the state service. In some instances these qualifications seem to be aside from those required by the civil service, but the most important change recommended is the fixing of qualifications for appointees outside of the civil service regulations. An attempt has been made to prescribe qualifications for heads of departments, as well as all of their subordinates. This is interesting because the laws of the United States government and of most of the states even where civil service agencies have been established, prescribe for administrative chiefs no qualifications of fitness to discharge duties of office. It is true, in many instances, that political qualifications are prescribed to insure minority party representation on certain boards and commissions and in a few instances special qualifications are required by statute, but

generally speaking, the assumption seems to be, even where the civil service system has been introduced, that while a standard of qualifications should be fixed for subordinates in the various departments, any person can fill a position at or near the head of the department, if he can get it.

The special committee of the executive council of Massachusetts seems to observe the weak logic of such an arrangement. It is proposed to improve conditions by requiring of every appointee some qualification of fitness to discharge the duties of the position which he is to fill. On this subject the committee of the executive council says:

“With the exception of a few groups of employes, little or no attention has been given the matter of qualifications at entrance to the service. This acts as an open door through which the unqualified may enter. The converse is likewise true. Persons with professional pride are not over anxious to accept positions that require no definite standards of work and experience.”

There will be general agreement with these observations of the special committee. It must be admitted, however, that in actually prescribed qualifications the supervisor of administration has in many instances been limited to a very narrow range. The executive council of Massachusetts in 1918 approved “General rules and regulations governing entrance, advancement and promotion in the service of the commonwealth of Massachusetts.”

These rules and regulations require that any board, commission or official of the state desiring to make an appointment or promotion, to fill a vacancy or a new position shall notify the supervisor of administration and furnish him with certain information in regard to the position to be filled. Upon the receipt of such information the supervisor shall make an investigation regarding the need of the position, compliance with the qualification required by law and the ability of the department or officer to provide for the position out of the appropriation available. If the supervisor approves the request and the position to be filled is subject to the civil service commission, the result of his investigation is to be sent to that commission, which will certify eligibles for appointment. If the position to be filled is not subject to the control of the civil service commission, the supervisor of administration proceeds to fill it in accordance with the rules and regulations approved by the executive council.

These rules and regulations provide qualifications for employment in the administrative branch of the state government. The qualifications in some instances are so shadowy and vague that they are practically non-existent. For instance, the specifications open with the naming of 11 officers or classes of officers to be appointed by the governor. And here is the statement of the qualifications:

“Incumbents of these positions, who are appointed directly by the governor of the commonwealth, shall have such qualifications

as may be fixed by the governor and approved by the council, or as may be provided by statute."

In other words, to the governor and his council is left entirely the matter of qualifications.

In many positions, however, of a technical or educational character the qualifications are so fully and definitely specified as to afford an effective safeguard to the state's service. Take, for instance, the qualifications of the librarian, who has charge of organization and field work among the public libraries of the state. Here are the qualifications required:

"Not less than six years' experience as secretary of a free library commission or at least six years of experience in library organization and administration."

Following are the qualifications required of the librarian in charge of work with aliens:

"Not less than six years' experience in library work or educational work involving some library experience, at least four of which shall be in work with the foreign speaking alien population."

And here are the qualifications prescribed for junior assistant librarian:

"A certificate of graduation from a library school, or an equivalent educational training, and, in addition not less than one year of experience in library work affording appropriate training and experience in the duties to be performed."

The qualifications of assistant librarian are a little higher than those for the junior assistant.

All of these qualifications are definitely stated and afford a safeguard on the whole quite as satisfactory as could be provided in a civil service examination.

The report from which quotation has been made continues:

"The following existing methods of creating titles for positions were developed:—

1. By designation from the civil list.
2. By specific reference from statutes creating the positions.
3. By department heads.
4. By direct designation of department head, or the control board, approved in all instances by the governor and council and also approved by the civil service commission.

"Titles should be reasonably descriptive of duties performed and be useful for purposes of payroll audit, office management and control. An analysis of the present titles for positions in service shows that they frequently fail to serve any useful purpose. It is quite unusual to find that a title is such as to signify the relative importance of the position in terms of the entire service. There are now seven

hundred titles in use, — one-half of which at least are so non-descriptive as to be almost meaningless. Large numbers of positions are mentioned specifically by title and salary rate in the statutes, some of which have remained unchanged for over forty years. Though many of these positions are paralleled in scope and responsibility to positions later created otherwise, these particular employees must continue to be paid in accordance with the terms of the statute, regardless of the present value of work performed or with respect to the compensation allowed for these other similar positions subsequently created. For instance, an employee in one department may receive a salary of \$900, absolutely fixed by statute, while in another department for the same work an employee may receive \$2,000, the amount being fixed solely by the department heads in the latter instance.

“The various ways of creating salary rates at entrance to the service were found to include the following:—

1. By statute, through legislative enactment.
2. By appropriation act not regulated by statute.
3. By either of the foregoing, subject to the approval of the governor and council.”

It is needless to say that documents of this character, indicating the line of investigation in other states that have devoted years of work and considerable sums of money to the solution of consolidation and standardization, will be of special value to any committee taking up similar work.

From the report on the state board of labor and industries by the supervisor of administration, it appears that the recent constitutional convention made specific provisions for the limitation in the number of state administrative agencies. The supervisor says:

“The resolve under which this investigation was made requires a report as ‘to what extent and in what respects the board should be organized.’ A report on this question alone would not meet the requirements of the present situation on account of the adoption of an amendment to the constitution requiring the consolidation of state boards, commissions and authorities into not more than twenty departments by January 1, 1921. This office has therefore considered what other state authorities could advantageously be combined with the state board of labor and industries into a single industrial department.”

As already stated, the progress toward consolidation and simplification of the executive branch of the government in Massachusetts has extended over a number of years and met with a number of obstacles. A writer, in an interesting survey of the movement in this state, published in 1917, declares that results in actual legislation at that time were so unimportant as to call for no special consideration. From the foregoing it is seen, however, that the work of the commission on efficiency and economy and its successor, the supervisor of administration, has tended definitely to a reorganization authorized and made mandatory by a

recent constitutional provision. The movement in Massachusetts has at no time been abandoned but has steadily progressed to the results sought by its friends from the beginning.

The general court of Massachusetts at its regular session in 1919 complied with the provision of the new constitution requiring the administrative branch of the state government to be organized in not to exceed twenty different departments.

The act making such reorganization was approved July 23, 1919. It has very recently been published. That part of section 1 of this act which authorizes the department reads as follows:

“The executive and administrative functions of the commonwealth, except such as pertain to the government and the council, and such as are exercised and performed by officers serving directly under the governor or the governor and council, shall hereafter be exercised and performed by the departments of the secretary of the commonwealth, the treasurer and receiver general, the auditor of the commonwealth and the attorney-general, and by the following new departments hereby established, namely:

- The department of agriculture.
- The department of conservation.
- The department of banking and insurance.
- The department of corporations and taxation.
- The department of education.
- The department of civil service and registration.
- The department of industrial accidents.
- The department of labor and industries.
- The department of mental diseases.
- The department of correction.
- The department of public welfare.
- The department of public health.
- The department of public safety.
- The department of public works.
- The department of public utilities.

A metropolitan district commission is also hereby established as hereinafter provided and the provisions of part 1 of this act shall apply to said commission.”

The work of the supervisor of administration, the successor of the efficiency and economy commission, seems to have been satisfactory to the general court. Section 15 of the reorganization act reads as follows:

“The office of the supervisor of administration existing under authority of chapter 296 of the general act of 1916, and acts in amendments thereof and in addition thereto, shall continue to be under the governor and council, as now provided by law.”

As already stated, the general court has seemed reluctant to take up and embody in law a code for the reorganization of the state government of Massachusetts. The recent constitutional convention in that

state, however, adopted the provision requiring the consolidation of state government and the people of the commonwealth ratified this action.

