

THE GOVERNMENT  
OF A  
GREAT AMERICAN CITY

FREDERICK  
PHILIP ●  
● STIEFF

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OF A  
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AMERICAN  
CITY

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**THE GOVERNMENT OF A GREAT AMERICAN CITY**



THE GOVERNMENT  
OF A  
GREAT AMERICAN CITY

*Compiled by*  
Frederick Philip Stieff



H. G. ROEBUCK & SON  
BALTIMORE, MARYLAND

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*Dedicated to*  
**FRANCES and LORIN STIEFF**

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## FOREWORD

IT was early morning, and from the tortuous depths of the Grand Canyon there arose tufts of opalescent cloud breaths, iridescent from the changing palette of a rising sun. Gradually the abysmal crevices below were unfolded. Both the tall gaunt native and the obvious foreigner gazed in silent worship and wonder. Finally the taller raised his calloused hand and with a slow all-embracing sweep turned to his companion.

"Stranger," he drawled, "it took twelve million years to carve that there!"

The stranger's eyes opened even wider as he exclaimed, "Ah, I see, a government job!"

I have told the story many times and it has never failed to provoke an understanding smile. But on closer intimacy there comes a pathetic realization of the readiness of Americans to laugh at the government which they themselves have created. On the street and in the drawing room condemnation of government has been the order of the day, and strange enough without even a thought that the object of condemnation is the creation of those who condemn.

There is no question but that much criticism has been and is justified. It was nearly fifty years ago when a young Englishman, writing on American Government, observed that, "there is no denying that the government of cities is the one conspicuous failure of the United States." And again, referring to those who *resist* the mischief done by party spirit, which permitted domination and perversion of municipal politics, "In the increase of that number and the growth of a stronger sense of civic duty, rather than in any changes of mechanism, lies the ultimate reform of city governments." The observations made by James Bryce in 1888 were just as true when he returned to this country as Ambassador twenty-nine

years later, and as long as he lived, and will probably remain so as long as we live. It would seem then that both the politician or jobholder and the voting citizen are to blame. I don't waste much sympathy over the politician. Experience has given him a tough hide and pretty generally a highly developed sense of humor. He certainly has enough to amuse him in the voting public. And the voter, when he is asked whether he voted in the primary, too often will answer, "No, what's the use? They've got it all fixed in advance." What a fallacious claim! Granted there are plenty of political machines that try to get it "all fixed in advance," and many do succeed, but never since God put man on earth has there been a political machine so powerful that it could function or survive against an aroused public sentiment. Prohibition was swept in by public sentiment before which the will of the politician of every rank and file cringed. By public sentiment it has been thrown out with equal vehemence. In either case do we see the public *asking* the office holder? No, we see the public *telling* him. Today we are witnessing the greatest spectacle in history of a public willingness to follow the economically revolutionary ideas of one man, the man in the White House who is endeavoring to relieve the terrifying economic distress and eventually to rout it. He has succeeded in convincing the public of his sincerity; and, as a result of aroused public sentiment, for the first time has a nation of one hundred and twenty millions agreed to revolutionize its methods of employment, of manufacture, of sale, and of intimate private enterprise. And all because of aroused public sentiment.

Why then, if the public has such power, do we as a nation have so much corruption in municipal government? There are two indisputable reasons—indifference and ignorance. The American citizen is an easy-going individual, who believes in the principal of *laissez-faire* until he has been kicked sufficiently in a vulnerable spot. And he has no more vulnerable spot than his pocketbook, where he has now been kicked and cuffed to a point beyond tolerance. At least it should be beyond tolerance. There is today a greater interest in municipal government than ever before—not, let it be understood, because of any sudden outburst of latent patriotism, but because it is more painful to pay taxes than ever before. There are more taxes

to pay than ever before. The tax payer wants to know where it is all going and what it's all about. And it's about time he knew!

By means of the new medium of the radio even the illiterate can listen to a political speech. The public is not so ignorant as it used to be and it never will be that ignorant again.

Comparatively few voters know the machinery of their local municipal government, there being no place where the man on the street can go to get that knowledge in compact form. Consequently, when he vents his spleen against "conditions", he does it blindly, ignorantly, pitifully, often ridiculously, and with no effect.

Yet, it is difficult to know where to send anyone in order that they may learn the operation and functioning of any municipal government. To obtain knowledge of how a city is governed in all its departments it would be necessary to allow several days alone to making appointments. Quite some time and research would be required to learn with whom to contact if the city of your inquiry is not your own. Then if your selection of authorities is correct, and provided all desired information were promptly available, it would acquire several weeks to amass it.

In this volume it is the intent of the compiler to present the governmental machinery of a great municipal commonwealth in such a way that it is within the understanding of the youth of fifteen or the derelict voter of seventy. I have not sought the theory of the Academy nor of the much publicized "brain-trust." Rather have I gone to those, who have through their actual experience first-hand information in the operation of vital departments of the city government. Legal and technical phraseology has been avoided, and while a unity has been sacrificed which would have existed had there been a single author, it is to be hoped that there will be compensation because of the first hand knowledge and experience of the individual contributors. I am deeply indebted to them for the sincerity of purpose with which they have cooperated.

In presenting the subject, Baltimore lends itself most appropriately for study, since it has practically all of the problems and contributory conditions of cities that approximate its size (804,874 population). It is well out of the million class, but near enough to share the problems of our cities of greater size, and with many

a common ground with those much smaller. Founded in 1729, it is to be classed with our very oldest cities of larger magnitude. This distinction has given it many a tedious growing pain. Its population is cosmopolitan, drawing in the past, mostly from English, German, and Irish stock, although there are now very definite Italian, Polish and Lithuanian "colonies" of substantial citizens. Its colored population of 142,106 is to be expected considering geographical location. Climatically it has the problems of the north in snow removal and kindred difficulties. Furthermore, it must carefully guard its water supply, with a constant eye to the future possibilities of emergency draughts. Baltimore is and has always been a maritime city—her clipper ships, her defense of Fort McHenry, contributed largely toward winning the war with the British in 1812—consequently, there exist the problems of harbor and shipping facilities, of docking and dredging.

One difficulty Baltimore does not share with other cities. There is no tenement life, no housing problems commensurate with those in other cities of its size. It has always had the reputation of having the largest per cent of home owners of any city in the country. Labor disturbances of the larger magnitude are unknown within the memory of the present generation.

Baltimore is different from many cities of comparable size in that it has no metropolitan area outside its city limits. Boston, Philadelphia, Los Angeles, Detroit, and other large cities have residential districts—adjacent suburbs and townships that contribute to the business of the city. Baltimore has not. In fact, the metropolitan district of Baltimore, as construed by the U. S. Census Bureau, is only 949,247 with 804,874 within the city limits.

One very pleasing difference between Baltimore and many other cities is its lack of a militant, organized gangsterdom. This is attributable to three causes. First, because of an exceptionally well generated and efficient Police Department; second, because of the almost inevitable misfortune that has befallen murderers and would-be kidnappers in recent years who have sought to ply their trade in Baltimore; and finally, because there is not enough big game to excite the rapacity of the out-of-town gunman.

Baltimore has been more noted for the number of home-owners than for the number of millionaires within its gates. There is also another gratifying difference, which is becoming more and more outstanding. Baltimore has, to date, a balanced budget and unimpaired credit. In these days of municipal bankruptcy it is a distinction, which is certainly reflective of its courage and resourcefulness. The numerical increase in the insolvency of American cities is alarming. Many are only a few jumps ahead of the sheriff, who is showing himself possessed of unquestioned and unwelcome speed. It is time that a comparable speed be developed by American municipalities. And if an awakened public will do it; then it's time the municipal alarm clock be touched off.

It should not be supposed that all criticism of municipal government is casual, or thoughtlessly given. Much valuable information has been gathered and submitted to the public and the municipal administrations by non-partisan organizations seriously intent on impressing upon the public mind the increased cost and dangerous practice of extravagant expenditures of public funds and the flotation of unwise municipal loans.

It is to be doubted if a greater calamity can befall a city, excluding loss of life, than insolvency. The greatest calamity that ever befell an American city was the San Francisco earthquake in 1906. The spirit of the American people was such that in a remarkable short period of time a newer, greater, and better-planned city arose from the ruins. Because of lack of precedence it is impossible to tell how long it will take certain American cities to recover from bankruptcy or what the citizens will have to experience during the period of recovery. The prospect of a city with no money to pay for police and fire protection, with darkened streets at night, and schools closed down is a harrowing thought. The time for reflection is before it happens. It is pretty poor solace for a municipal employee to be paid in script when merchants refuse to accept it at face value, because there is not money enough in the municipal treasury to honor it. Consequently, the service by any serious and substantial body of citizens of centering attention on wise expenditure of public money is of paramount importance to a community.



I am deeply grateful to those who have contributed to make this volume a comprehensive resumé of the government of a great American city. There has been much to condense in little space. Many subjects treated could justify a volume in themselves. It is to be hoped therefore, that the physical limitations of space will be taken into consideration by the reader.

Particularly do I want to express my appreciation to Dr. Horace E. Flack, in charge of Baltimore's Department of Legislative Reference, for his timely and exhaustive advice, without which the subject matter could not have been intelligently compiled.

The manner of treating the government of a great American city within these covers is somewhat of a new departure. Municipal government has been discussed from many angles. It was Kipling who wrote:

"There are nine and sixty ways of constructing tribal lays,  
And-every-single-one-of-them-is-right."

Whether or not this is a "right" or efficient way to study a municipal government remains to be seen. It is a different way than any before attempted. If it serves to promote a better one, it will have accomplished a worth-while purpose.

*The* GOVERNMENT of the CITY of BALTIMORE  
and ITS RELATIONSHIP to the  
STATE GOVERNMENT

by HORACE EDGAR FLACK

A.B., A.M., Wake Forest College, 1901; LL.D., 1933; Ph.D., Johns Hopkins, 1906; LL.B. University of Maryland, 1912; Director Department of Legislative Reference, City of Baltimore, 1907; Secretary New Charter Revision Commission, Baltimore, 1909-1910; Secretary City Wide Congress of Baltimore, 1910-1913; State Secretary, National Municipal League, 1910; Secretary Charter Board, 1917-1918; Secretary Baltimore Special Tax Commission, 1923; Charter Revision Commission, 1925-1927; Member American Political Science Association; Phi Beta Kappa; Author of: *The Adoption of the 14th Amendment*, 1908; Editor of "Notes on Current Legislation," of the *American Political Science Review*, 1910-1914; (together with the Hon. Theodore Marburg) of the *Taft Papers on League of Nations*, 1920; *Baltimore City Charter*, 1927; *Baltimore City Code*, 1927; *Code of Public Local Laws of Maryland*, 1930; contributor to *Cyclopedia of American Government*.

THE present City Charter of Baltimore was adopted by the voters of the City at the general election in November, 1918, and is generally known as the "Home Rule Charter", as it was submitted by a Charter Board under the provisions of Article 11A of the Maryland Constitution, which is known as the Home Rule Amendment. This charter, with the exception of the inclusion of the Merit System, was really the New Charter of 1898, with such changes as had been made by the General Assembly from 1898 to 1918.

Since its incorporation in 1797, the City of Baltimore has had the same general type of governmental organization, that is, the Mayor and the Council form of government. Prior to the Revolu-

tion the English form of municipal government prevailed, but within a few years every important City had a governmental organization similar to that of the United States and of the several States—namely, a bicameral legislative body known as the City Council, with an executive known as the Mayor.

Baltimore was one of the very last of the cities to substitute a single branch Council for the two branch Council, and, it would probably have a two branch Council at the present time if it were not for the Home Rule Amendment to the Constitution. The present unicameral Council was established by an amendment to the City Charter in 1923, the amendment being submitted by a petition signed by 10,000 voters under the Home Rule Amendment and approved by a majority of those voting.

No very radical change had been made in the organization of the city government from the time of its incorporation in 1797 until the granting of the New Charter in 1898, a period of a hundred years, though from time to time additional powers had been granted, new offices created, and minor changes made. The Commission which drafted the 1898 Charter was guided by certain well-defined principles and sought to accomplish the following purposes:

1. To fix responsibility upon city officials in a manner not to be evaded.
2. To provide for minority representation on all boards and commissions, so as to afford the minority an opportunity to scrutinize the actions of the party in power.
3. To hold municipal elections at a time different from that of the State and the Federal Government, in order to eliminate from municipal affairs the influence of the political issues involved in State and Federal elections.
4. To require the appointment of experts in all departments where professional skill and knowledge are required.

5. To provide that the grant of franchises for the use of the streets should be for limited terms and subject to the control and regulation of the City.

6. To check hasty legislation, especially as to the expenditure of public moneys, and to prohibit the creation of floating debts.

7. To remove the public school system from all possible political influence.

8. To place the indigent sick and poor where their treatment, care or support is paid for out of public moneys, under the supervision of city officials.

The charter contained provisions for the accomplishment of the above purposes and these provisions are still a part of the charter. But it must not be forgotten that it takes more than legislation to secure desired results, though as a matter of fact, many of the purposes of the 1898 Commission were accomplished and are still effective.

One of the most important changes made by the 1898 Charter was to make the Mayor the real executive and administrative officer of the City, with the power of appointing all heads of departments, boards and commissions except those of the City Comptroller and the City Register. The Mayor can, through his appointing power, determine the policies of the City and shape its course. The authority thus conferred upon the Mayor carried with it a corresponding responsibility, which has had the effect of giving the City not only a better and more responsible form of government but has made possible a more efficient administration of its affairs.

A chart facing page 10 shows the organization of the City Government.

### BOARD OF ESTIMATES

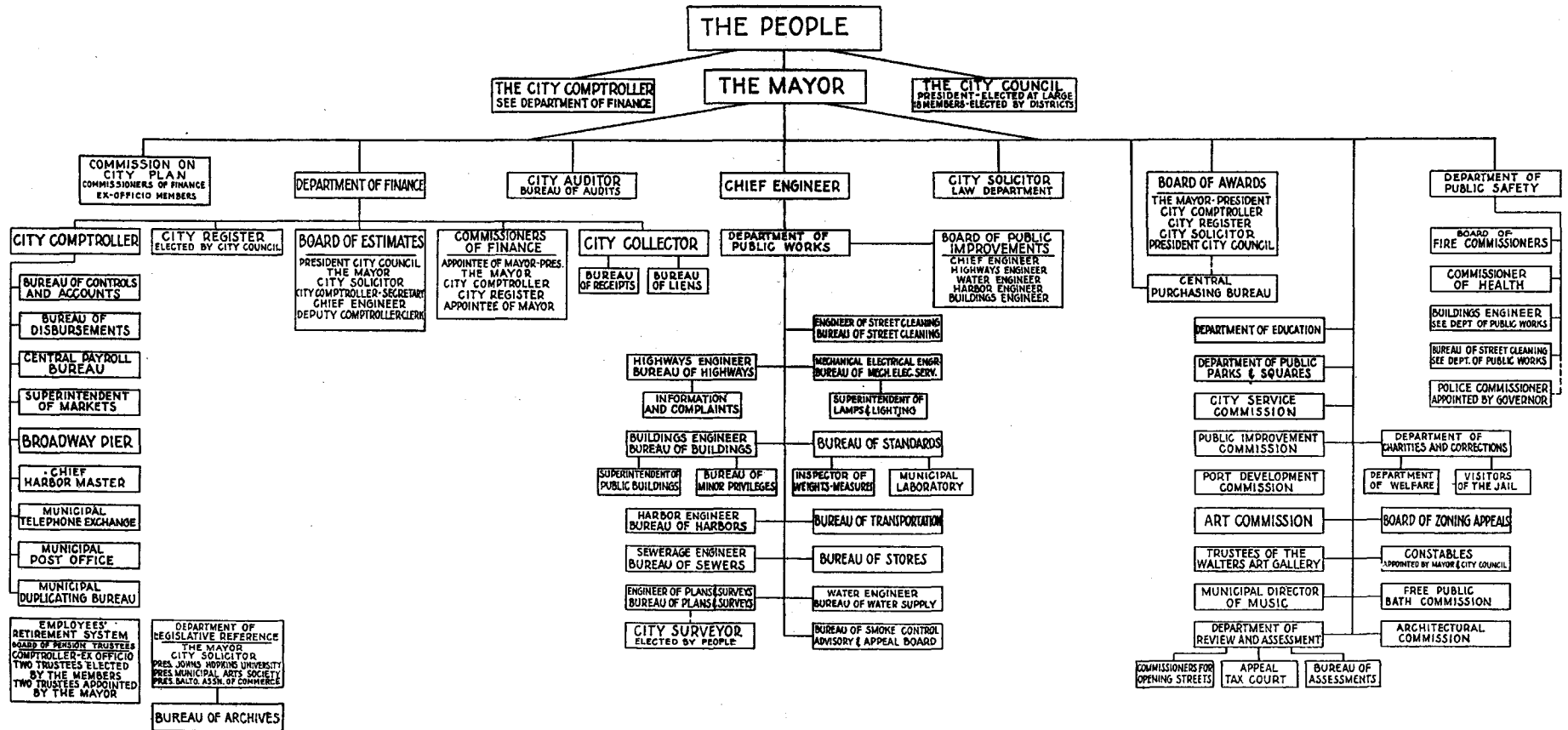
The Board of Estimates, which consists of the Mayor, the President of the City Council, the City Solicitor, the City Comptroller, and the Chief Engineer, has a controlling influence over the financial affairs of the City, for not only does it prepare the Ordinance of Estimates (City Budget) but no ordinance for a public improvement involving the expenditure of more than \$2,000 can be passed by the City Council unless the ordinance has been referred to it for its opinion and advice. The City Council cannot increase any item contained in the Ordinance of Estimates, nor can it add any new item, though it can reduce or strike out any item, except appropriations for the payment of interest on the city debt and for other annual payment required by law. No department can spend more money in any year than is appropriated for its use in the Ordinance of Estimates, nor can money appropriated for any other purpose than that specified in the Ordinance. No ordinance granting a franchise for the use of the streets can be passed by the City Council until it has been referred to the Board of Estimates and the value of the franchise determined by the board.

Since the Mayor appoints the City Solicitor and the Chief Engineer, it will be seen that he can, by means of the Board of Estimates, determine the general financial policy of the City.

### BOARD OF AWARDS

The Board of Awards consists of the same officials as the Board of Estimates, with the exception of the City Register, who replaces the Chief Engineer, and all contracts for the purchase of supplies or materials, or for any public work involving the expenditure of \$500 or more, must be awarded by the Board, after proper advertising, and the award must be made to the lowest responsible bidder in every case.

# ORGANIZATION CHART CITY OF BALTIMORE





In addition to the above-enumerated powers, the language of the Charter relative to what is known as the "police power" is very comprehensive and reads as follows: "To have and exercise within the limits of the City of Baltimore all the power commonly known as Police Power to the same extent as the State has or could exercise said power within said limits."

After setting forth all these powers, the Charter contains the following general grant of powers:

"The foregoing or other enumeration of powers in this Charter shall not be held to limit the power of the Mayor and City Council of Baltimore, in addition thereto to pass all ordinances not inconsistent with the provisions of this charter or the laws of the State as may be proper in executing any of the powers, either express or implied, enumerated in this section and elsewhere in this Charter, as well as such ordinances as it may deem expedient in maintaining the peace, good government, health and welfare of the City of Baltimore."

#### GENERAL POWERS

The Mayor and City Council have very broad powers, as set forth in Section 6 of the City Charter, and may, by ordinance, make regulations as to the erection and safety of buildings; license and regulate carriages and other vehicles; provide for the prevention and extinguishment of fires; purchase or condemn property for public use; license and regulate the sale of food; provide for the preservation of the navigation of the Patapsco River and its tributaries and for the use of the wharves, docks, piers, and so on; provide for the preservation of the health of the City and the prevention and removal of nuisances; establish reformatories, almshouses, and hospitals; establish standards of weights and measures and provide for the inspection of milk, bakeries, etc.; construct sewers and

drains; license, tax, and regulate all businesses, trades, avocations, or professions; erect, regulate, control, and maintain markets; establish, own, and operate a municipal ferry across the Patapsco River; establish, maintain, control, and regulate parks; establish and maintain a general system of pensions and retirements for officers and employees of the City; establish schools; open, widen, and pave streets; establish, operate, and maintain a water supply system.

### CITY COUNCIL

The Charter specifies the mode of procedure and the powers and duties of the City Council. The City is divided into six councilmanic districts. Three members are elected from each district for a term of four years. The President of the Council is elected by the City at large and is ex-officio President of the Board of Estimates and a member of the Board of Awards. The City Council is really a local legislature, for within the grant of powers contained in the Charter, the Council has the same power to make laws for the City as the Legislature has to enact laws for the State. Just as the Legislature is subject to the limitations prescribed by the Constitution of the State, so is the power of the City Council limited by the City Charter.

The City Council not only has the power to do certain things but also to pass ordinances making effective various general powers given by the Charter to the City and to prescribe the method and persons to put them into execution. For example, under the power given to protect the health of the City, it is the duty of the City Council to pass all ordinances which may be necessary and proper, such as forbidding nuisances, providing for the inspection of food, making regulations for sewers, providing for adequate and wholesome water, and prescribing how and by whom these things shall be done.

The Charter is, in many respects, like the Constitution, in that it merely grants powers to the City over certain subjects and leaves the details to be prescribed by ordinances of the Mayor and City Council. All powers contained in the Charter are to be executed by ordinance unless otherwise specifically provided for. Every ordinance, when passed, must be presented to the Mayor for his approval or veto. If an ordinance is vetoed by the Mayor, it must again be passed by the Council by a three-fourths vote of all elected members.

### ADMINISTRATIVE DEPARTMENTS

The Charter provides for the several departments to have charge of the varied affairs of the City but leaves to the City Council the duty of prescribing by ordinance the general duties and powers of these departments. The duties, powers, and functions of the principal departments are briefly outlined below:

#### COMMISSIONER OF HEALTH

The Health Department is one of the oldest departments in the City Government, as provision was made for it by one of the first ordinances passed by the City after its incorporation in 1797; and it has been in continuous existence since that time. The Charter and ordinances of the City confer considerable authority upon the Commissioner of Health to make rules and regulations relative to milk, meat, and other food products; plumbing, sanitation, and other matters affecting the health of the community.

The duties of the Health Department have been greatly increased and the following bureaus and divisions are now under the direct supervision of the Commissioner of Health.

The Bureau of Vital Statistics, the Bureau of Disinfection and Morgue, the Bureau of Communicable Diseases, the Bureau of Tuberculosis, the Bureau of Venereal Diseases, the Division of

Bacteriology, the Division of Chemistry, the Bureau of Sanitation, the Bureau of Milk Control, the Bureau of Food Control, the Bureau of Meat Inspection, the Bureau of Public Health Nursing, the Bureau of Child Hygiene, the Division of Industrial Hygiene, the Division of Plumbing, the Division of Maternal Hygiene, the Division of Pre-school Hygiene, the Division of School Hygiene, and the Sydenham Hospital.

The Commissioner of Health has the authority to abate nuisances that affect the health of the people, and the duty is placed upon him of seeing that the laws, ordinances, rules and regulations relating to the preservation of the health of the City are enforced. It is made the duty of all physicians to report to the Commissioner of Health not only all cases of contagious or infectious diseases but also all births and deaths.

#### DEPARTMENT OF PUBLIC WORKS

In 1925 an ordinance to create the Department of Public Works was passed; in order to make this body a permanent one, an amendment to the City Charter was proposed by Resolution of the City Council in September, 1926, and ratified by the voters at the November election, 1926, incorporating the provisions of the ordinance as part of the City Charter. The Department of Public Works, as thus constituted, consists of the following sub-departments or bureaus:

- |  |                                |
|--|--------------------------------|
| 1. Bureau of Water Supply                  | 6. Bureau of Buildings         |
| 2. Bureau of Highways                      | 7. Bureau of Street Cleaning   |
| 3. Bureau of Sewers                        | 8. Bureau of Plans and Surveys |
| 4. Bureau of Harbors                       | 9. Bureau of Standards         |
| 5. Bureau of Mechanical-Electrical Service | 10. Bureau of Transportation   |
|  | 11. Bureau of Stores           |
|  | 12. Bureau of Smoke Control    |

In creating the Department of Public Works it was necessary to abolish several boards and commissions, but all their rights, powers, duties, and functions were transferred to the several bureaus constituting the Department of Public Works. The Chief Engi-

neer of the City is the head of the Department of Public Works and all their rights, powers, duties, and functions are exercised subject to the control, direction, and supervision of the Chief Engineer. Prior to the creation of the Department of Public Works, the several engineering departments being independent of each other, it was not possible, in many cases, to co-ordinate their powers and functions so as to secure the most efficient operation for certain engineering projects. Under the present organization, in the event of any over-lapping of functions or of any controversy between any of the bureaus, the Chief Engineer is in a position to give directions and to supervise. Although the head of each bureau is appointed by the Mayor, he is subject to the authority of the Chief Engineer. The chief duties and functions of these bureaus are outlined below:

#### BUREAU OF WATER SUPPLY

The head of this bureau, the Water Engineer, exercises the powers and authority imposed or conferred by the Charter and Ordinances of the city relative to the water supply. The Water Engineer has charge of the water reservoirs, including the general supervision of the watershed to prevent contamination, the filtration plant, and the general distribution system for supplying the City.

#### BUREAU OF HIGHWAYS

The head of this bureau, the Highways Engineer, has general supervision over the streets, highways, and alleys of the City, and performs the duties imposed or conferred by the Charter and Ordinances of the City relative to the paving, repair, and maintenance of same.

#### BUREAU OF SEWERS

The head of this bureau, the Sewerage Engineer, performs the duties and exercises the powers imposed or conferred by the Charter and Ordinances of the City relative to the sanitary, storm-water and drainage systems of the City. It is his duty to construct, maintain, and clean the sewers and drains, as well as to operate the sewage disposal plant.

### BUREAU OF HARBORS

The head of this bureau, the Harbor Engineer, performs the duties and exercises the powers imposed or conferred by the Charter and Ordinances of the City relative to the Patapsco River and its tributaries within the area specified by the Charter. He has charge of the construction of any municipal piers and issues permits for the construction of private piers. It is his duty to see that the harbor is kept free of obstructions of all kinds, for instance, to maintain ice boats to keep the harbor free of ice during the winter.