The general court enacted a law to carry out this provision of the constitution, but in so doing disturbed as little as possible the system previously enforced in that state. The commissions, boards and officers are grouped under the different departments named in the first section of the act, but within their respective groups remain much as they were before the change was effected. To illustrate how this principle has been carried out quotation is made here in full of those sections that create the department of banking and insurance:

“DEPARTMENT OF BANKING AND INSURANCE

“Section 45. The office of bank commissioner, existing under authority of chapter two hundred and four of the acts of nineteen hundred and six, and chapter five hundred and ninety of the acts of nineteen hundred and eight, the office of supervisor of loan agencies, existing under authority of chapter seven hundred and twenty-seven of the acts of nineteen hundred and eleven, and the office of the insurance commissioner, existing under authority of chapter five hundred and seventy-six of the acts of nineteen hundred and seven, are hereby abolished. All the rights, powers, duties and obligations of said offices are hereby transferred to and shall hereafter be exercised and performed by the department of banking and insurance established by this act, which shall be the lawful successor of said offices.

“Section 46. The department of banking and insurance shall be organized in three divisions, — namely, a division of banks and loan agencies, a division of insurance, and a division of savings bank life insurance. Each division shall be in charge of a commissioner, who shall be known, respectively, as the commissioner of banks, the commissioner of insurance, and the commissioner of savings bank life insurance.

“The division of banks and loan agencies shall include the functions heretofore exercised by the bank commissioner and the supervisor of loan agencies. The division of insurance shall include the functions heretofore exercised by the insurance commissioner. The division of savings bank life insurance shall consist of the body corporate known as the general insurance guaranty fund as now organized and existing under authority of chapter five hundred and sixty-one of the acts of nineteen hundred and seven, and acts in amendment thereof and in addition thereto, and the board of trustees of said corporation shall continue to exercise its functions as heretofore, except as is otherwise hereinafter provided.

“The commissioners of said divisions shall act as a board in all matters concerning the department as a whole.

“Section 47. The board of bank incorporation, so-called, existing under authority of chapter two hundred and four of the acts of nineteen hundred and six and section four of chapter five hundred and ninety of the acts of nineteen hundred and eight, is hereby placed and shall hereafter serve in the department of banking and insurance. The said board shall hereafter consist of the treas-

urer and receiver general, the commissioner of banks, and the commissioner of corporations and taxations as established by this act. The board shall continue to exercise its functions as heretofore, but shall be considered a board of the division of banks and loan agencies.

"Section 48. The board of appeal on fire insurance rates, existing under authority of chapter four hundred and ninety-three of the acts of nineteen hundred and eleven, is hereby placed and shall hereafter serve in the department of banking and insurance, and shall continue to exercise its functions as heretofore, but shall be considered a board of the division of insurance.

"Section 49. The commissioner of banks shall exercise the functions of the bank commissioner and of the supervisor of loan agencies, as now provided by law. He shall also be a member of the board of bank incorporation, as heretofore provided. He shall be appointed by the governor, with the advice and consent of the council. The first appointment shall be for the term of one, two or three years, as the governor may determine. Thereafter the governor shall appoint the commissioner for the term of three years, shall fill any vacancy for the unexpired term, and may, with the consent of the council, remove the commissioner. He shall possess the qualifications and give the bond required of the bank commissioner under chapter five hundred and ninety of the acts of nineteen hundred and eight, and shall receive such annual salary, not exceeding five thousand dollars, as the governor and council may determine. The commissioner may, with the approval of the governor and council, appoint and remove a deputy as supervisor of loan agencies, and may, subject to the civil service laws and rules, where they apply, appoint and remove such clerical and other assistants as the work of the division may require and, subject to the provisions of chapter two hundred and twenty-eight of the general acts of nineteen hundred and eighteen, and rules and regulations made thereunder, and to the approval of the governor and council, where it is required by law, fix the compensation of the said persons.

"Section 50. The commissioner of insurance shall exercise and perform the functions of the insurance commissioner as now provided by law, and he, or a deputy designated by him, shall be a member of the board of appeal on fire insurance rates under chapter four hundred and ninety-three of the acts of nineteen hundred and eleven. He shall be appointed by the governor, with the advice and consent of the council. The first appointment shall be for the term of one, two or three years, as the governor may determine. Thereafter the governor shall appoint the commissioner for the term of three years, shall fill any vacancy for the unexpired term, and may, with the consent of the council, remove the commissioner. He shall possess the qualifications and give the bond required of the insurance commissioner under chapter one hundred and eighteen of the revised laws and chapter five hundred and seventy-six of the acts of nineteen hundred and seven, and shall receive such annual salary, not exceeding five thousand dollars, as the governor and council may determine. The commissioner may appoint and remove, with the approval of the governor and council, a first deputy, who shall discharge the duties of the commissioner

during his absence or disability, and such other duties as may be prescribed by the commissioner, an actuary and a chief examiner, and, subject to the civil service laws and rules where they apply, may appoint and remove such clerical and other assistance as the work of the division may require, and subject to the provisions of chapter two hundred and twenty-eight of the general acts of nineteen hundred and eighteen, and the rules and regulations made thereunder, and to the approval of the governor and council, where that is required by law, may fix the compensation of such persons.

"Section 51. The commissioner of savings bank life insurance shall be one of the board of trustees of the corporation known as the general insurance guaranty fund, designated by the governor. His term shall be that of his appointment as trustee. He shall act as president of the board of trustees of said corporation, and shall have general supervision and control of the work of the division: *provided*, that the trustees may elect a vice president to act as president of the board in the absence or disability of the commissioner."

By reference to the concluding part of Section 46, above quoted, it is seen that the commissioners of the divisions created exercise in their respective divisions the same functions that they exercised previously in the same governmental agencies and in addition "act as a board in all matters concerning the department as a whole."

It seems that the general court made a minimum of changes in order to comply with the provision of the new constitution requiring the organization of the state government in not to exceed twenty departments.

To what extent the Massachusetts code will affect the work of the civil service commission in that state can not be clearly learned from the document itself. Sec. 9 of the code is as follows:

"In all cases where the executive and administrative head of the department is vested with authority to establish within his department divisions, the establishment of such divisions shall be subject to the approval of the governor and council, except in cases where divisions are specifically provided for in this act."

Section 11 contains two clauses that seem very slightly related. The first of these provides that all salaried persons appointed by the governor with the advice and consent of the council may be required by the governor, with consent of the council, to give their whole time to the duties of the office. This really means little or nothing. The other clause is significant. Here it is:

"The heads of divisions of departments established by or under authority of this act shall be exempt from the civil service law and the rules and regulations made thereunder."

This means, of course, not only that the heads of all divisions provided for in the act itself, but that the heads of all divisions hereafter

created by the governor and heads of departments under this act shall be exempt from civil service requirements. While this provision would seem to curtail the authority of the civil service commission and exempt from the civil service rules and regulations subordinate positions in the different departments, amends had been made to some extent by laws previously enacted, which safeguard many of these positions by prescribing a standard of qualifications for those appointed to them.

There are some other interesting principles running through the new code, but as they do not directly concern matters of reorganization in the interest of efficiency and economy there is no occasion to review them here.

#### MINNESOTA

The efficiency and economy commission of Minnesota was created in October, 1913. It consisted of thirty men chosen by the governor and serving without pay. The funds necessary for general expenses were raised by private subscriptions. The commission was authorized to confer with public officials and private citizens in devising plans for promoting efficiency and economy in the administration of the state government.