### BUREAU OF MECHANICAL-ELECTRICAL SERVICE

The head of this bureau, the Mechanical-Electrical Engineer, performs the duties and exercises the powers imposed or conferred by the Charter and Ordinances of the City relative to conduits for wires and street lighting. It is his duty to construct and maintain the municipal conduits for wires and to supervise and maintain the street lighting systems of the City.

### BUREAU OF BUILDINGS

The head of this bureau, the Buildings Engineer, performs the duties and exercises the powers imposed or conferred by the Charter and Ordinances of the City relative to the construction, repair, and maintenances of all buildings, both public and private. Permits for the erection and maintenance of buildings, including signs and structures of all kinds, must be obtained from him, inspectors being appointed by him to see that the Building Laws and regulations are complied with in every respect. The Buildings Engineer also has control of the maintenance and cleaning of the City Hall, the Court House, and other municipal office buildings.

### BUREAU OF STREET CLEANING

The head of this bureau, the Engineer of Street Cleaning, performs the duties and exercises the powers imposed or conferred by



the Charter and Ordinances of the City relative to the cleaning of the streets, highways and alleys, and the collection, removal, and disposal of garbage, ashes, and other refuse. It is his duty to supervise the plants for the incineration and disposal of garbage and other refuse.

#### BUREAU OF PLANS AND SURVEYS

The head of this bureau, the Engineer of Plans and Surveys, performs the duties and exercises the powers imposed or conferred by the Charter and Ordinances of the City relative to geodetic and topographical surveys and to all planning and surveys to be made by the City for the opening and closing of streets, highways, and alleys. It is the duty of the Bureau to establish the grades for all streets, highways, and alleys, to establish proper markers, and to prepare plats and maps.

#### BUREAU OF STANDARDS

The head of this bureau, the Chief of the Bureau of Standards, performs the duties and exercises the powers imposed or conferred by the Charter and Ordinances of the City relative to weights and measures, and the analyses of coals, paints, oils, cement, and other supplies used by the several municipal departments, and to inspect all weights and measures used in the City.

#### BUREAU OF TRANSPORTATION

The head of this bureau, the Superintendent of Transportation, performs the duties and exercises the powers imposed or conferred by the Charter and Ordinances of the City. The Bureau has charge of all supplies and equipment used for transportation by the several municipal departments. It is also the duty of the Bureau to maintain and operate all vehicles owned by the City and to assign such vehicles for the uses of the several departments. Prior to the establishment of this Bureau, each Department operated and maintained its own equipment.

### BUREAU OF STORES

The head of this bureau, the General Storekeeper, performs the duties and exercises the powers imposed or conferred by the Charter and Ordinances of the City. This Bureau has general charge of the ordering, storage, care, distribution, and delivery of materials and supplies for the several departments. It is also the duty of the Bureau to reclaim any useless materials and supplies and to dispose of salvaged materials.

### BUREAU OF SMOKE CONTROL

The Bureau of Smoke Control was created by Ordinance No. 1296, approved May 13, 1931. The head of the Bureau is the Commissioner for Smoke Control, who must be an engineer familiar with the construction and operation of furnaces and combustion devices. It is his duty to enforce the provisions of the ordinance for the abatement of the smoke nuisance. The Mayor also appoints an Advisory and Appeal Board, consisting of five persons, whose duty it is to establish certain practical standards for limiting the emission of smoke and to act as a Board of Appeals where any person is not satisfied with the action or ruling of the Commissioner.

### DEPARTMENT OF FINANCE

The Department of Finance consists of the Comptroller, the City Register, the Board of Estimates, the Commissioners of Finance, and the City Collector. The head of the Department is a Board composed of the Comptroller, the City Register, the President of the Board of Estimates, the President of the Commissioners of Finance, and the City Collector. This Board is for consultation and advice only and has no power to direct or control the duties or work of any of its members. Since the powers and duties of the Board of Estimates have already been outlined, the functions of the others may be briefly outlined as follows:

#### COMPTROLLER

The Comptroller, elected by the voters of the entire City at the same time and for the same term as the Mayor, must possess the

same qualifications as prescribed for the Mayor. In addition to being a member of the Board of Estimates, the Board of Awards, and the Commissioners of Finance, he is also a member of the Board of Trustees of the Employees' Retirement System. He may be said to be the chief accounting officer of the City, there having been placed under his charge the direct responsibility for the supervision of the following activities of the City:

Bureau of Controls and Accounts	Municipal Duplicating Bureau
Bureau of Disbursements *	Municipal Telephone
Bureau of Harbors	Municipal Post Office
Central Payroll Bureau	Markets

The Comptroller thus has under his immediate supervision the disbursement of all payments for supplies and salaries and for all payments on account of contracts. The Bureau of Controls and Accounts, the Bureau of Disbursements, and the Central Payroll Bureau perform very important functions and have been created within the last ten years. These Bureaus enable the City administration to keep in close touch with all the expenditures and to know the exact financial status of every city appropriation.

### CITY REGISTER

The City Register is the custodian of all moneys belonging to the Mayor and the City Council of Baltimore and is, therefore, the Treasurer of the City. He is also the custodian of the funds of the Employees' Retirement System. He is elected by the City Council for a term of four years and is the only official elected by the City Council.

### COMMISSIONERS OF FINANCE

The Commissioners of Finance consist of the Mayor, the Comptroller, the City Register, and two persons appointed by the Mayor for a term of four years. This Board has charge of the sinking funds of the City and must authorize all temporary loans made by the City. It is the duty of this Board to sell all city stock or municipal bonds and to select the depositories for the funds of the City.

### CITY COLLECTOR

The City Collector, appointed by the Mayor for a term of four years, is responsible for the collection of all taxes, licenses, fees, and all municipal revenues, from whatever source derived. He is also the collector of state taxes and accounts directly to the State Treasurer for state revenues collected by him.

### APPEAL TAX COURT

The Appeal Tax Court consists of three Judges appointed by the Mayor, one being appointed each year for a three-year term. Property owners who are not satisfied with assessments made by the Bureau of Assessment have the right of appeal to this Department. After a hearing before the Judges of the Appeal Tax Court, the property owners also have the right of appeal to the State Tax Commission from the decision of the Judges.

### BUREAU OF ASSESSMENTS

Under authority granted by the General Assembly of Maryland, the Bureau of Assessment was created by Ordinance No. 595, approved April 23, 1934. It is the duty of this Bureau to assess all property subject to taxation in the City of Baltimore. Any person not satisfied with the assessment made by this Bureau has the right of appeal to the Appeal Tax Court. The Manager of the Bureau of Assessment is appointed by the Mayor from eligible lists submitted by the City Service Commission.

### LAW DEPARTMENT

The City Solicitor is the legal adviser of the Mayor, the City Council, and the several municipal departments, commissions, and boards. Since he is a member of the Board of Estimates and the Board of Awards, it is his duty to pass upon all contracts, deeds, bonds, and other legal instruments involving the interest of the City. In a word, his office represents the City in all legal proceedings.

## DEPARTMENT OF EDUCATION

The Department of Education consists of a Board of nine members, three of whom are appointed without any consideration as to party affiliation by the Mayor every two years for a six-year term. This Board has complete control of the school system. In many cities the School Board has the power to levy taxes, but in Baltimore all appropriations for schools must be made by the Board of Estimates and included in the Ordinance of Estimates each year. This provision has enabled the administration to consider the finances of the City as a whole and has given the administration a central control over the financial affairs of the City.

## MERIT SYSTEM

The City Service Commission, consisting of three members appointed by the Mayor, one being appointed every two years for a six-year term, has the authority to classify all municipal offices and positions in the City to which appointments are made by any person or persons other than the Mayor or the City Council, with the exception of positions involving duties in a teaching or supervisory capacity which are to be filled by the Board of School Commissioners. Examinations are held by the Commission for the purpose of establishing lists of persons capable of filling the positions in the several classifications and all appointments must be made from these lists.

## DEPARTMENT OF LEGISLATIVE REFERENCE

The Department of Legislative Reference was created by the Act of 1906 and was put into operation on January 1, 1907. It is under the control of an ex-officio Board consisting of the Mayor, the City Solicitor, the President of the Johns Hopkins University, the President of the Municipal Art Society, and the President of the Association of Commerce. The duties of the Department are to collect, compile, and index all available information relating to any matter which is the subject of proposed legislation by the General Assembly of Maryland or the City Council of Baltimore; to

prepare or advise in the preparation of any bill or ordinance when requested to do so by any member of the General Assembly or of the City Council; to investigate and report on any laws, ordinances, or other subjects at the request of the Mayor, the Governor, or the head of any city or state department. The Department has on file the charters, codes, and ordinances of the more important cities and a set of the laws and codes of the several states, as well as numerous documents, reports, magazines, books, etc., all of which have been classified and indexed. On January 1, 1932, the City Library and Bureau of Archives were transferred to this department. In addition to the original manuscript records of the City, from the time it was laid out as a town in 1729, the Department also has charge of the official records of the City.

### BUREAU OF AUDITS

The head of the Bureau of Audits, the City Auditor, is appointed by the Mayor from an eligible list submitted by the City Service Commission. The duty of this Bureau is to audit all the books of the City, in order to see that all funds are received to which the City is entitled and that proper vouchers are submitted covering all disbursements. It audits the funds of the Employees' Retirement System, as well as the books of the City Register.

### PENSIONS

Prior to 1926 there were four separate pension systems; namely, that for the members of the Police Department, Fire Department, municipal employees receiving less than \$1,000 per year, and teachers. None of these systems had been established on an actuarial basis but, as the result of a report of a Retirement Commission, a municipal Employees' Retirement System was created by ordinance which became effective in 1926. This system was established on a sound actuarial basis and includes all employees of the City, except the Police Department and the then members of the Fire Department who wished to continue under the old provisions for payment of pensions, though all persons becoming members of the Fire

Department after that time are covered by the general pension system. The Retirement Ordinance makes it mandatory on all employees in the Classified City Service to become members of the Pension System at the end of six months, the system established by this ordinance being known as the contributory system, the contributions of employees being deducted from their pay checks as required by the ordinance. The system is under the control of a Board of Trustees, which consists of five members, two to be appointed by the Mayor, two to be elected by the members of the system, and the City Comptroller, who is an ex-officio member. The City is required to appropriate the amount determined by the Actuary for the prior service of all members of the system, as well as the regular contributions on the part of the City. On December 31, 1933, the funds of the system to the amount of \$11,855,715.88 were invested in high-grade securities. Members of the system may retire on a pension on reaching the age of 60 years and must retire on reaching the age of 70, the amount of each pension depending on the length of service and the average compensation received during the last ten years of service. Provision is also made for the payment of death benefits and pensions for physical disability or injuries received in the performance of duty.

#### MISCELLANEOUS DEPARTMENTS

Space precludes giving more than a brief reference to the other departments of the City Government, some of which have been treated in detail elsewhere, but a mere reference to them will be sufficient to indicate the nature and character of their functions, which, in many instances, are very important. These departments are the Supervisors of City Charities, the Fire Department, the Police Department, the Purchasing Bureau, the Board of Zoning Appeals, the Board of Park Commissioners, the Commissioners for Opening Streets, and the City Jail.

The Enoch Pratt Free Library, although under the control of a self-perpetuating board of trustees, receives a great deal of financial support from the City and is really the public library of the City.

The Municipal Department of Music has been maintained for several years, with the Baltimore Symphony Orchestra as its major activity.

#### RELATIONSHIP BETWEEN THE CITY AND STATE GOVERNMENTS

While Baltimore City is a separate and independent political unit of the State of Maryland and has not been a part of any county since 1851, there are certain offices and departments in the City which are under the direct authority and control of the State. Some of these departments perform duties ordinarily performed by state officials for the several counties of the State, the officials in this category being the Sheriff, State's Attorney, Supervisors of Elections, the Clerks of the several courts, the Register of Wills, Judges of the Supreme Bench, Judges of the Orphans' Court, Police Justices, Justices of the People's Court, the Juvenile Court, the Traffic Court, Auctioneers, the Board of License Commissioners, the City Surveyor, and Coroners. Although these officials have duties to perform in the City only, nevertheless they are performing duties imposed by the State and may be referred to as state officials elected in or appointed for the City of Baltimore to exercise state functions. The Police Department and the Board of Police Examiners in Baltimore are under the control of the State, the heads of the departments being appointed by the Governor and the salaries of all employees being fixed by the Legislature, but all the salaries and expenses being paid by the City out of city taxes. The Board of Estimates does not have the power to increase or decrease the salaries of the employees of these two departments, nor can it limit their ordinary expenditures. With only two or three exceptions, all the larger cities of the country have control of their Police Departments to the same extent as they have of other municipal departments.

The City is the creature of the State, its Charter having been granted by the General Assembly of the State and except as limited by the Home Rule Amendment, the General Assembly can still exercise a great deal of authority over the City. The state departments, of course, exercise general authority in the City of Baltimore



to the same extent as they do in the counties. For example, the State Health Department, the Public Service Commission, the Industrial Accident Commission, the Insurance Commissioner, and other state departments exercise the same authority in the City as elsewhere in the State, so that the relationship between the City and State is a very close one.

The Department of Legislative Reference, which was originally created as a municipal department, was also made a state department in 1916. Since that time it has performed similar duties for the Governor, the members of the General Assembly, and the several state departments as it had been performing for the Mayor, the City Council, and the several municipal departments. There are times when it is necessary for the city and state departments to cooperate in performing certain duties, particularly where the state departments have general powers of supervision, such as the approval of plans for water supplies, sewage disposal plants and so on.