A preliminary report was made to the governor under date of May 25, 1914. Following are the main features of the plan proposed:

- I. Reorganization of the executive service under the following heads:
  1. General administration of finance
  2. Public domain
  3. Public welfare
    - a. Institutions
    - b. Health
  4. Education
  5. Labor and commerce
  6. Agriculture
- II. The merit system in the civil service
- III. The budget system of appropriating money

The final report of the commission was made to the governor in November, 1914. This elaborates the main features of the preliminary report. It contains "the proposed bill for reorganizing civil administration of the state of Minnesota". Following the bill are twenty-two pages of explanatory notes. A carefully prepared index concludes the report. Much praise has been given the commission for its survey and recommendations, but the bill which it proposed has not been enacted into law.

On April 21, 1915 a resolution was adopted by the general assembly of Minnesota creating a commission on reorganization of civil administration in that state. This commission consisted of three members

appointed by the governor, four by the lieutenant governor and four by the speaker of the house. All appointments were made from the membership of the legislature. The report of this commission appears in the appendix of the inaugural message of Governor Burnquist to the legislature in 1917. It follows in general the recommendations of the efficiency and economy commission which preceded it, but it does not go so far in the recommendation of changes. The commission makes the additional recommendation that a constitutional amendment be submitted to the people limiting the membership of the state senate to fifty and of the house of representatives to not to exceed one hundred.

In Minnesota the work of the two commissions has not led to important legislation. The enactment of a law providing for a state budget, however, was perhaps due to some extent to their recommendations.

#### NEBRASKA

On April 16, 1913, the general assembly of Nebraska adopted a resolution providing for the appointment of a joint committee to consider the reform of legislative procedure and the budget. This committee consisted of three members of the senate and three members of the house. It was specifically directed to make a careful study of the methods of legislative procedure in other states and countries, including the preparation of the budget, and to formulate a report and recommendations for the state of Nebraska. A small appropriation of \$500 was made for the expenses of the committee.

The report of the committee bears date of May 15, 1915. It is brief and contains the following recommendations:

For immediate action:

1. Bills. Form to be standardized; a bill drafting division to be created.
2. Legislative publications. Journals and calendars should be printed.
3. Committees. Reduction in size and number, schedule of meetings, record of votes.
4. Employees. Reduction in number, election of chief.

For future action:

1. Constitutional amendment for unicameral legislature
2. Civil service reform.
3. Budget to be prepared by the governor.
4. Consolidation of offices.
5. Efficiency survey.

The efficiency survey recommended in this report does not appear to have been made by the state, but at least one committee in 1914 and two governors at different dates, seem to have recommended consolidation of administrative agencies. In 1918 the republican party of Nebraska

declared in favor of a reorganization of the state government and elected a governor pledged to this change. The civil administrative code passed by the legislature of Nebraska, approved April 19, 1919, is a voluminous document and including index covers 461 pages. It is much more extensive than the Illinois code and seems to include a revision of all the laws under which the reorganized government of Nebraska is to operate. The general provisions of the code are an index to the character of the document and are sufficiently brief to be presented in this study. These provisions are as follows:

“Be it enacted by the people of the state of Nebraska:

Section 1. *Civil administration vested in governor.* The civil administration of the laws of the state is hereby vested in the governor. For the purpose of aiding the governor in the execution and administration of the law, the executive administration work shall be divided into the several departments enumerated in Section 2 of this article.

“Sec. 2. *Executive and administrative departments.* There are hereby created and established the following departments of the state government.

- The department of finance;
- The department of agriculture;
- The department of labor;
- The department of trade and commerce;
- The department of public welfare;
- The department of public works.

“Sec. 3. *Departmental secretaries.* To aid the governor in carrying out the constitutional duties, vested in him as the supreme executive, each department shall have a departmental officer who shall be known as ‘secretary’, who shall, subject to the provisions of this act, and under the general direction of the governor, execute the power and discharge the duties vested by law in his respective department. Such officers shall be designated as follows:

- The secretary of finance, for the department of finance;
- The secretary of agriculture, for the department of agriculture;
- The secretary of labor, for the department of labor;
- The secretary of trade and commerce, for the department of trade and commerce;
- The secretary of public welfare, for the department of public welfare;
- The secretary of public works, for the department of public works.

“Sec. 4. *Salaries and secretaries.* The secretaries of the respective departments created by this article shall receive annual salaries in monthly or yearly periods as follows:

- The secretary of finance shall receive \$5,000;
- The secretary of agriculture shall receive \$5,000;
- The secretary of labor shall receive \$5,000;
- The secretary of trade and commerce shall receive \$5,000;
- The secretary of public welfare shall receive \$5,000;
- The secretary of public works shall receive \$5,000.

"Sec. 5. *Assistants — appointed — salaries — terms, etc.* The governor shall, in each department, have power to appoint such deputies, assistants, employees and clerical help as shall be necessary or essential to the economical but efficient and proper enforcement and administration of the laws of the state, and shall at the same time fix the salaries of such appointees and prescribe their duties. The governor shall also have power to discontinue the service of any such secretary or employee when, in his judgment, the same is not longer necessary. Such appointee may be required to serve in one or more departments and may be transferred from one department to another from time to time as efficient but economical administration shall require. The governor shall confer with the secretaries of the several departments and the secretaries shall make recommendations to the governor from time to time relative to appointments, services, salaries and duties of the appointees for their respective departments. In providing for deputies, assistants, employees or clerical help, the total expenditures for the biennium shall not exceed the appropriation made by the legislature for said departments.

"Sec. 6. *Secretaries and appointees to devote their entire time to office.* Each secretary, and each appointee in each department, shall devote his entire time to the duties of his office and shall hold no other office or position of profit. No appointee in any of the departments shall be a relative of any of the secretaries of departments created by this act.

"Sec. 7. *Secretaries — how appointed.* Each secretary of each department created by this act shall be appointed by the governor, by and with the advice and consent of the senate. In any case of vacancy in such offices during the recess of the senate, the governor shall make a temporary appointment until the next meeting of the senate, when he shall nominate some person to fill such office; and any person so nominated who is confirmed by the senate, shall hold his office during the remainder of the term and until his successor shall be appointed and qualified. If the senate is not in session at the time this act takes effect the governor shall make a temporary appointment as in case of a vacancy.

"Sec. 8. *Same — term of office.* Each secretary whose office is created by this act shall hold office for a term of two years from the first Thursday after the first Monday in January next after the election of the governor and until his successor is appointed and qualified unless sooner removed by the governor.

"Sec. 9. *Same — oath of office.* Each secretary and assistant in each department created by this act shall, before entering upon the duties of his office, subscribe and take the constitutional oath of office, which shall be filed in the office of the secretary of state.

"Sec. 10. *Same — bond.* Each secretary, deputy and assistant in each department created by this act shall, before entering upon the discharge of the duties of his office, give bond, with security to be approved by the governor, not less in any case than ten thousand dollars, conditioned for the faithful performance of his duties, which bond shall be filed in the office of the secretary of state.

"Sec. 11. *Secretary makes rules and regulations for department.* The secretary of each department is empowered to prescribe regulations, not inconsistent with law, for the government of his department, the conduct of its employees and clerks, the distribution and performance of its business, and the custody, use and preservation of the records, papers, books, documents and property pertaining thereto.

"Sec. 12. *Department offices — branches.* Each department shall maintain a central office in the capital at Lincoln, Nebraska, in rooms provided therefor. The secretary of each department may, in his discretion and with the approval of the governor, establish and maintain, at places other than the seat of government, branch offices for the conduct of any one or more functions of his department.

"Sec. 13. *Department offices — when open and close.* Each department shall be open for the transaction of business at least from eight o'clock in the morning until five in the evening of each day except Sundays and days declared by statutory enactment or proclamation of president or governor to be holidays.

"Sec. 14. *Official seal of department.* Each department shall adopt an official seal.

"Sec. 15. *Hours of labor.* All secretaries, deputies, assistants and employees in the several departments shall render not less than eight hours of labor each day, Saturday afternoon, Sundays and days declared by statutory enactment or proclamation of the president or governor to be holidays excepted.