An amendment to the City Charter, creating a Department of Public Welfare to supersede the Supervisors of City Charities, was approved by the voters at the November election, 1934.

## ELECTIONS

Elections in Baltimore City are held under the supervision of the Supervisors of Elections, who are appointed by the Governor.

Elections for municipal officials are held on the Tuesday after the first Monday in May every four years, the next election being in May, 1935. State elections are held on the Tuesday after the first Monday in November every four years, the last state election being in November, 1934. Presidential elections are held every four years and the next election will be in November, 1936. At both state and presidential elections, all members of Congress from Maryland are elected, as well as the United States Senators from Maryland when their terms have expired.

At every municipal election, the following city officials are elected, namely: Mayor, Comptroller, President of the City Council and members of the City Council. The members of the Council are elected from Councilmanic Districts, three being elected from

each of the six Districts. Candidates for the above offices are nominated at a primary election on the first Tuesday of April of the year in which there is a municipal election.

At state elections, the registered voters of Baltimore have the opportunity to vote for the following officials: Governor, Attorney-General, Comptroller, Clerk of the Court of Appeals, Judges of the Supreme Bench of Baltimore City and a Judge of the Court of Appeals (when his term expires or there is a vacancy, as Judges are elected for a term of fifteen years), State's Attorney, six Court Clerks, Register of Wills, three Judges of the Orphans' Court, City Surveyor, a State Senator and six members of the House of Delegates from each of the six Legislative Districts of the City, members of Congress from Congressional Districts which are wholly or partly in Baltimore City and a United States Senator when one is elected (elected for a six-year term).

At presidential elections, the voters have the opportunity to vote for candidates for President and Vice-President of the United States (the names of eight presidential electors actually being on the ballot), members of Congress and a United States Senator when one is elected (elected for a six-year term).

Primary elections preceding presidential elections are held on the first Monday in May and, for state elections, on a day between September 8th and 15th preceding the election, as may be fixed by agreement between the governing bodies of the Democratic and Republican parties of the state.

Baltimore City is divided into twenty-eight wards, six Legislative Districts (the Councilmanic Districts being the same as the Legislative Districts), and six hundred eighty-five precincts. The precincts can be changed from time to time by the Supervisors of Elections and some changes have to be made preceding every election, as the law requires the precincts to contain as nearly as possible four hundred fifty voters.

The City has been authorized to use voting machines but, until the Act of 1933, it was necessary, under the Election Laws, to use five voting machines in each precinct but, under the present law, two voting machines will be sufficient. The city owns fifty voting

machines but no provision has been made for the purchase of additional machines. Unless the present law were amended, it would be necessary to hire the same number of clerks for the operation of precincts equipped with voting machines as for those using regular printed ballots.

In case of disputes, any candidate, on filing a petition with a bond covering the estimated cost of a recount, may secure a recount. If the recount shows a variation of two per cent. in the total vote cast, then the city would be called upon to pay the cost of the recount but otherwise, the person making application for it would have to bear the expense.

The total amount appropriated for the last municipal election in 1931 was \$312,980., the amount appropriated for the presidential election in 1932 was \$262,980. and the amount appropriated for the state election in 1934 was \$367,777.95, these appropriations including the expenditures for the Supervisors of Elections and their expenses, as well as registration, primary and general elections. The total appropriations for the salaries of the Supervisors and their clerks and other employees for the year 1934 amount to \$40,483.75, as follows:

President .....	\$2,500.00
Two Supervisors at \$2,500.....	5,000.00
Chief Clerk .....	3,500.00
Clerk .....	3,000.00
Clerk .....	2,750.00
Two Clerks at \$2,200.....	4,400.00
Two Clerks at \$1,900.....	3,800.00
Two Clerks at \$1,800.....	3,600.00
Two Clerks at \$1,700.....	3,400.00
Three Clerks at \$1,600.....	4,800.00
Carpenter .....	2,000.00
Extra help, Sec. 6, Senate Bill, Fall of 1920.....	3,000.00
Extra help, Sec. 202, Election Laws.....	1,500.00
	\$43,250.00
Less Contributions to balance Budget for 1934.....	2,766.25
<b>Total .....</b>	<b>\$40,483.75</b>

## THE MAYORALTY

by JAMES HARRY PRESTON

James Harry Preston, St. John's College, Maryland; LL.B. Maryland University School of Law, 1880. Admitted to the Bar, 1880. Member Maryland House of Delegates, 1890; Speaker, Maryland House of Delegates, 1894. Member Maryland Board of Police Commissioners, 1904-1908, Mayor of Baltimore, 1911-1915 and 1915-1919. Chairman Port Development Commission of Baltimore; President Centennial Commission in Commemoration of Writing "The Star-Spangled Banner," 1914. On Staff Governor Brown with rank of Colonel, 1892-1896. Member Maryland State Bar Association, Maryland Historical Society; President National Society S. A. R.

**I**N LOOKING back over my eight years as Mayor of Baltimore, 1911-1915 and 1915-1919, it occurs to me that the average citizen seldom stops to realize the multiplicity of problems that present themselves for solution in a city of over half a million. There are problems concerned with city planning, with constant improvement of public equipment, such as streets, lighting, fire department equipment; with educational expansion through schools, with constant legislative action for the amendment of old laws to bring them up to date, and the passing of new laws to keep in step with modern changes of living and taxation; with health precautions and sanitation; with cultural and patriotic activities; and with territorial expansion (and in an important seaport such as Baltimore all shipping activities—wharves, docks, harbor dredging, arterial communication, and so forth) have to receive most careful consideration. Of course, through all of these the financial element is of utmost importance. Among the complexities of managing a great city the first duty of the Mayor is to keep from spending money unwisely. Just as it is necessary for a private individual to supervise his personal expenditures, so it is necessary for public officials to limit their expenditures in accordance with their receipts.

My administrations, for the most part, might be regarded as "run-of-the-mill" administrations. Many of the problems were of

the recurring variety, most of them common at one time or another to other cities of similar magnitude. There were numerous activities that may be considered as departures from precedent, a few of which may be interesting.

Among the city-plan developments was Key Highway, named after Francis Scott Key, a Marylander and the author of our National Anthem. Key Highway runs along the south side of what is known as "the basin", from which much of Baltimore's shipping emanates. It connects the inner harbor with the Spring Garden waterfront and carries the municipal harbor belt railway to Light Street, from whence it goes to Pratt Street, thence down Pratt to President Street, where it connects with the Baltimore and Ohio, the Pennsylvania, and the Western Maryland Railways for the purpose of facilitating shipping to and from our merchants and manufacturers and of obviating expensive switching charges, the total cost thereof being \$1,500,000.

One of the most important and significant of our national shrines, Fort McHenry, lay in disgraceful decay within the city limits of Baltimore. As every school-boy knows the attack on this fort by the British was the inspiration of Francis Scott Key's poem, "The Star-Spangled Banner." The city acquired from the Federal Government this splendid tract of 49.6 acres without cost. It is situated at the juncture of the main and north branches of the Patapsco River overlooking the Chesapeake Bay and forms an ideal bay-side park.

The entrance to this park was insignificant and inadequate. The widening of Fort Avenue leading thereto was provided for in order to make an imposing approach to the Francis Scott Key monument designed by Hans Schuler, present Director of the Maryland Institute.

The present "Fallsway", to cite a second example, is an excellent example of a city improvement with the least possible cost. Jones Falls had been an open sewer running through Baltimore from north to south. By covering it with a boulevard an eye-sore was removed and a modern thoroughfare, one and a half miles long, was created for commercial traffic, the city paying practically nothing for the right-of-way. The improvement was a cheap,

sufficient, and an honest accomplishment, and what for many years remained an open mosquito breeding sewer became an important traffic artery. The cost of this improvement was \$1,500,000. It is an interesting fact, however, and an unusual one in the carrying out of city-plan improvements, that under my administration the money was raised and the last brick laid. Furthermore, I was the first to drive over the completed thoroughfare.

Similarly the cost of the so-called St. Paul Street Gardens was returned to the taxpayers many times. Several blocks of inconsequential, dilapidated buildings were razed, a breathing space created, traffic arteries leading to the harbor, improved, and landscape gardens planted (plans by Carrere and Hastings), all to the material increase in city revenue. At present these gardens extend from Lexington Street to Center Street, but they should be extended to Mount Vernon Place.

The squares at Mount Vernon Place and Washington Place—at the intersection of which rises the first monument erected to George Washington in this country—were improved according to plans of the distinguished architect Thomas Hastings, so as to harmonize with the beauty of the monument and the equestrian statue of Lafayette to be erected nearby.

Although the great War deferred construction, much of the property was acquired for the Civic Center, which reaches from the City Hall to the War Memorial inclusive, and from Fayette Street on the south to Lexington Street on the north.

Grade crossings of railroads within city limits are always a menace to life and property. Details of arrangements were worked out with the Baltimore and Ohio and the Western Maryland Railroads and the United Railways for the abolition of grade crossings in South Baltimore, including the elevation of Hanover Street over the railroads, the connection of McComas Street and other streets with Hanover, the construction of Baltimore and Ohio low-grade freight lines, and the development of Western Maryland terminals at Port Covington. The thirteen new bridges built by the city and railroads to eliminate grade crossings cost \$1,060,000.

A beautiful, useful, and level driveway was built on an abandoned mill race in Gwynn's Falls Valley from Frederick to Frank-

lin Roads. This driveway, known as Ellicott Driveway, has a picturesque connection to Edmondson Avenue and connects with Seventh Street by the extension of Laurens Street. Baltimore Street was also extended to Ellicott Driveway. In addition Liberty Heights Avenue was constructed, and thirty miles of new streets opened or widened.

But city planning is but one of the many important problems that necessarily face every Mayor. Every large city has millions invested in equipment, upon which are dependent the comfort, health, and lives of its citizens. This equipment must be kept in operation; in good repair; and, insofar as municipal finances permit, thoroughly modernized. For example, during my first administration a modern sewer system that cost \$23,500,000 was completed; eleven hundred miles of municipal conduits, at a cost of \$2,100,000, were laid for underground wiring; and provision made for a new water supply that cost \$5,000,000; it included a new dam, new bridges, roads over the Gunpowder River, and a new filtration plant of the latest modern design. Aside from general city planning there was necessary much new paving, which cost \$9,500,000.

Since Baltimore had learned in 1904 the value of an up-to-date, efficient fire department with modern equipment, we motorized the department. In fact, no horses have been bought for the past fourteen years. The completion of the high pressure pipe line system, which gave the business portion of the city the best protection against fire, cost \$1,000,000.

A new "white-way" lighting system was installed in the central portion of the city, which was at that time as brilliant and efficient as any in the country; and the City Hall, the Court House, and other public buildings were lighted and heated from the city's high pressure pumping plant.

As previously referred to, various laws and acts became necessary, usually to assist in tax collection, in facilitating municipal improvements, in protecting health, or possibly for the alleviation or proper distribution of the tax burden. Many merchants, by using the sidewalks for signs or by otherwise encroaching upon the public highway were doing so without right or compensation to the city. A fair and just tax for such minor privileges would, it was thought,

bring a considerable revenue to the city. The Minor Privilege Act provided for such remuneration to the city and has since been a lucrative and just source of revenue.

When the Key Highway was opened, objections were raised to the assessments to property owners for benefits. The adjacent property was much benefited by expenditures by the city, and it was only fair that the property owners should be assessed for such benefits. After considerable opposition the assessments were legally made.

A new condemnation law was passed whereby property needed for public improvements could be acquired by a fair trial in court, instead of before a sheriff's jury, a law that has saved the city at least half a million dollars.

Not only was a special Paving Tax Act, which financed the completion of the modern paving of the city in a fair and equitable manner, passed but also an Act exempting County and City loans from taxation, which saved the city more than \$100,000 a year. Household furniture was exempted from taxation to the extent of \$500; and under the Act of 1918 all raw materials, stock, book accounts, and manufacturing plants were exempted for a similar amount.

Educational development will always be one of the major considerations of an administration. When I became Mayor, there was much room for improvement in the equipment of our public school system. Consequently, eleven new primary school buildings were erected at a cost of \$1,000,000; a new Polytechnic building and grounds cost another \$1,000,000. Furthermore, changes were made in the personnel of the public school system, resulting in increased efficiency, concord, and cooperation.

Public health prompted the passage of a milk ordinance. The authorities came to the conclusion that the death rate could be lowered by pasteurization. It was not easy to accomplish this bit of legislation, for it was quite unpopular with the small grocery stores. Finally, through the indefatigable efforts of Dr. William Welch of the Johns Hopkins Hospital and Mrs. Frances King Cary, both of whom were responsible for the movement, legislation requiring the pasteurization of milk became an accomplished fact.



The new sewerage system was, of course, a great health asset as was the paving of the alleys with concrete in place of indiscriminate brick, cobble, and flag stones.

Students of government, because of their natural attention to fundamental problems, are often prone to overlook the *purely aesthetic or patriotic ones* as well as those that tend to bring happiness to the citizens. It is a mistake to do so. Without a happy, contented public, whose lighter side of life has received due consideration and whose patriotism has been stirred, it becomes sometimes quite difficult to arouse sentiment for the passage of provisions for public welfare of the first magnitude. I always tried to encourage playground development, popularizing the parks, and the erection of additional swimming pools and golf courses.