"Sec. 16. *Leaves of absence.* Each secretary and appointee in the several departments shall be entitled during each calendar year to fourteen days leave of absence with full pay. In special and meritorious cases where to limit the annual leave to fourteen days in any one calendar year would work peculiar hardship, it may, in the discretion of the governor, be extended.

"Sec. 17. *Payment for extra services — reports.* No secretary or employee in the several departments, employed at a fixed compensation, shall be paid for extra services, unless expressly authorized by law. Each secretary of the department shall annually, on or before the first day of December, and at such other times as the governor may require, report in writing to the governor concerning the condition, management, and financial transactions of his department.

"Sec. 18. *Co-ordination among departments.* The secretaries of departments shall devise a practical and working basis for co-operation and co-ordination of work, eliminating duplication and overlapping functions. They shall, so far as practicable, co-operate with each other in the employment of help and the use of quarters and equipment.

Sec. 19. *Receipts by departments — paid to the state treasury.* The gross amount of money received by every department, from whatever source, belonging to or for the use of the state, shall be paid into the state treasury, without delay, not later in any event than ten days after the receipt of the same, without any deduction on account of salaries, fees, costs, charges, expenses or claims of any description whatever. No money belonging to or for the use of the state shall be expended or applied by any department except in consequence of an appropriation made by law and upon the warrant of the auditor of public accounts.

"Sec. 20. *Supplies — how purchased.* Supplies for the several departments, except in cases of emergency and in case of perishable goods, shall be purchased in large quantities and contracts therefor shall be let to the lowest responsible bidder. Advertisements for bids for furnishing such supplies shall be published for at least three days in one or more English language newspapers, published in each of the five largest cities of the state determined by the then last preceding Federal census, and, also in one secular English language newspaper, selected by the department of finance, by competitive bidding in the same manner as it is herein

provided other contracts may be let, and designated as an 'official newspaper', which newspaper so selected shall continue to be the official newspaper for a period of one year from the time of its selection. The proposals shall be publicly opened on the day and at the hour and place mentioned in the advertisement and any and all bids may be rejected and when rejected a readvertisement shall be made in the manner above provided; providing that no specification prepared for proposals to bid as herein provided shall call for private brands or particular manufacture.

"Sec. 21. *Powers of departments—carry reciprocal duties.* Whenever in this act power is vested in a department to inspect, examine, secure data or information, or to procure assistance from another department, a duty is hereby empowered upon the department of which demand is made, to make such power effective.

"Sec. 22. *Powers—duties—rights, documents and property of existing offices to be transferred to department.* Whenever rights, powers and duties, which have heretofore been vested in or exercised by any officer, board, commission, institution or department, or any deputy, inspector or subordinate officer thereof, are, by this act, transferred, either in whole or in part, to or vested in a department created by this act, such rights, powers and duties shall be vested in, and shall be exercised by, the department to which the same are hereby transferred, and not otherwise, and every act done in the exercise of such rights, powers and duties shall have the same legal effect as if done by the former officer, board, commission, institution or department, or any deputy, inspector or subordinate officer thereof. All books, records, papers, documents, property, real and personal, unexpended appropriations and pending business in any way pertaining to the rights, powers and duties so transferred to or vested in a department created by this act, shall be delivered and transferred to the department succeeding to such rights, powers and duties.

"Sec. 23. *Reports—notices—papers—documents—to be given and served upon department heads—saving clause.* Whenever reports or notices are now required to be made or given, or papers or documents furnished or served by any person to or upon any officer, board, commission, or institution or deputy, inspector or subordinate thereof. This act shall not affect any act done, ratified or confirmed, or any right accrued or established, or any action or proceeding had or commenced in a civil or criminal cause before this act takes effect; but such actions or proceedings may be prosecuted and continued by the department having jurisdiction, under this act, of the subject matter to which litigation or proceeding pertains.

"Sec. 24. *Investigations—power to administer oath, summon and compel the attendance of witnesses.* Each department created by this act shall have power through its secretary, any deputy or assistant or employee, when authorized by the secretary, to make a thorough investigation into all the books, papers and affairs of any person, firm or corporation when in the judgment of such department such examination is necessary to the proper performance of its duties and the efficient enforcement of the laws, within the purview of its power and authority fixed by this act, in so doing to administer oaths and affirmations and to examine on oath or affirmation any person, officer, agent or clerk of any firm or corporation touching the matters which in the judgment of such department, ought to be inquired into and to examine and to sum-

mon and by attachment compel the attendance of any person or persons in this state to testify under oath before such department or its secretary or any deputy or any assistant or employees thereof in relation thereto.

"Sec. 25. *Power of departments to administer laws assigned to them.* Except as otherwise provided by this act, each department shall have exclusive supervision, regulation and general control over the enforcement, execution and administration of the laws relating to the several subjects and matters assigned in this act to the departments respectively."

It will be noted that there has been considerable consolidation under this code and that unusually large powers are centered in the governor. The administrative departments are reduced in number to five; the governor is given authority not only to appoint the heads of these departments, but also to appoint and fix the salaries of all "deputies, assistants, and clerical help".

It is difficult to see how with this large authority the consolidation effected in the state government of Nebraska would relieve the governor of the importunities of office-seekers and an immense amount of petty detail that would tend to prevent his consideration of the larger problems of administration.

It is not at all surprising, in view of this, that there should be opposition to the new code in Nebraska. It has been opposed by a number of newspapers of that state and a referendum has been invoked against it, apparently without effect, as the petitions have been declared inadequate.

In answer to a letter of inquiry the following statement is made from the state capital of Nebraska, by one qualified to speak from a knowledge of actual conditions there:

"The Nebraska civil administrative code has now gone into effect. There was a referendum filed but the position was taken that the petitions were not legal because the entire bill did not appear at the heading of each petition, and also that persons signing the petitions in many cases thought they were signing petitions against the prohibition amendment. The case of the petitioners against the secretary of state will come up shortly in the state supreme court.

"I am sorry that I cannot send you printed matter giving opinions of those opposed to the code. The newspapers were used as the medium to get the opposition views before the people. The chief objections to the law were its unwieldiness; its centralization of power in the governor; the taking over by the department of agriculture the present powers of the state board of agriculture, — a private organization receiving support from the state; its uselessness just at this time when a constitutional convention will be held next winter."

As the civil administrative code of Nebraska covers over 461 pages, the difficulty of circulating it in full at the head of referendum petitions is readily apparent.

In an article contributed to *The American Review of Reviews* for March, 1920, Governor Samuel R. McKelvie, who was elected on a platform pledged to reorganization of the state government of Nebraska, and who is personally given chief credit for the creation of the new administrative code of that state, makes the following statements in regard to "results already achieved":

"In operation the civil administrative code in Nebraska has met the expectations of those who urged its adoption. At the end of the first five months of its operation, it had saved to the state over \$50,000 in actual costs of administration. On this basis, it is fair to assume that the saving for the biennium will be over \$200,000. In one division alone, the registration of automobiles, a saving of \$8,000 per annum was effected in cost of administration.

"But more important still — it so expedites the handling of the state's business that those requiring service receive it promptly, and the tedious details which accompany the system of administration under boards and commissions are largely eliminated."

In his introductory arguments in favor of state governmental reorganization Governor McKelvie tells us that the movement is simply to fashion state government into the more perfect type of our national government. He says in part:

"Briefly, it is simply a return to first principles, as embodied in the government of the United States, a republic the like of which has never been founded. In its origin it stood as a happy medium between two extremes — on the one hand, an autocracy with all power centered in one individual; on the other hand, a pure democracy with direct action by all the people. It was indeed a representative form of government, which protected individual rights and provided for the economical and efficient administration of the country. The entire system consisted of three distinct and separate branches; executive, legislative, and judicial; the first two filled by popular vote, and the third by appointment."