Musical activities I regard as a valuable asset to any municipal community. During my administration the Baltimore Symphony Orchestra was organized under the able baton of Gustav Strube. It is the only one hundred per cent. municipally supported orchestra in the country. Mr. Frederick R. Huber became the first Municipal Director of Music in the country and holds that position today. A prize of \$250 each was offered for the words and music of a municipal anthem to be selected in competition. Mrs. Emma Hemberger won the prize for the music and Folger McKinsey, the Bentz-town Bard, for the words of what has since been the municipal anthem, "Baltimore." The Municipal Band was formed and was in constant attendance during the summer months. For public entertainment a new recreation and commercial pier was erected at a cost of \$1,000,000, at the foot of Broadway, where municipal dances and band recitals are frequently given.

From a patriotic point of view, we may include the obtaining from the National Government of an appropriation of \$75,000 for a memorial to Francis Scott Key. Although the monument was completed it was not erected until after the war. The "Star-Spangled Banner Centennial" was celebrated in 1914 on which occasion the Battle of Baltimore, the bombardment of Fort McHenry, and the birth of our national anthem were commemorated. Other statues were erected to General Samuel Smith; Mayor, Governor and Senator William Pinkney Whyte; Mayor Ferdinand

C. Latrobe; Mayor Thomas G. Hayes; and, at Fort McHenry, to Colonel Armistead. Furthermore, a Baltimore flag was selected and a prize of \$1,000 offered by the City of Baltimore for an American Creed. The award was made to William Tyler Page, a descendant of President Tyler, and presented to him at a meeting held in Washington under Act of Congress.

An important, a supremely important, change was effected. The County Unit Plan, the representation in the Legislature and at the conventions of the leading political parties, makes Baltimore a football of politics; and the constant conflict between Baltimore and the counties jeopardizes the growth and prosperity of the City. This was found to be particularly so in 1918, when agitation was begun to enlarge the area of Baltimore. From eight to ten years we had been vainly knocking at the gates of the Legislature, seeking to expand the city's boundaries. It was only when the Republican Party and the Democratic Party under Blair Lee sponsored the project of Baltimore's expansion in their platform was it possible to extend the city's limits from an area of thirty-one square miles to one of ninety-three square miles, including what geographically had been parts of both Anne Arundel and Baltimore Counties, although integrally a part of Baltimore City.

During the eight years of my administration contracts were awarded amounting to \$35,600,000, not a dollar being lost through graft or collusion between contractors and city inspectors or other employees. An average tax rate of \$1.95 for four years, 1912 to 1915, inclusive; and of \$2.06 for eight years, 1912 to 1919, inclusive, was maintained, notwithstanding the issuances of \$31,600,000 of city bonds to pay for new improvements and the fact that each million of bonds issued added about one and one-half cents to the tax rate.

I trust that in reviewing these activities that it will not be inferred that my purpose is to call attention to the accomplishments of my particular administrations. As previously stated, the duties of a mayor of Baltimore will not change a great deal, except in accordance with the economic condition of the country. Problems of finance, health, city planning, and education will always be with him. Similarly there will be innovations peculiar to the time of his

incumbency. All in all, my administrations may be regarded as typical; and as outlined above it gives a general idea of the duties of a mayor of Baltimore.

As a matter of fact, entirely too much emphasis is placed upon the mayor, a disadvantage in many respects. The average citizen seems to regard the mayor as the central object around whom the entire municipal government revolves, a belief not borne out by the actuality. After all, the administration of the mayor's office is largely "show window stuff". It adds too much cost to the tax payer for the value given him.

The President of the Board of Estimates, who is President of the City Council; the Comptroller, who is the city bookkeeper; and the city Registrar, who looks after the city debt and issues the city stock; and department heads are in a sense more important to the city government than the Mayor, because they practically do the work; hence more attention should be centered on them.

I do not mean that the duties of the Mayor are not arduous. Personally, I found them very much so; and in order to conduct public business with a sense of personal satisfaction it was necessary to forego many of the social activities. Dinner parties and receptions take up too much of an executive's time. While they cannot be classed in a certain sense as municipal functions, the social side does offer opportunities to reach citizens who can not be reached in any other way. Furthermore, they thereby become acquainted with the city's activities. School commencements serve as an excellent medium to reach the public mind and conscience; but at the customary public meetings, political and semi-political, the same old faces are to be seen.

One of the chief duties of the Mayor is that of liason officer between the various departments. Often the duties of the departments overlap; and it is up to the Mayor to straighten them out. It is also incumbent upon him to see that the work is done. What is everybody's duty is nobody's—there must be some superior authority to avoid any entanglement and to see that the work is properly and efficiently completed.

We had an extensive paving and street improvement program in addition to the erection of public buildings and the laying of

sewers; so I had to be on the job early and stay pretty late sometimes in the course of supervising and inspecting. The laborers and foremen were often quite disgusted to see the Mayor on the job when they thought he should be doing something other than watching them.

Personal politics too often interfere with the smooth running of a city, or a State, for that matter. The chief executive in either case is often seeking promotion in the state or national field. The Mayor is generally a candidate for the office of Governor, President, Vice-President, or a Cabinet Position; and sometimes personal ambition is not conducive to the interest of the city. The history of the Mayors of Baltimore, however, has proved with few exceptions the position to have been a political graveyard, for they rarely progressed further. Nevertheless, it is a difficult problem to divorce one's private ambitions from one's public duties, particularly when by so doing one may be antagonizing the public and many friends and alienating a substantial part of one's constituency. I remember very well the circumstances surrounding the Minor Privilege Act referred to previously. I knew it was a good law, a just law and beneficial to the city; and it was so held by the Court of Appeals. But it was very offensive to the general public and had more political effect than any other incident that occurred during my administrations. But I feel, and have always felt, that the Mayor's position requires unselfish dedication to the public interest, which means that he is to consider the public's interest above and before all other interests, that he should do what he considers his whole duty without equivocation, and that he should keep his eye on the job he holds and not on one he seeks to attain.

When I came to the City Hall in 1911 I was burdened to a great extent with the appendage of a so-called "Royal Family." By the "Royal Family" was meant the three political leaders who made of politics a profession if not a fine art, and whose influence was in those days an imperative asset if success was to be attained. Individual criticism, of course, was rife, but allegiance to the "Royal Family" was not without its blessings and its direct beneficial effect for the public.

During my administration, certainly a goodly part of it, there was no division in the ranks of the party, as often exists among some leaders who aspire to personal ascendancy. The concentration of a united party throughout the rank and file was a considerable advantage. There was no division in our ranks in the Board of Estimates or in the City Council. As a result, I was given a free rein to initiate a program of paving, of putting in sewers, of building the Fallsway, the Key Highway, of extending the city limits, and of making all the practical improvements of city government, including the modification of the City Charter.

Patronage was handled by the Chairman of the State Central Committee. It was a party administration. Of course, it was necessary to be careful that a machine be not built up around one or two men, but by this system I found I could act better as a guide rather than as a creator. I found the recommendations of the organization for the many minor positions were almost always efficient men.

Lewis Hopkins, who was the perpetual tax collector under Mayor Latrobe, told me that the most efficient appointees were those made by Freeman Raisin, who was the political boss *par excellence* of his day. But a Mayor has to be very careful to see that he is getting men of sufficient moral caliber to fill places in the City Hall. The organization does not care so much about moral qualifications, but it is necessary for the Mayor to avoid severe adverse criticism.

The greatest personal satisfaction I received from the office of Mayor was not political but was of a philanthropic nature. I had a few personal appointees; perhaps they could be counted on the fingers of one hand. They were appointed not only because they were efficient but chiefly because they needed money and the appointment to support their families. They had no political influence whatever, but they were willing to learn the game; and it is a game for experts. Some of them are still with the departments; and it has been an everlasting source of joy to me to realize that through my appointments, especially during these days of depression, they have been kept out of the poor house. I consider no other pleasure

in the years I spent in the City Hall so high as the good I was able to do for individuals who needed employment.

One of the most valuable services a Mayor can accomplish is to keep down to a just minimum the amount of money paid for property in the course of condemnation proceedings. If the Mayor and Commissioners for Opening Streets will exhibit care and sincerity an enormous amount of money can be saved the tax payers. For example, the extension and widening of Howard Street, if and when it occurs, can be done inexpensively or expensively, as the Mayor determines. Of course, it cannot be accomplished below the actual value, but certainly it should not be by inflationary valuation. I feel safe in saying that the St. Paul Street-Courtland Street condemnation was the cheapest property acquired in Baltimore. Mr. S. S. Field being then the City Solicitor the property owners certainly ran up against a stone wall trying to get an increase out of him. He was a devoted public servant. In connection with Ezra Whitman he saved the city millions of dollars in the water-shed cases in Baltimore County. Mr. Whitman, then the Water Engineer, was in charge of all the engineering work in Baltimore County when the enlargement of the water supply and the filtration plant was erected.

Indeed, the duties of the Mayor involve all of the executive branches of the city. The Highways Engineer, the Street Commissioner, the Water Engineer, and the Building Engineer will attain a higher degree of efficiency if the Mayor is on the job himself.

## THE MAYORALTY

by WILLIAM F. BROENNG

Educated in the Public Schools of Baltimore; LL.B., University of Maryland. Elected City Council of Baltimore, 1897-98. Elected House of Delegates, 1902. Chairman Baltimore City delegation of General Assembly. Elected State's Attorney of Baltimore, 1911. Re-elected State's Attorney of Baltimore, 1915. Elected Mayor of City of Baltimore 1919-23, 1927-31. Supreme Dictator and Chief Executive Loyal Order of Moose, 1919-20. Republican Candidate for Governor of Maryland, 1930.

**I**T WAS the great Frenchman, Montesque, who first gave expression to a form of government divided into three separate and distinct branches—namely, the executive, the judicial and the legislative. Our Federal Government, in its formation, embraced this separation of powers as outlined by Montesque. In the formation, however, of our legislature the Federal Government divided this arm of the government into two branches—the Senate and the House of Representatives. This same idea of separation of powers and a division of the legislative branch was also carried into our State governments with the formation of a State Senate and a House of Delegates. When the City Charters were granted our city fathers imitated the Federal and State governments even to the extent of dividing as we did here in Baltimore our legislative branch, that is, our City Council, into two branches, the first branch and the second branch. At that time there was a tendency to place all offices, even if of minor importance, directly in the hands of the electorate. We were anxious to safe-guard our liberty by refusing to grant to any individual the right of appointing to office even these minor officials. We were going to elect them ourselves. Experience, however, has demonstrated the lack of wisdom in this procedure, and on November 7, 1922, during my first administration, our two-branch City Council was changed to a one-branch City Council, and the city divided into six Councilmanic districts, with three Councilmen elected from each district

and a President of the body elected from the entire city. This one-branch City Council went into effect in May, 1923.

Under the old form of government it was practically impossible definitely to place responsibility on any one for the mismanagement of the affairs of our municipality, and this was brought about because our city officials, even in the minor offices, were not responsible to any individual, and consequently would take no orders from superiors. They had no superiors, they were elected by the people and responsible for their conduct to the people *only*. It is quite obvious that a system of government of this kind would not inspire any efficiency. All elective officers, immediately after their election, would begin to prepare for the next election, and consequently in many instances public officials were not actuated by what was *right* but what was *expedient*. How could I incur the favor of the electorate? How could I get more votes? How could I continue on the payroll? Under this system the American municipalities sunk to a low state, and the great historian, Viscount Bryce, observed that the American municipalities were the one conspicuous failure of the American Government. At that time we were just feeling our way in the management of the American cities, we were still in the formative stage. Since that time, however, tremendous improvement has been made in the government of our city, and Viscount Bryce, on a return trip to America, noticed this improvement and expressed himself as being greatly impressed with the efficient manner in which the American cities were at that time being governed.

Under our old system of municipal government we elected everybody from the dog-catcher up to the members of our School Board. All of these offices are now appointive offices. We now elect a Mayor, charge him with the full responsibility for the efficient conduct of our city affairs, and if they are not so conducted he most assuredly will not be re-elected. The tendency today is for a consolidation and a concentration of responsibility. The School Board members are appointed by the Mayor. Practically all of the officials of the city government, except a half dozen, are appointed by the Mayor. A great number of boards, that manage various city departments, have been eliminated, and a Chief Engineer is now



appointed and charged with the responsibility of the Department of Public Works. Harbor Board, Water Board, Police Board, Topographical Survey and Electrical Commissions have all been abolished, and the tendency is to abolish even the few remaining boards in the interest of a more efficient and economical administration.

With the increasing responsibility placed in the hands of the executive officer of the city, that is, the Mayor and by elimination of one branch of the City Council (one branch now has all powers formerly provided by two branches), what is the actual form of government that we have in Baltimore at the present time? We believe that upon analysis our city government, for efficiency and economy in its operations, and for maintaining an intimate contact with the people, will compare favorably with that of any other American municipality of comparable size. Our city for all practical purposes is governed by a Board of Estimates which consists of three elective offices—the Mayor, Comptroller and President of the City Council—and two who are appointed by the Mayor, namely, the City Solicitor and the Chief Engineer. Consequently, the control of this Board is obviously placed in the hands of the Mayor.

The statement is often made that with the additional responsibilities gradually assumed by the Mayor, his job as Mayor should consume all of his time and energy, and these should not be dissipated by attending a variety of banquets until early hours in the morning. It is contended, and with a great deal of logic, that this form of entertainment will certainly not develop in the Mayor a clear and active mind for his office duties on the following day. The question naturally arises, to what extent should a Mayor participate in the social functions of the life of the city aside from his official duties at receptions, luncheons, during the regular working hours? Campaign data and propaganda issued by candidates for the Mayoralty during the past quarter of a century will disclose statements to the effect that if elected Mayor they will concentrate on the proper duties of a Mayor—that they will spend their time in the office and not at banquets. Unquestionably all of these statements are made with the best of intentions and with absolute sincerity, and yet the record might well imply that they were like

political platforms—made to get in on and not to stand on. It is my conviction that the Mayor of the City should keep a very intimate contact with the people. I do not believe that the government should remain aloof from the people. Elected officers are nothing but the servants of those who elected them, and should be very responsive to their wishes.

During my two administrations from 1919-23 and from 1927-31, I considered it a part of the duties of a Mayor to visit as many improvement associations as I possibly could, and to lay before those people the program that I was developing for the betterment of our city. I believe that improvement associations should be encouraged, as they can be of invaluable help in assisting the Mayor in the development of the city's program for intelligently planned improvements.

Baltimore is a natural convention city and with the hundreds of conventions that we have, I considered it my duty to appear in person wherever possible and to extend a personal greeting to the delegates. Conventions are certainly not complete without a banquet, and the business interest of our city is being properly served when the Mayor evidences sufficient interest in their particular branch of business to be present at the banquet to help to promote by his presence our local industries before our out-of-town guests.

During my second administration I conceived the idea of keeping the people of the entire city informed of the activities of the municipality by broadcasting every week over the radio just exactly what had taken place in the City Hall during the preceding week. As a matter of fact we were the first city in the country that so utilized the radio, and we were the recipients of thousands of letters from all over the country, from other American municipalities who were adopting the same method. This same method of radio communication with the people is now being very advantageously used by the President of the United States. It is the duty of the Mayor to keep all Baltimore actively interested in each and every official move made by the administration and his department heads.

How much time does the Mayor of the City of Baltimore actually have for the serious consideration of the city's business? On

his arrival at the office he is greeted every morning by a large group of people. Men in public office are anxious to remain in public office. Either they seek re-election to the job now held, or they are ambitious for the office just ahead. Consequently a patient hearing must be given to all who "button-hole" you, for one dissatisfied citizen, who thinks that he has been insulted, can do more harm to a candidate than a thousand satisfied citizens can do good. After running this gauntlet you finally get into your office.

In a city the size of Baltimore we are constantly receiving distinguished visitors. The first distinguished visitor was the late President of the United States Warren G. Harding, who came to Baltimore as the city's guest and together with Mrs. Harding was entertained at luncheon and afterwards participated in the exercises at Fort McHenry incident to the unveiling of the statue to Francis Scott Key, author of "The Star-Spangled Banner". During my administration we received among others, Colonel Charles A. Lindbergh, Dr. Hugo Eckener, Coste and Belante, the French fliers. We had the Fair of the Iron Horse, staged by the Baltimore and Ohio Railroad, that brought to the City of Baltimore distinguished visitors from all over the world. President of the United States, Herbert Hoover, also came to Baltimore as the guest of the Rainbow Reunion. The distinguished French General, Henry Gourau, also visited Baltimore. Battleships representing foreign nations visited the city frequently during my administrations—French, British, and Japanese—with the exchange of courtesies that are always required in affairs of this kind.

The newspaper men must be seen twice a day, in the morning and in the afternoon, consuming at least an hour. Then, strange as it may seem, there are some political conferences. Between all of these various conferences and meetings, time must be found for discussions with your department heads.

It is of the utmost importance that the Mayor have the confidence and goodwill of the members of the City Council. While it is true they are limited in their power they have important duties to perform, and unless their cooperation is secured the job of the Mayor will be exceedingly difficult. The City Councilman is anxious to please his constituents. They have a matter of little sig-

nificance but to them, of course, it is of great importance and so they decide to discuss it with the Mayor. The aid of the City Councilman is solicited for the purpose of obtaining this conference. The City Councilman, in order to keep in with his constituents so that he will not be forgotten on election day, is anxious to serve them and to show them the prestige that he has in the City Hall. Consequently, City Councilmen are constantly in the City Hall with their constituents and are demanding conferences with the Mayor on matters that should never be brought to the Mayor's attention. You can readily see, however, that under our present scheme of things the Mayor must interview these Councilmen and their constituents.

The Mayor may appoint an official representative, the Mayor may appoint a social representative, but the people will still demand the privilege of seeing and talking with the Mayor personally. The people want to see the Mayor and want to invite the Mayor to their banquets and will never be satisfied with a substitute.

The last question that I would like to touch on very briefly is, in what manner should our public improvements be financed? Should we adopt a policy of pay as you go, or should we make the needed improvements at the present time by floating huge bond issues with long maturities, thereby distributing the load over a period of years? It is amusing to hear some of our people in the City of Baltimore who should be better informed, advocating the pay-as-you-go policy and criticizing the financial program that was evolved by our city some years ago.

Before June 1, 1918, the City of Baltimore consisted of an area of only thirty-one square miles. By the Annexation Act, that went into effect on this date, Baltimore acquired an additional sixty-two square miles, or double its original size, making a total of ninety-three square miles. This situation presented some very acute problems that had to be dealt with promptly. The School System was totally inadequate. Many of the schools were unsanitary, and in some instances in a very dangerous condition and were generally recognized as being most deplorable.

The city was threatened with a water famine, the results of which would have been most disastrous. So serious was this con-

dition that our citizens were required to conserve water and the Water Department restricted the use of water for street-cleaning purposes.

Many bridges within the city had become unsafe, either because they were designed for loads far below those which traffic required them to carry, or because of lack of repairs and deterioration.

The city's place among the first rank of the world's ports was endangered, both on account of harbor improvements made by other cities, and by the enormous facilities which the Federal Government had erected at other ports, such as the army bases in Boston, New York, Philadelphia and Norfolk.

In addition to these very grave problems, the Annexation Act had added to the city a very large territory, which was without adequate fire or police protection, and was served by roads, which in many cases were almost impassable.

There was an insistent demand, by those best qualified to know of the city's needs, for a municipal hospital for communicable diseases. The necessity for such a hospital had been apparent for many years.

In addition to meeting these problems and making the improvements required, the regular city work and public improvements, such as paving, sewerage construction, the very important functions of the Commissioner of Health and other municipal activities had to be carried on. To meet this situation, department heads were instructed by me to make a thorough survey of the respective needs of their departments and the necessary work to be done. A committee composed of representative citizens was appointed to advise with reference to the many problems of the Annex and related matters of the old city. Hearings were held in all sections of the city, so that the interested parties would be afforded an opportunity to be heard concerning their local needs. The advice of some of the foremost engineers and consultants in the country was obtained.

As a result of these investigations a far-reaching and comprehensive program of public improvements was planned. The recommendations called for the issuance of a loan of \$25,000,000 for the extension of the water system by the acquisition of some nine private water companies operating in these outlying sections and

appraised by the experts called in by the city, at a value of \$4,500,000, and the co-ordinating of these water works with the municipal system, and the development of the general system so that Baltimore would be assured for many years in the future an adequate water supply. Another loan of \$26,000,000 for general improvements such as streets, sewerage and storm water systems, conduits, and the building of fire engine houses, police stations and additional school houses; and a loan of \$50,000,000 for the development of port facilities, such as building piers, erecting warehouses and providing modern shipping facilities, was recommended.

With the aid of a strong public sentiment, the necessary enabling acts were secured from the Legislature which met in January, 1920. Fifty-one million dollars of these loans were voted upon by the people in the fall of 1920, and despite the fact that the minds of the voters were centered upon great national issues in the Presidential election, these loans received the greatest majority ever given for public loans.

In the mayoralty campaign of 1919, one of the issues, probably the chief issue, was the school system of the city. Not only was there an insufficient number of schools, but many of the existing ones were unfit for school uses. To remedy these conditions and restore public confidence in the school system, Dr. George D. Strayer of Columbia University, an expert in school matters, was called to make a survey of the Baltimore schools. Aided by a staff of assistants, and with the cooperation of the School Board and other municipal officers, an exhaustive survey was made, resulting in the recommendation and adoption of a program of school construction which called for an expenditure of \$22,000,000.

It was readily apparent that the money for the school loans would not be sufficient to complete other projects. To accomplish this the Legislature of 1922 was asked to pass an enabling act authorizing the submission to the people of Baltimore of an additional loan of \$15,000,000. This act was passed and the loan submitted at the November election of 1922, and approved by a tremendous majority.

Out of the funds of these loans the outstanding public schools

in the city today were constructed. It is apparent to an unprejudiced observer that the pay-as-you-go policy was unthinkable and utterly impossible in view of our condition. Today we boast a harbor with modern facilities, of an excellent school system, of a water supply that successfully has stood the drought of a few years ago, and gave our people an ample supply of water—all because our people had vision enough to vote overwhelmingly—173,000 to 8,000—for these improvements.

## THE MAYOR OF BALTIMORE

by HOWARD W. JACKSON

Born near Stemmers Run, Maryland; later moved to Havre de Grace, Maryland, where he received his early education. Graduated from a commercial school in Baltimore and entered business in that City. Elected to the City Council of Baltimore in 1907. Elected Register of Wills of the City of Baltimore in 1909, succeeding himself to that office in 1915, and again 1921, winning by the largest majority given to date. Mayor of Baltimore 1923 to 1927. Again candidate for Mayor in 1931, again winning by the largest majority to date. Term of office expires in 1935.

**T**HE term of office of the Mayor of Baltimore City, as fixed by the City Charter, is four years. The Charter also prescribes the method of election of the Mayor and other city officials. The Mayor, the President of the City Council, and the City Comptroller are elected by the voters on the Tuesday after the first Monday in May.

The Mayor takes the oath of office on the Tuesday after the third Monday in May succeeding his election. The members of the City Council, elected at the same time as the Mayor, serve also for four years, their terms beginning on the Thursday after the third Monday in May succeeding their election.

The City Register is elected by the City Council on the Tuesday after the fourth Monday in May in the same year in which the Mayor is elected and holds office for four years.

There is a close administrative affiliation between these offices, as upon their cooperative actions the success of any particular city administration is largely predicated.

The Office of Mayor of Baltimore is by City Charter provision and accepted practice the main-spring of its governmental operations. The power of the Mayor for the conduct of his office is, of course, derived from the people. An organization chart of the City of Baltimore, as presented opposite page 10, visualizes the official and departmental allocation, and presents a basic idea of the multi-



licity of city departmental operations and their responsibility one to another.

In the accomplishments of any single administration of the City Government the concept of obligation-of-office and practice in fulfillment by the incumbent must prove the largest element in determining his effectiveness to the people.

The origin of the process by which good government is secured lies in the hands of the electorate of the city.

Baltimore City is the largest corporation within its own confines. The four great centers of employment are the Department of Education, the Department of Public Works, the Police Department, and the Fire Department. Large groups of employees are also necessary for the conduct of vital public services in such departments as those of Health and Parks. In recent years the maximum number of employes of the City has been about 16,000. At the present time the payrolls contain approximately 14,500 names, exclusive of the Police Department, this decrease being in large measure due to personnel recommendations, to the amalgamation of certain departmental activities, and to the general need of strict economy without injury to the efficacy of vital public services.

Illustrative of the general breadth and scope is one of the most important departments of the City Government, the Department of Public Works, which is headed by the Chief Engineer of Baltimore, and is made up of the Bureau of Buildings, the Bureau of Harbors, the Bureau of Highways, the Bureau of Mechanical-Electrical Service, the Bureau of Plans and Surveys, the Bureau of Sewers, the Bureau of Standards, the Bureau of Stores, the Bureau of Street Cleaning, the Bureau of Transportation, and the Bureau of Water Supply.

This general department is mentioned because its annual budget appropriations for 1934 for salaries and expenses total \$6,758,804. This amount, while it is an increase over 1933 of approximately \$170,000, is a decrease under the 1932 budget for the same purposes, of approximately \$2,000,000, and a decrease under the 1931 budget of approximately \$2,800,000.

As an indication of the size of the corporation of the City it

may be mentioned that the average yearly payroll of city employes in recent years has been approximately \$20,000,000.

The City of Baltimore, as a corporation, is in a somewhat different position than most large corporations. In private business a general policy of operation and of financing may be continued over a long period of years, because of the stability of its administrative personnel. The very nature of City Government, however, makes it possible for a complete change of operating department heads and of policies every four years. Thus an administration may face certain fixed charges of bonded indebtedness, retirement, and interest charges, for the creation of which it has in no way been responsible. The Board of Estimates of Baltimore, by the terms of the City Charter, has imposed upon it the duty of fixing an annual budget, and at the outset faces debt service charges, which are spoken of as "Beyond Control of the Board of Estimates." Furthermore, other financial obligations which are beyond control of the Board of Estimates, face the city each year. These include salaries, pensions, and operational costs of certain departments, the Courts, and in several other groupings.

The extent of this obligation beyond control of the Board of Estimates can be better understood when it is stated that the total of such items in the 1934 budget was \$19,464,878.00, an advancement of approximately \$9,300,000 on the total figure in 1922.