Governor McKelvie is an enthusiastic supporter of placing large appointive power in the hands of the governor. The new code, as already pointed out, provides that the governor shall appoint all subordinates, from janitor to heads of departments. His advice to the constitutional convention of his state, which was in session when he contributed the article from which quotation is made, is a plea, among other things, for a shorter ballot and larger powers of appointment. Here are his seven recommendations:

1. The executive department should consist of a governor, lieutenant-governor, and comptroller, to be elected.
2. The governor to be elected for a term of four years, and not subject to re-election.
3. The lieutenant-governor to be elected for a term of four years and to serve only in the event of the death or disability of the governor.

4. A comptroller to serve as auditor and treasurer, to be elected for a term of four years, and not subject to re-election. He could either be elected by direct vote of the people or by the house of representatives.
5. All appointments, aside from those having to do with the office of comptroller, should be made by the governor, with major appointments to be confirmed by the senate. The creation of departments, and the grouping of activities with them, to be left to the legislature. The selection and term of service of minor employees to be subject to a limited civil service, the provisions of which the legislature should determine.
6. There should be no boards, except those that are quasi-judicial, and quasi-legislative or having to do with education.
7. Provisions may be made for the recall of any of these officers, or the appointees under them, upon the petitions of a given percentage of qualified electors."

### NEW JERSEY

The governor of New Jersey, April 1, 1912, approved an act creating a commission to report upon the advisability of reorganization and consolidation of the different departments of the state government whose functions were interrelated.

The commission was made up of two senators appointed by the president of the senate, two representatives appointed by the speaker of the house and three citizens appointed by the governor.

On February 16, 1914, the committee reported that it had investigated about forty offices and departments and recommended reorganization that should save the state \$146,811 annually. The general plan of organization recommended provided for consolidation of different departments, boards and offices under a director for each new department with an unpaid advisory board. Specific recommendations were made for the standardization of salaries by the civil service commission and the standardization of stationery by the state house commission.

The commission made an annual report in 1915 with the following recommendations:

1. Creating a department of conservation and development by consolidation of the state geological survey, the Forest Park reservation commission, the state water supply commission and the state museum commission, the Washington Crossing park commission and the Fort Nonsense commission.
2. Creating a department of commerce and navigation by the consolidation of the New Jersey ship canal commission, riparian commission, department of inland waterways and the inspectors of power vessels.
3. Creating a department of shell fisheries by the consolidation of the bureau of shell fisheries, the New Jersey state oyster commission, the oyster commission of Atlantic county, the oyster commission of Ocean county and the shark river commission.

4. A reorganization of the board of health by the substitution of a director of health in the place of five paid commissioners and the addition of an advisory board.
5. Consolidating the state board of assessors and the state board of equalization of taxes and providing that the new board shall consist of six members, with the provision that the board can divide into courts of three for the purpose of hearing appeals, etc.
6. Transferring the engineers of the present department of the board of assessors to the board of utility commission, but in no way interfering with the work or revaluation and assessments now in charge of the engineering corps.
7. Providing that the new organization of the board of health may enforce state laws in local districts.
8. Creating a department of labor and industry, consolidating the department of labor and bureau of industrial statistics.

The report for 1916 opens with the statement that many of the recommendations contained in the report of 1914 were carried into effect with satisfactory results. In the opinion of the commission the creation of new agencies in the state government should be confined to those activities that "cannot find consistent lodgment in some existing department."

The report closes with the following suggestion:

"Our commission, therefore, begs to renew its recommendations formerly submitted, either that this commission should be continued or that a permanent economy and efficiency commission should be created, composed of members who will serve without compensation and who have had experience in business enterprises.

"Such a commission could be given authority to examine not only the field of state government, as yet untouched, but also to examine the operations of those consolidations and reorganizations already effected."

It appears that in the state of New Jersey no systematic reorganization of the state government was effected or attempted. A number of changes were made, however, in the interest of efficiency and economy and the comment upon the work of the commission has been generally very favorable. State librarian of New Jersey, J. P. Dullard, in a letter under date of May 12, 1919, briefly summarizes the work of the commission as follows:

"Most of the practical effect of the work of the commission is to be found in the enactment of a number of laws in 1915, consolidating various state departments. These laws, which will be found in the Session Laws of New Jersey, are as follows:

"Chapter 242 of the laws of 1915 creating a department of commerce and navigation. A consolidation of the following department and boards: riparian commission, inland waterways, inspection of power vessels, and New Jersey harbor commission, which latter commission absorbed the New Jersey ship canal commission.

"Chapter 241 of the laws of 1915 creating department of conservation and development. A consolidation of the following departments: Forest Park reservation, state geological survey, Washington Crossing commission, state museum, Fort Nonsense commission, state water supply commission.

"Chapter 387 of the laws of 1915 establishing department of shell fisheries. A consolidation of bureau of shell fisheries and the various oyster commissions of the state.

"Chapter 244 of the laws of 1915 creating state board of taxes and assessments. A consolidation of the state board of assessors and the state board of equalization of taxes.

"Others passed, which were more or less the result of the recommendations of the economy and efficiency commission, are as follows:

"Chapter 288 of the laws of 1915 reorganizing the state department of health, chapter 40 of the laws of 1916 reorganizing and establishing the powers of the department of labor, chapter 12 of the laws of 1917 establishing the state highway department, a consolidation of three different departments having to do with the roads. Chapter 147 of the laws of 1918 creating a department of charities and corrections, involving a very considerable enlargement of the powers of a former department of the same name. One of the active spirits of our economy and efficiency commission was Governor Edge\* who at the time of the creation of the commission was a state senator, and it was largely through his influence and the experience acquired by him as a member of this commission that some of the above mentioned laws were passed, even after the commission went out of existence."

## NEW YORK

### STATE ADMINISTRATIVE REORGANIZATION

(Excerpts from reports of Reconstruction Commission of New York, October 10, 1919)

#### *Movement prior to 1919*

As early as 1910 Governor Hughes in his annual message to the legislature recommended administrative reorganization and consolidation, which he said would "tend to promote efficiency in public office by increasing the effectiveness of the voter and by diminishing the opportunities of the political manipulators who take advantage of the multiplicity of elective offices to perfect their scheme at the public expense." Furthermore, he believed that responsibility should be "centered in the governor who should appoint a cabinet of administrative heads, accountable to him and charged with the duties now devolved upon elective state officers."

Following this message a resolution to amend the constitution was introduced in the assembly of 1910 providing for the appointment of all state officers except the governor and the lieutenant-governor. A hot discussion ensued with the result that the resolution failed to pass.

\*Now United States Senator from New Jersey.

The movement toward consolidation was again revived in the election campaigns of 1912. In 1913 the legislature passed a bill establishing a department of efficiency and economy under a commissioner appointed by the governor and confirmed by the senate for a term of five years. The commissioner was authorized to study all branches of the state government and to make recommendations designed to promote the general conduct of the state's business. In 1914 this department in cooperation with the bureau of municipal research began the preparation of a report on the government and administration of the state for the constitutional convention which was to meet the following year. As a result of the combined efforts of these two agencies there was published in January, 1915, a volume of more than seven hundred pages, entitled "Government of the state of New York: A survey of its organization and functions." This volume gave a minute description of the legislative, judicial and administrative organizations of the state government. It also set forth graphically all the agencies of the state, together with their functions, number of employees, salaries and other costs, and their organic relations or absence of relations. The report showed that there were one hundred and sixty-nine agencies, most of which had been created in recent years. It also pointed out that the entire structure of the state government seemed to have "grown up from year to year, rather than to have been built according to any studied plan of scientific and economic needs." Numerous conflicts of authority and overlappings of jurisdiction were pointed out. One hundred and eight boards were shown to exist. "A number of them," said the report, "were created for similar purposes and a number perform functions for which there already existed at the time of their creation fully organized departments of the government. Some are elected by the legislature, some appointed by the governor, some are of ex-officio membership, some are paid, others are not paid."

Upon the completion of this joint undertaking the bureau of municipal research was requested by the constitutional convention commission to prepare an appraisal of the existing organization of the state government. In compliance with this request the bureau issued a volume entitled "The constitution and government of the state of New York" in which the existing structure and methods of the state government were subjected to careful and comprehensive analysis. The bureau also worked out a proposed plan of administrative reorganization which it laid before the committees of the constitutional convention.

In 1914 both great political parties of the state seemed clearly to recognize the failure of the existing administrative system. The republican platform of that year, framed especially with a view to constitutional revision, said:

"We recommend a substantial reduction in the number of elective officers by the application of the principles of the short

ballot to the executive officers of the state. To prevent the multiplication of offices, we recommend that the various administrative functions of the state, so far as practicable, be vested in a limited number of departments. The present duplication of effort and expense in the public institutions of the state should be remedied by the establishment of a simpler and better organized system."

The democratic platform of the same year declared:

"There should be no divided authority or responsibility in executing and administering the laws of the state. The time has come to give the people control of their executive government. The responsibility should be centered in the governor. He should have the absolute power of removal. The various boards and commissions should be made subject to the control of the governor."

As a result of the agitation for administrative reform and reorganization several plans were prepared and laid before the constitutional convention, which met in the summer of 1915. After due consideration of these plans by the committee on the governor and other state officers, a proposed amendment to the constitution was submitted to the convention for discussion. This amendment proposed to establish fifteen departments:

Justice,	Public works,
Audit and control,	Health,
Education,	Agriculture,
Public utilities,	Charities and corrections,
Conservation,	Banking,
Civil service,	Insurance,
State,	Labor and industry.
Taxation and finance,	

The heads of the department of justice and of the department of audit and control were to be the attorney-general and comptroller, respectively, elected at the same time and for the same term as the governor. The department of education was to be controlled by the regents of the university who were to appoint the chief administrative officer of the department. The department of public utilities was to consist of two commissions of five members each, appointed by the governor with the consent of the senate for terms of five years, and removable by the senate upon recommendation of the governor. The department of conservation was to be under the direction of a civil service commission consisting of three members appointed by the governor with the consent of the senate for overlapping terms of six years. The remaining departments were to be administered by single heads appointed by the governor with the consent of the senate and removable by him in his discretion. After the adoption of this amendment, no new departments were to be created by the legislature but all new functions were to be assigned to one of the existing departments. The legislature was to provide for the internal organization of the departments.

The general principles set forth in this amendment had been discussed before the committee on finance and the committee on governor and other state officers by such men as Ex-President Taft, President Lowell of Harvard and President Goodnow of Johns Hopkins. Following the introduction of the amendment into the constitutional convention, there were discussions of various phases of the proposed administrative reorganization. Mr. Elihu Root said that the existing system was an "invisible government" in which the political boss ruled the state in spite of the legislature, the governor, and the other elective officers. He also said that men were appointed to office not for the service they would render the state but for the service they were to render to promote the power of political organizations. Such a system, he declared found "its opportunity in the division of powers, in the six-headed executive, in which, by the natural workings of human nature, there shall be opposition and discord in the playing of one force against the other, and so when we refuse to make one governor, elected by the people, the real chief executive, we make inevitable the setting up of a chief executive not selected by the people, not acting for the people's interest, but for the selfish interest of the few who control the party, whichever party it may be."

The result of the discussions was a considerable modification of the plan presented to the convention by the committee on the governor and other state officers.

The plan of administrative organization as finally adopted by the constitutional convention, provided for seventeen departments to exercise the civil, executive and administrative functions of the state.

These departments were as follows:

Law,	Charities and corrections,
Finance,	Banking,
Accounts,	Insurance,
Treasury,	Labor and industry,
Taxation,	Education,
State,	Public utilities,
Public works,	Conservation,
Health,	Civil service.
Agriculture,	

The heads of the department of law and of the department of finance were to be the attorney-general and the comptroller respectively, who were to be elected at the same time and for the same term as the governor. The head of the department of labor and industry was to be an industrial commissioner or commissioner to be provided by law, appointed by the governor with the advice of the senate. The department of education was to be administered by the university of the state of New York, the chief administrative officer of which was to be appointed by the regents of the university. The department of public utilities was to consist of

two public service commissions, the commissioners to be appointed by the governor, by and with the advice and consent of the senate. The governor might remove any commissioner for cause after an opportunity to be heard. The department of conservation was to be under the direction of the conservation commission consisting of nine commissioners appointed by the governor by and with the advice and consent of the senate with overlapping terms of nine years and serving without compensation. The commission was authorized to appoint and remove a superintendent and also to appoint his subordinates. The department of civil service was to be under the direction of a civil service commission consisting of three members appointed by the governor by and with the advice and consent of the senate for overlapping terms of six years. The remaining ten departments were to have single heads who were to be appointed by the governor and removable by him in his discretion. The reason given for the concurrence of the senate in the appointment of heads of the departments of labor and industry, public utilities, conservation and civil service was because such departments performed both legislative and administrative functions.

Only very general powers were prescribed for the several departments. In some cases the prescribing of duties was left entirely to subsequent legislative action. In the case of the department of finance it was stated that the comptroller should exercise all powers and duties at that time devolving upon him except the powers of examination and verification of accounts, which duties were vested in the department of accounts.

This plan of reorganization reduced the number of elective state officers from seven to four, leaving only the governor, lieutenant-governor, comptroller and attorney-general to be chosen by the voters. The secretary of state and the treasurer were to be appointed by the governor, and the office of state engineer and surveyor was to be abolished.

The plan of administrative reorganization and consolidation proposed by the constitutional convention and embodied in the proposed constitution was submitted to the people in November, 1915, and defeated at the polls. Until the present there has been little attempt to revive the movement in New York for administrative reorganization.

### *Principles of Plan of Administrative Organization and Budget*

(Proposed by Reconstruction Commission, October 10, 1919)

The experience of other states in the union, the experience of the national government with a consolidated administration and a cabinet system and the recommendations of competent authorities lead us to the conclusion that retrenchment and responsibility in the government of the state of New York can be achieved only through:

1. A consolidation of all administrative departments, commissions, offices, boards and other agencies into a small number of

departments, each headed by a single officer, except departments where quasi-legislative and quasi-judicial or inspectional and advisory functions require a board.

2. The adoption of the principle that the governor is to be held responsible for good administration and is to have the power to choose the heads of departments who are to constitute his cabinet and who are to be held strictly accountable to him through his power to appoint and remove and through his leadership in budget preparation. This involved among other things the reduction in the number of elective administrative officers to two: the governor and a comptroller to act as independent financial auditor. Although there are objections to the confirmation by the senate of nominations by the governor, we are of the opinion that this check has on the whole worked well and should be retained.
3. The extension of the term of the governor to four years and the careful adjustment of the terms of department heads with reference to the term of the governor. Excepting members of boards with overlapping terms, department heads should have the same term as the governor.
4. The grouping of related offices and work in each of the several departments into appropriate divisions and bureaus, responsibility for each branch of work to be centralized in an accountable chief.
5. A budget system vesting in the governor the full responsibility for presenting to the legislature each year a consolidated budget containing all expenditures which in his opinion should be undertaken by the state, and a proposed plan for obtaining the necessary revenues — such a budget to represent the work of the governor and his cabinet. Incorporation of all appropriations based upon the budget in a single general appropriation bill. Restriction of the power of the legislature to increase items in the budget. Provision that pending action on this bill the legislature shall not enact any other appropriation bill except on recommendation of the governor. Granting to the governor the power to veto items or parts of items. Provision that special appropriation bills introduced after final action on the general appropriation bill shall secure the specific means for defraying appropriations carried therein.