An idea of the extent of the corporate operation of Baltimore may also be gained from the fact that the total appropriation as made for 1934 within the control of the Board of Estimates was \$22,882,478.00. The total budget appropriation for 1934 was \$42,347,356.00, and it is interesting to note that the part controlled by the Board of Estimates was only 54 per cent of the total budget.

Probably the most important single function of the Mayor of Baltimore each year is to sit as a member of the Board of Estimates in the preparation of the annual Ordinance of Estimates, which in effect is the making of the budget for city expenditures during the ensuing calendar year. At this time the Board of Estimates must consider the individual departmental requests for appropriations. The Mayor, by reason of his close contact with departmental

work over the preceeding year, must be a considerable factor in deciding upon the various items in departmental budgets. Before fixing a budget for the ensuing year the Board of Estimates must ascertain from the Appeal Tax Court the amount of the assessable basis, and must estimate (chiefly from the experience of the current year), the percentage of tax collections that can be reasonably expected for the ensuing year. A balanced budget is essential as much to the City of Baltimore as it is to any private corporation. The same is true of a "Pay As You Go Policy" if city finances can be arranged to meet such a condition.

During the sessions of the Board of Estimates not only departmental heads but also the public in general always take a keen interest in its decisions.

With the approval of the City Council, the tax rate for the ensuing year is based on the decisions of the Board of Estimates. The City Council has the power to eliminate or reduce items of the budget, but it has no power to add to them.

Full publicity regarding city operations and city finances is essential to good government. A citizenry having a knowledge of the needs and obligations of a public office is more highly cooperative and is able to suggest more constructive criticism and suggestions than would otherwise be the case. The public should take a deep interest not only in city affairs in the broader sense but in actual city operational affairs. Every man and woman eligible to vote should not only be on the registration lists but should exercise their franchise in both primary and general elections. The power of the people to create good government and to curb bad practices lies after all in the interest and intelligence of the electorate.

The City of Baltimore is not in business for profit, and in that fact lies an elemental difference between its financial affairs and those of large corporations, outside the political field.

Since Baltimore City must maintain its fixed obligations and its general operating costs from the tax dollar, every taxpayer has a deep personal interest in the proper conduct of city business. The taxpayer demands and must be given certain services that are incident to life in any large community. Police and fire protection must be provided; public health must be conserved; water and sewerage

service must be furnished; the highways must be kept in repair; the streets must be kept clean; the schools must be maintained on a high standard of efficiency; and many other fundamental things must be provided for the comfort and well-being of the people. In addition, a city must keep abreast of the times in the matter of public service of its growth and expansion.

As the Chief Magistrate of the City the Mayor must bear all these things in mind, and must have constant contact with and understanding of departmental activities.

Each new city administration brings about changes in policy, and one of the first duties of the Mayor in assuming office is to begin the formulation of the general plan of the administration for his term of office, to be modified, of course, by the trend of events, by experience, and by the general financial condition of the city government.

The executive of a city can, after all, attain the truest measure of success through the efficiency of his departmental managers, and this is as true in city affairs as it is in the operation of any large private or semi-private corporation. In the administration of Baltimore City it has been the general practice for the Mayor to select the heads of departments and members of boards after his induction into office, the majority taking their posts on the first Monday of October following his election and serving for four-year terms. The names of those appointed as department heads and as members of city boards are submitted for confirmation to the City Council (usually in September following the inauguration of the Mayor). These officials are subject to removal by the Mayor without stating the cause of their dismissal at any time during the first six months of their service. They are subject to removal at any time thereafter by the Mayor for cause and after an opportunity to be heard.

The necessity for care and judgment by the Mayor in the selection of what might be termed his cabinet is self-apparent, as the incapacity or dishonesty of the head of a governmental department can well create a public impression that may reflect upon an otherwise highly efficient administration.

The charter of the City of Baltimore so defines the duties of the Mayor as to make him an important supervisory unit in the entire plan of city government. This is sharply illustrated in two of the important functional groups which have their general duties clearly defined by the City Charter. The Board of Estimates is in reality the Department of Finance. It handles, distributes, collects, and has all the real controlling power over the money of the city, directing the methods of collection, the amounts to be collected, and the way in which it shall be spent. The Board consists of the Mayor, the Comptroller, the President of the City Council, the City Solicitor, and the Chief Engineer, the President of the City Council being President of the Board. In maintaining close contact with city finances and general operations it is necessary that the Mayor take a leading part in the deliberations of the Board of Estimates. This Board meets regularly every Tuesday, the meetings being open to the public.

By virtue of the provisions of the City Charter the Mayor is President of the Board of Awards, the other members being the City Comptroller, the City Register, the City Solicitor, and the President of the City Council. All bids for city contracts made to the Mayor and City Council of Baltimore must be opened by this Board, or by a majority of the members, and the contract awarded to the lowest responsible bidder. Since this is an extremely important function of city government, it requires much consideration by the Mayor. The Board meets every Wednesday and its meetings are open to the public.

The Mayor is an ex-officio member of all city boards and from time to time, when important matters are taken up for consideration, consults with, or sits with such boards.

An important responsibility of the Mayor is to create a thorough understanding on the part of each department head or board of the necessity of constructive cooperative effort and of the need of a well-defined general policy to prevent administrative confusion.

After the selection of officials of judgement and intelligence the responsibility for the detailed operation of each department can well be left to their discretion. Such a policy encourages individual creative effort and pride in the successful operation of the depart-

ment in question. It is essential, however, that the Mayor, as Chief Executive of the City, shall not only be kept informed of the more important departmental developments, but of any acts or decisions that may effect the general administrative policy of the city. In the interest of coordination of effort, of maintaining proper public relations, and of effectiveness of service, it is necessary that the Chief Executive consider all departmental changes involving administrative policy and give his approval before they become effective. In this respect, it has been found distinctly helpful for departmental heads and chairmen of boards to consult with the Mayor at regular or special times as to the operation of their respective departments.

City Boards are required to forward to the Mayor copies of their minutes and in that way a check is kept upon departmental operations by the Chief Executive.

During the period of sessions of the City Council the Mayor frequently confers with the president of that body and its individual members as to prospective legislation or measures before the City Council. The City Charter places the legislative responsibility on the City Council and the Mayor acts only in an advisory capacity when called upon by the Council as a whole or by any of its individual members or group of members.

The City Charter gives the Mayor the power of veto over any measure passed by the City Council, but the measure can be made a law by a vote of three-fourths of all the members elected to the City Council to override the veto. The Charter further provides that any vote to over-ride the veto of the Mayor shall be entered "Yea" and "Nay" on the journal of the City Council.

It is the duty of the Mayor to give careful consideration to all ordinances passed by the City Council before he signs or vetos them. In this relation he considers all written communications of approval or disapproval of a particular measure and grants individual interviews or holds public hearings as desired by those for or against such measures. There is frequently a wide divergence of opinion among those affected by city ordinances, and the views of individuals and of the general public are given careful consideration by the Mayor.

As the manager of a large corporation frequently surrounds himself with a board representing outside business interests to act in an advisory capacity, so, too, the Mayor of a city can add to the effectiveness of his administration in appointing commissions of trained business and professional men to advise him as to existing city operations or contemplated changes in administrative policy.

There are numerous outstanding examples of the effective cooperation of such commissions. The appointment of the Efficiency and Economy Commission, for example, led to a general reorganization in city departmental operations and relations. The performance of this program, with the advisory help of the Mayor, led to many economies and at the same time increased the efficiency of the city departments.

The general business depression, the growth of unemployment the decrease in private contributions to the various charitable agencies, and other causes led, early in 1932, to a situation in which it became apparent that public funds must be supplied by the city if actual privation and want among our people was to be prevented.

The various phases of this situation have been considered from time to time by advisory commissions named by the Mayor. Such commissions have made careful studies of the subjects assigned, and in the concluding stages of the deliberations the Mayor has been called upon to give individual consideration to the numerous questions raised before a definite plan has been adopted. It might be mentioned, for instance, that a committee of public-spirited citizens cooperated with the Mayor on the subject of the policy of handling emergency relief. Another commission studied the question of emergency relief in relation to the National Recovery Act. Still another made a study of the private and social welfare work. And the Baltimore Emergency Relief Commission named by the Mayor made numerous contributions to the solution of this general problem. Among the many commissions doing constructive work may be mentioned those named to consider policy in regard to expenditure of loan funds, on additional tax revenue, on public works under the National Recovery Act, in connection with the proposed construction of the Bath Street Viaduct and the Howard Street Extension, on City Planning and on smoke control.

In addition to numerous commissions named to consider and make recommendations in relation to the larger city operations, the Mayor has had the advice of citizens' groups for large conventions and similar gatherings. It may be mentioned that the selection of the personnel of advisory commissions to the Mayor is an important element in the success of administration affairs. For the consideration of technical or semi-technical matters it is important that men and women trained along those lines be selected. In general advisory committees the Mayor should consider all parts of the city, so that there be representation in such civic activities from all the people.

The Mayor appoints for the operation of his immediate office a secretarial, stenographic, and clerical force, which is not included under the City Service Commission regulations, such as apply to practically all other city employes, except department heads. By the very nature of the operation of the Office of Mayor these employes constitute not only the force responsible for the detailed operation of the Office of Mayor, but in effect a public relations department. It is absolutely essential that this executive and clerical force in the office of the Mayor shall function not only with maximum efficiency but also with judgment and courtesy.

Since hundreds of communications are received by the Mayor each week, an effective policy requires that a written reply to each one be dedicated by the Mayor or some member of his secretarial staff. When a communication is received requiring information from some particular department of the city government, a written inquiry is addressed to the particular department head. The reply of the department head is forwarded in duplicate to the Mayor, and the original is sent to the person or firm making the request for information or advice. It is the policy of the Mayor's Office to answer insofar as possible all communications the day they are received, or a letter is sent stating that the inquiry has been referred to a department and that a reply will be forwarded at a later date.

Hundreds of telephone communications are received at the office of the Mayor daily, many of which must receive his individual attention. Many of these telephone calls result in additional correspondence.



The office of the Mayor is a great clearing-house for the general public. Many odd requests and many demands for aid of one kind or another are received each day. A majority of the inquiries could be made directly to department heads, but numerous persons prefer to handle their requests through the office of the Mayor.

A large proportion of the mail received by the Mayor must be answered by him personally, as much of it relates to specific or general administrative policy. Considerable time must be devoted by the Mayor to the dictation of replies to letters received, and to the dictation of letters to individuals or firms with which he must take up items of city business.

The Mayor of Baltimore receives each day a large number of visitors who come to discuss all manner of subjects. It is not infrequent that the Mayor receives in one day as many as 70 to 80 visitors, to each of whom he must give an interview.

Unemployment, welfare work, tax complications, inability to meet lighting or heating bills, and a hundred and one other things arising out of individual and family needs all contribute to the group of visitors to the office of the Mayor. As far as possible the secretarial force gives helpful advice and assistance. The range of subjects considered in the office of the Mayor is undoubtedly broader than that taken up in any private business.

The duties mentioned above are but part of the functional activities of the Mayor of Baltimore. Furthermore, in his individual and executive capacity, he receives many invitations to private and public functions. He welcomes conventions; he speaks at luncheons and other mid-day meetings of civic clubs and fraternal organizations. He visits almost every evening club meetings, bazaars, carnivals, and other private and civic gatherings.

The Mayor makes many addresses each month, including talks at banquets and meetings of business groups.

This public contact between the Mayor and the people of the city and visitors to Baltimore, has its constructive side. It enables the verbal presentation of the accomplishments of the administration, and the opportunity to tell of the problems of office and how they are met. It gives the general public an insight into the oper-

ations of city government, which is distinctly beneficial. But all of these things add to the busy days of a Mayor.

Pride of accomplishment and satisfaction in attaining results for Baltimore and its people is probably the greatest recompense that the Mayor of Baltimore can receive.

## The PRESIDENT of the CITY COUNCIL

by E. LESTER MULLER

Lester Muller was born in Baltimore and received his schooling from Private Schools in the city; from Calvert Hall, Baltimore; and Rock Hill College, Ellicott City, Maryland.

He was a reporter on the *Baltimore Sun* from 1906 to 1913. From 1916 to 1920 he was City Hall reporter for the *Baltimore American*.

He served as clerk to the City Council from 1915 to 1919 and was elected Secretary to the Board of Police Examiners in 1919 and served as such until 1931, when he was elected President of the City Council.

From 1920 to 1933 he was Business Manager for the *Baltimore Catholic Review* and was appointed by Governor Ritchie as Chairman of the State Advertising Committee in 1927-1928. He was President of the Advertising Club of Baltimore, 1926-1927, 1927-1928, 1928-1929, 1930-1931.

THE City Charter of 1796 made no provision for a vacancy in the office of Mayor except by immediate election. In March, 1833, however, it was provided that in case of vacancy in the office of Mayor, the President of the First Branch of the City Council, or in his absence or sickness, the President of the Second Branch of the City Council, should serve as ex-officio Mayor until the new election, giving twenty days' notice of same by advertisement in all the daily newspapers.

The Codes of 1869, 1879 and 1893 made no change in this law. In 1898, however, it was provided:

Sec. 18.—“In case of vacancy in the office of Mayor, by death, resignation or permanent disqualification, the President of the Second Branch of the City Council shall be Mayor for the residue of the term for which said Mayor was elected.”

Sec. 19.—“In case of sickness or necessary absence of the Mayor, the President of the Second Branch of the City Council shall be ex-officio Mayor of the City during the continuance of the sickness or necessary absence.”