The only serious argument advanced against such a proposed reorganization and budget system is that it makes the governor a czar. The president of the United States has administrative powers far greater than those here proposed to be given to the governor. The mayor of the city of New York appoints and removes all of the important department heads, and citizens know whom to hold accountable. The governor does not hold office by hereditary right. He is elected for a fixed term by universal suffrage. He is controlled in all minor appointments by the civil service law. He cannot spend a dollar of the public money which is not authorized by the legislature of the state. He is subject to removal by impeachment. If he were given the powers here proposed he would stand out in the limelight of public opinion and

scrutiny. Economy in administration, if accomplished, would redound to his credit. Waste and extravagance could be laid at his door. Those who cannot endure the medicine because it seems too strong must be content with waste, inefficiency and bungling — and steadily rising cost of government. The system here proposed is more democratic, not more “royal” than that now in existence. Democracy does not merely mean periodical elections. It means a government held accountable to the people between elections. In order that the people may hold their government to account they must have a government that they can understand. No citizen can hope to understand the present collections of departments, offices, boards and commissions, or the present methods of appropriating money. A governor with a cabinet of reasonable size, responsible for proposing a program in the annual budget and for administering the program as modified by the legislature may be brought daily under public scrutiny, held accountable to the legislature and public opinion, and be turned out of office if he fails to measure up to public requirements. If this is not democracy then it is difficult to imagine what it is. The proposals here advanced are not partisan. Republican leaders and democratic leaders of the highest standing and widest experience have endorsed the principles upon which they rest. They have appeared in the progressive and socialist platforms. Every governor in recent years has made some recommendations along these lines, but the issue has never been placed squarely before the people.

*Departments Proposed by Reconstruction Commission*

The state government will be organized with the following departments:

- Executive department.
- Department of audit and control.
- Department of taxation and finance.
- Department of attorney-general.
- Department of state.
- Department of public works.
- Department of conservation.
- Department of agriculture and markets.
- Department of labor.
- Department of education.
- Department of health.
- Departments of mental hygiene, charities and corrections.
- Public service commissions.
- Departments of banking and insurance.
- Department of civil service.
- Department of military and naval affairs.

OREGON

By concurrent resolution the general assembly of Oregon on February 20, 1917, provided for a commission of seven members, composed

of representative business men of Oregon, to study state administration with a view to consolidation and elimination of offices, boards and commissions. The commission adopted the following title: "Consolidation commission of the state of Oregon". It was instructed to report to the legislature in 1919.

The preliminary report was made to the legislative assembly in 1918. This details the plan of the commission and opens with a summary of economies to be effected if the plan is authorized by law. It is estimated that the adoption of the plan would make possible a saving of \$421,263.99 yearly. This does not take into account the reduction of clerical help and other economies which would, in the opinion of the commission, increase the annual saving to \$500,000. In concluding this report the commission promises to submit a bill embracing the results of its findings and recommendations.

The final report of the commission was submitted to the governor late in the legislative session of 1919. This report contains a bill following somewhat closely in general outline the administrative code of Illinois. It provides for a complete reorganization of one hundred fifty boards, commissions and other governmental agencies of the state under ten different department heads each responsible directly to the governor. In this report the commission states among other things:

"We submit that there is a strong feeling throughout the state favorable to some well defined system of consolidation or reorganization of our state departments and from the experience of many cities and not a few states throughout the United States, coordination of departments along the line here suggested has proved most satisfactory and has been the means of effecting quite a large saving to the taxpayers. However, the greater efficiency to our state under this reorganization would in our judgment be of even greater benefit than the saving and expense. With this thorough reorganization of our state departments there would always be a place in which to throw any new bureau it might be found in the future necessary to establish or a new place to do such new work and thus save the creation of any new bureau or department.

"Might we not suggest for your consideration that since the session is quite well advanced and perhaps the members would not feel that they would have ample time to carefully consider the bill which we here recommend, that the same might be submitted to a vote of the people at the next regular or special election?"

"We beg to call your special attention to the fact that the legislature of the state of Idaho now in session has just passed a similar bill reorganizing their state government even in a more complete way than is hereby suggested."

The general assembly of Oregon does not seem to have acted upon the suggestion of the commission to submit its bill to a vote of the people. At this date no action has been taken to carry its comprehensive recommendation for reorganization into effect.

## PENNSYLVANIA

The state of Pennsylvania by resolution approved July 25, 1913, created an efficiency and economy commission of three members to be appointed by the governor at salaries of \$3,000 each. The duties of the commission were to investigate the number, character of duties and compensation of all persons in the employ of the state, and to ascertain what changes, if any, may be necessary to secure greater uniformity, economy and efficiency in the work of the various departments, branches, bureaus and commissions of the state. A report was made to the governor under date of Dec. 24, 1914, in which the commission set forth the subjects of its special investigation as follows:

1. The acts of assembly creating and relating to the various departments, also rules and regulations pertaining to or relating to the same.
2. The name, compensation received and duties actually performed by each employe, and the necessity for such employment.
3. Whether or not the position was created by statute, or was temporary employment made by appropriation from session to session, or paid out of the fund commonly known as the contingent fund.
4. Obsolete departments, boards and commissions.
5. Duplication of work and conflict of authority.
6. Methods of centralization and improvement.

This statement of the scope of its work is supplemented as follows:

"It is universally understood in the business world that to command ability, thereby bringing into business enterprises efficiency, it is necessary to provide compensation commensurate with the responsibility and duties imposed. This principle, however, is not to any great extent found in the administration of state governments.

"Well regulated business enterprises in order to prevent waste and duplication of labor undergo a process of reorganization at least every decade, eliminating unnecessary divisions and departments and centralizing and consolidating others. Such a system is just as important, if not doubly important, in the administration of the affairs of a commonwealth, the necessity for which is emphasized because of the establishment, by the general assembly from time to time of new departments, boards and commissions."

There was evidently no purpose on the part of the commission to radically reorganize the state government or seriously disturb the existing order of things. With the exception of a recommendation of the adoption of the civil service system for the state, there is nothing in the report to mar the serenity of the 5,152 office holders and employes of that commonwealth. Additional employes are suggested for a number of departments at comfortable salaries and the recommendation for increased appropriations occurs with such regularity through the report

that the efficiency commission must have concluded its labors to the general satisfaction of the office holders of that state. Just why it was not perpetuated has not yet been recorded. One department for all the multigraphing and addressing of the state is recommended in the interest of economy.

The appendix to the report contains a list of all the state departments and governmental agencies with reference to the acts creating the same and the name, position and compensation of each officer and employe.

#### TEXAS

At the third called session of the 35th legislature of Texas in 1917 a resolution was adopted creating a legislative committee "To investigate departments of the state government and state institutions." This committee consisted of ten members of the senate and ten members of the house. The work was divided among ten sub-committees. Under the resolution the committee was instructed to make recommendations in the interest of efficiency and economy.

The report of the committee was filed February 1st, 1918. The ten recommendations included changes for almost every department, division and bureau in the state government. The more important of these suggested changes are readily inferred from the following estimate of savings which would result if the recommendations of the committee were carried into effect:

#### *Estimated Savings*

- |    |  |             |
|----|--|-------------|
| 1. | The discontinuance in the senate of the positions of mailing clerk and notarial clerk and their assistants will save to the state \$900, per month, while the legislature is in session, which is estimated as an annual saving of ..... | \$ 1,000.00 |
| 2. | The recommendations as to increases in fees in the general land office will result in an annual gain of approximately .....  | 25,000.00   |
| 3. | The discontinuance of the office of assistant attorney general for the court of criminal appeals   | 5,000.00    |
| 4. | The abandonment of the Grubbe vocational college will result in a saving of \$100,000 now available to be spent for buildings, and an annual saving of .....   | 62,300.00   |
| 5. | The repeal of the laws creating the new normals will result in an initial saving of \$550,000.00 and an annual saving of .....   | 270,000.00  |
| 6. | The transfer of the work of the industrial accident board as recommended, will result in annual saving of .....  | 20,000.00   |
| 7. | The abolishing of the warehouse and marketing department and the transfer of the duties of such department to a bureau of markets and ware-  |             |

	houses in the department of agriculture; the abandonment in the department of agriculture of institute work, the division of plant pathology, edible nuts, and live stock which is now being conducted at the agricultural and mechanical college, will result in an annual saving of . . . . .	60,000.00
8.	The transfer of the feed control from the agricultural and mechanical college of the department of agriculture will result in an annual saving of . . . . .	20,000.00
9.	The transfer of the fowl brood work from the agricultural and mechanical college to the department of agriculture will result in an annual saving of . . . . .	5,000.00
10.	Combining the positions of the superintendent and storekeeper at the confederate home will result in an annual saving of . . . . .	1,000.00
11.	The transfer of the quarantine service to the federal government will result in an immediate saving of \$210,000 and an annual saving of . . . . .	30,000.00
12.	The abolishment of the state fire rating board and recommendations in regard to the fish and oyster commission will result in an annual saving of . . . . .	25,525.00
13.	The elimination of the alphabetical list of the highway department will result in an annual saving of \$10,000 and the reorganization of that department as recommended will result in an annual saving of \$20,000 aggregating the annual saving of . . . . .	30,000.00
14.	The passage of a law recommended to preserve the life of the railroad commission as a rate making body will save the people of Texas, from five to ten million dollars in freight rates and the elimination of the pipe line expert will result in a direct annual saving of . . . . .	3,600.00
15.	The passage of a new depository law will result in an annual gain to the state of at least . . . . .	150,000.00
16.	The formation of the purchasing and managing board to conduct an auditing system, to take over the work of the purchasing agent, state expert printer, superintendent of the public buildings and grounds, and inspector of masonry, to act as a board of control for all eleemosynary institutions will result in an annual saving of at least . . . . .	250,000.00
17.	The consolidation of the reclamation department of the board of water engineers will result in an annual saving of . . . . .	16,275.00
18.	The consolidation of the pension department with the comptroller's department will result in an annual saving of . . . . .	6,000.00
19.	The abolishment of the tax commissioner's office, as recommended will result in an annual saving of . . . . .	4,544.00

20.	The abolishment of the state revenue department as recommended will result in an annual saving of .....	13,650.00
21.	Audit of the department of state resulted in net gain to the state of.....	9,711.95
22.	Audit of the books of the superintendent of public buildings and grounds resulted in a net gain to the state of .....	2,212.00

*General Summary of Saving and Gain*

Amount turned into state treasury by committee audit.....	\$ 11,923.95
Amount saved by transfer of state quarantine to federal control .....	210,000.00
Amount saved by repeal of appropriations for new normals	550,000.00
Amount saved by repeal of appropriation for Grubbe vocational school .....	100,000.00
	\$871,923.95
Total immediate saving .....	\$871,923.95
Estimated annual saving by board of control operation...	\$250,000.00
Estimated annual saving by depository law operation.....	150,000.00
Estimated annual saving by department reform .....	598,894.00
	\$998,894.00
Total estimated annual saving and gain.....	\$998,894.00

VIRGINIA

By act approved March 16, 1916, the general assembly of the state of Virginia authorized the creation of a commission on efficiency and economy to consist of one member of the state senate appointed by the president of the senate; two members of the house of representatives appointed by the speaker of the house, and two members appointed by the governor. The commission was charged "with the duty of making a careful and detailed study of the organization and methods of the state and local government of the commonwealth of Virginia and with reporting to the next general assembly of Virginia in what way the state and local government can be more efficiently and economically organized and administered".

The commission, in its report to the general assembly of Virginia, January 9, 1918, made the following recommendations:

1. The introduction of a modern budget system.
2. Supervision of all accounts.
3. Standardization of expense accounts.
4. Uniform fiscal year.
5. Abolition of fees.
6. Uniform office hours.
7. Abolition of employment of special attorneys and inspectors.
8. The location of offices, scattered in different parts of the capital, in a single building.
9. Centralized supervision of the capital and state buildings.

10. Collective purchasing.
11. State insurance of state property.
12. Establishment of civil service.
13. Complete reorganization of the educational system of the state.
14. The appointment of a commission to recommend revision of certain sections of the state constitution relating to education and report conclusions to the general assembly.

The commission associated with itself in the work a "citizens cooperative committee" of ten members who seem to have acted in an advisory capacity. The commission justly complains of the inadequate appropriation made for the extensive work it was authorized to do. In fact, it seems that no systematic investigation was conducted for the simple reason that no funds were provided for such investigation. The report, which covers thirty-three pages, represents the judgment of the commission as to what changes should be effected, but this judgment under the circumstances could not be based upon a thorough investigation of the various departments of state government.

The following statement under the caption of "Needed Changes Obvious" is a summary of the conclusions of the committee:

"In order not to divert the attention of the general assembly away from the more important changes which should be made in the interest of greater economy and efficiency, the commission has concluded it best to offer detailed suggestions for supplying a few of the big, general and most pressing needs for the state government, rather than to point out at this time the numerous specific departmental changes that should be made, and the number of unnecessary agencies that should be abolished. Many of these desirable changes will be suggested to the general assembly by a study of the graphical exhibits submitted with this report without having to have them pointed out by this commission."

Much space in the concluding portion of the report is devoted to a criticism of the school system of the state, which, in the opinion of the commission could not be improved without revision of the state constitution. The report contains three charts which graphically exhibit the existing state government of Virginia, its various boards, commissions and their official agencies.

No important legislation has resulted from the investigations of the commission.

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A bibliography on state administrative reorganization, prepared by direction of your committee, immediately follows this report. It is believed that this will be helpful to those wishing to make a further study of this subject.

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With Special Reference to State Government

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- Part III Administrative consolidation in other states.
- Part IV The budget.
- Part V Salaries and pensions.
- Part VI State printing.
- Part VII Proposed constitutional amendments.
- Appendix A. Report of engineering advisory committee appointed by engineering council.
- Appendix B. List of present state departments, commissions and other agencies.

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State insurance department  
Department of finance  
Department of building and loan associations

C. E. Rightor and Henry Steffens, Jr.  
Auditor of state

Arch Mandel  
Industrial commission  
Secretary of state  
State fire marshal  
State oil inspector

Henry Steffens, Jr.  
Treasurer of state

Reports by Dr. William H. Allen, Director of Institute for Public Service:

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  - State building commission
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The state board of public affairs of Wisconsin

Reports submitted to the legislature:

- (1) Survey of the university of Wisconsin.
- (2) Survey of the normal schools.
- (3) Survey of the high schools.
- (4) Survey of the rural schools (1913 legislature.)
- (5) Investigation of the feasibility of a central board of control for all public educational institutions.

- (6) Investigation of the efficiency and cost of state printing.
- (7) State receipts and expenditures 1903-1914.
- (8) State budget.

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- (1) Departmental organization and efficiency of state employees.

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- (1) Co-operation among farmers; especially in marketing.
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  - (a) Co-operative live stock breeding.
  - (b) Co-operative cow-testing.
  - (c) Co-operative creameries and cheese factories.
  - (d) Co-operative live stock shipping.
  - (e) Co-operative fruit growers' association.
  - (f) Co-operative ware-houses.
  - (g) Co-operative elevators.
  - (h) Mutual telephone companies.
- (3) Co-operative marketing.
- (4) Municipal markets.
- (5) The marketing of Wisconsin cheese.
- (6) The problem of rural credit or farm finance.
- (7) State loans to farmers.
  - (a) In other countries.
  - (b) In the United States.
  - (c) History of, in New York, New Jersey and Wisconsin.
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  - (b) A plan for Wisconsin.

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University of Wisconsin, covering investigations conducted by that department at the request of this board.

- (1) Marketing and price of Wisconsin cheese.
- (2) Marketing of Wisconsin potatoes.
- (3) Farm credit in Wisconsin.



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