The Home Rule Charter of 1918 (Sec. 18):

"Provides in case of vacancy in the office of Mayor by death, resignation or permanent disqualification, the President of the Second Branch of the City Council shall be Mayor for the residue of the term for which said Mayor was elected."

The Presidency of the present uni-cameral City Council being analogous to the President of the Second Branch of the old bi-cameral City Council, the President of the Council acts as Mayor in the absence of the elected Mayor.

Not until 1922 was the City Council changed from a bi-cameral legislative body having two branches to a uni-cameral one having but a single branch. In that year the voters, through petition, substituted the uni-cameral Council in place of the two-branch Council, and divided the City into six Councilmanic Districts, with three members from each District to be elected for a term of four years and the President of the City Council to be elected at large by the voters with the same qualifications and term of office as the Mayor.

It is significant that the only three offices voted on by the citizens at large are those of the Mayor, the President of the City Council and the City Comptroller. The Councilmen are voted for only by the voters in the Districts which they are to represent if elected.

The term of office of the President of the City Council, the Mayor and the City Councilmen run concurrently for four years.

The salary of the President of the City Council is \$5,000.00 per year. In 1933, together with all members of the Council, a voluntary cut of ten per cent. was made to help balance the budget, and in 1934 the voluntary cut was seven and a half per cent.

By virtue of office, the President of the Council is also President of the Board of Estimates and serves on the Board of Awards.

As both the Board of Estimates and the Board of Awards—the most important Boards in the Municipal Government—are discussed elsewhere in this volume I shall not treat with them in this

article except to say that the Board of Estimates is the leading financial body of the Municipal Government, making all appropriations for municipal expenditure through the Ordinance of Estimates, and the Board of Awards passes on the awarding of all contracts authorized by the Ordinance of Estimates.

It is the duty of the President of the City Council to preside at all meetings of the Council. In the case of illness or absence from the city the Vice-President of the Council, elected by the members of the Council, presides. For the purpose of organization this body convenes on the third Thursday after the first Monday in May, after election, and continues annually to convene on that date. Succeeding meetings are held once a week except during recess periods and when called in special session or for consideration of the Ordinance of Estimates or special legislation. When called in special session the Council meets daily until the business has been completed.

The President of the Council appoints all committees within the Council. It is necessary for him to maintain an active interest in all municipal matters as he will have occasion to use his influence on every matter which comes before the Council.

He submits the budget to the Council for its approval.

Every ordinance that comes before the Council is referred by the President, or in cases of his absence, by the Vice-President to the proper committee. Nearly all important ordinances are referred to the Board of Estimates, over which the President of the Council presides. The nature of these ordinances are many and varied. They concern matters of health; fire protection; traffic; city planning; zoning; condemning and purchasing of property for streets, school-houses, parks, etc.; taxation; charity and public relief; inspecting weights and measures; inspecting and regulating the sale of foods and milk; building regulation; establishing and maintaining wharves and docks, sewerage systems and garbage disposal; the maintenance and expansion of an adequate water system; and many others, too numerous to mention. When an ordinance is passed by the City Council and approved by the Mayor, it becomes a city law, just as laws passed by the State Legislature function throughout the State.

When it becomes necessary for the Mayor to be absent from the city, or in cases of illness, his duties fall upon the shoulders of the President of the Council. He receives committees of citizens; makes tours of inspection; attends celebrations, luncheons, dinners, and banquets, receives distinguished visitors; delivers addresses at public functions as well as all the weightier duties that ordinarily fall upon the shoulders of the Mayor.

The President of the City Council has varied and important duties, not the least of which is to respect the influence which he may wield. He is in a position to be of great assistance and cooperation to an able administration. On the other hand he is in a strategic position to organize opposition to unfavorable administration and legislation. I have felt it to be advantageous to establish an office at the City Hall where I can be reached by anyone wishing to see me on matters pertaining to city government. Anyone presuming to occupy a position of service to the taxpayer should be available to them for the purposes of consultation and advice.

## THE CITY COUNCIL

by DANIEL ELLISON

Educated in the Public Schools of Baltimore, including Baltimore City College. Attended Johns Hopkins University, and received the A.B. degree. Received LL.B. degree from the University of Maryland. First entered politics in 1923 when a candidate for the City Council. Was elected from the Fourth Councilmanic or Legislative District and was returned to the City Council in the election of 1927 and again in 1931. During the 1923 term was the only Republican elected to the City Council, and the same situation also occurred in 1931. Lawyer by profession.

**T**HE governmental structure of Baltimore City is, theoretically, good. The set-up, with its centralization of responsibility, its requirement of definite qualifications for its department heads, and its checks and counter-checks, tends to give the people of Baltimore an honest and efficient administration.

The Chief Executive Officer of the city is the Mayor, who possesses the sole appointing power of all heads of departments and sub-departments, subject, however, to confirmation by the City Council. Thus the entire responsibility of carrying on the city's routine business lies with the Mayor.

The Legislative Branch of the City Government is a unicameral council, which consists of a President and eighteen Councilmen. The President is elected by the voters of the entire city and the Councilmen are elected by districts—three Councilmen from each of the six legislative districts into which the city is divided. This term of office is four years.

The President receives a salary of \$5,000 a year and each Councilman a salary of \$2,500. Then, there is the Vice-President of the Council, elected by the Council from among its members, who receives a salary of \$3,000. As stated in the preceding article by the President of the City Council, during 1933 all members of the Council voluntarily took a reduction of 10 per cent. in salary to

help balance the budget, and in 1934 they took a cut of 7½ per cent. It is the duty of the Vice-President to preside at all sessions of the Council in the absence of the President, and to act as Mayor in the absence of the Mayor and of the President of the Council.

An archaic requirement for a Councilman is that he be assessed with property to an amount of \$300, and that he pay taxes on it for one year prior to his election. It may be questioned whether the possession of so much wealth qualifies a person to be a Councilman.

The election of Councilmen and other municipal officers is not held in November, when the National and State elections are held, but every four years, in the spring of the year. This is to prevent confusion of National and State issues with local municipal problems, and to give the electorate an opportunity to concentrate on local needs and personalities.

The City Council must meet annually on the Thursday next after the third Monday in May and may continue in session not more than 120 days in any one year. This provision was undoubtedly adopted for the benefit of the public and not for that of the Councilmen. The Mayor has the power to call the Council in special session.

The function of the City Council under the Charter is "to pass all ordinances necessary to give effect and operation to all powers vested in the corporation of the City of Baltimore." All ordinances passed by the Council and approved by the Mayor have the force of statute law and must be complied with by all and sundry within the corporate limits of Baltimore City. The method of procedure in the enactment of legislative acts is best set forth in the Charter (Section 221) as follows:

Every Legislative act of the Mayor and City Council of Baltimore shall be by ordinance or resolution. No ordinance or resolution shall be passed except by a vote of a majority of all members elected, and on its final passage, the vote shall be taken by yeas and nays, the names of members voting for or against the same being entered on the journal. Every ordinance enacted by the city shall embrace but one subject, which shall be described in its title, and no ordinances shall be revived, amended or re-enacted by mere reference to its title, but



the same shall be set forth at length as in the original ordinance. And no ordinance shall become effective until it be read on three different days of the session, unless all the members elected shall so determine by yeas and nays to be recorded on the Journal, and no ordinance shall be read a third time until it shall have been actually engrossed for a third reading.

The City Council has eighteen standing committees through which it functions. When an ordinance is introduced, it is usually referred to the City Department, which is conversant with the subject matter embraced in the ordinance for advice. Upon the receipt of the recommendation of the City Department the ordinance is then referred by the President of the City Council to the appropriate committee of the Council for investigation and study. The committee studies the ordinance and frequently holds public hearings to give any one interested in it an opportunity to be heard. The committee then approves, disapproves, or amends the ordinance and submits its report to the City Council. As a rule, the recommendations of the committee are followed by the City Council. Thus the actual work of the Council is performed by committees, which enables the Council as a whole, to meet on an average of once a week to complete its work.

A most important function of the City Council is its duty in regard to the Ordinance of Estimates, commonly known as the "Budget". It is the duty of the Board of Estimates to prepare during the month of October of each year an Ordinance of Estimates, whereby the moneys necessary to meet the City expenditures for the ensuing year are appropriated. The ordinance is then submitted to the City Council for consideration and action. The Mayor calls a special meeting of the Council for that purpose, and it must meet daily to consider and investigate the estimates until the ordinance is passed. The Council's right in connection with this ordinance is limited. It may reduce the amounts contained in the ordinance, except such items as are fixed by law, and items appropriated to pay State taxes and the interest and principal on the municipal debt. Examples of items fixed by law are the salaries and expenses of the Police Department, the salaries and expenses of courts, the salaries and expenses of the supervisors

of elections, all of which are fixed by the Legislature. The Council, however, has no power to increase any item in the Ordinance of Estimates, or to add any new items thereto. After the Ordinance of Estimates is passed, the Council has no power to enlarge any items of the ordinance or to appropriate for any other purposes embraced in the ordinance by subsequent legislation.

This duty of the Council in connection with the Ordinance of Estimates is very important as a check upon reckless expenditures. During the past decade this power was but little exercised; year after year, the Council, upon receiving the Ordinance of Estimates, studied, read it through, made a show of investigating some items, and invariably passed it as proposed. The exception to this general rule occurred in the fall of 1932, when the 1933 budget was submitted. The proposed ordinance provided for a tax rate of \$2.89 per hundred. There was a wide-spread sentiment, owing to the existing economic depression, that the taxpayer could not meet this tax burden, especially, as under our system, the real estate owner bears the brunt of cost of municipal government and real estate, at the time, suffered seriously from the depression. The framers of the ordinance, however, announced that the tax rate of \$2.89 was the irreducible minimum to carry on the city's business.

A militant citizenry organized the Taxpayers' Protective Association to fight the proposed rates. This Association held a public protest meeting, arranged on a spectacular and dramatic scale. Ten Councilmen decided thereafter to reduce the appropriation, so that the tax rate would not exceed \$2.75. The problem that faced them was, how and in what items the reductions were to be made so that the efficiency of the city's business would be least affected. This group of Councilmen finally decided to reduce all items appropriated for expenses by 10 per cent., on the theory that wherever ten pencils were used before, nine would do, and so on down the line; to reduce the proposed appropriation for paving, on the theory that during these abnormal times new paving projects would have to be eliminated, and only enough money should be appropriated as would maintain the streets in a fairly good condition; and to reduce the contingent funds from \$450,000 to \$50,000, the Charter limit. These reductions amounted to 14 cents off the

tax rate, without reducing any appropriations for salaries and wages, so that few, if any employees, would be discharged or their pay reduced. When the Board of Estimates found a majority of Councilmen ready to adopt this plan, it asked that final action on the ordinance be held in abeyance for twenty-four hours. A revised ordinance was thereafter submitted to the Council, which provided for appropriations based on a tax rate of \$2.65, 10 cents less than the rate planned by the Council and 24 cents less than the rate originally proposed. In order to attain this reduced tax rate, deep cuts were made in the appropriation for almost every department, including salaries and wage appropriations. Character-building activities, such as night schools, public bath, and playgrounds, suffered most. Some few Councilmen made an unsuccessful fight to save these institutions, but the revised ordinance was adopted. Thus, the Council, for the first time in at least ten years, functioned deliberately in connection with the Ordinance of Estimates.

The legislative activities of the Council touch, of course, on all phases of the life and property of the citizens. It would be impossible, and certainly undesirable, to catalogue all ordinances and resolutions proposed or even passed by the City Council. A few of those activities, however, by way of illustration, may not be amiss.

### ZONING

In the early part of 1930 a comprehensive Zoning Ordinance was submitted to the Council—the result of at least two years' study and work on the part of the Zoning Commission. It proposed to change our existing notions and laws as to an owner's rights in his property. It was pending before the Council for about a year before it was finally passed, and then only with the aid of Mr. Edward M. Bassett, a zoning expert from New York. The Council's deliberations on this ordinance served as a good example of how Councilmen work; it showed the influences of individuals and of groups upon various Councilmen and the "log-rolling" practiced to gain respective ends.

On the whole, the ordinance, in its final shape, was good. It

set up machinery to carry out its provisions by giving the Buildings Engineer and the Board of Zoning Appeals all power to regulate and control land and buildings and their uses, retaining to itself the power to pass on certain extra hazardous and objectionable uses, such as acid works, factories of explosive substances, poudrette works, and their kind, and excepting from the general provisions of the ordinance public utility buildings, gasoline filling stations, and chicken-killing establishments, control of which was placed in the hands of the Council. Why these latter classes of buildings and uses should have been taken away from the Zoning authorities constituted to carry out the provisions of the ordinance, and to make it necessary to have councilmanic benediction bestowed upon them to function, is a puzzle which only a councilmanic mind can solve. Since then efforts have been made to withdraw gasoline filling stations from the control of the Council, but so far such efforts have been unsuccessful. It is true that an ordinance has been pending for about two years, the purpose of which is to place gasoline filling stations under a special zoning system, but no action on it has been taken.

#### UNITED RAILWAYS AND ELECTRIC COMPANY'S FRANCHISE TAX ORDINANCE

Another matter of extreme importance to the people of Baltimore came before the Council in 1932. This was the effort on the part of the United Railways and Electric Company of Baltimore to reduce its franchise tax and obtain the right to defer payment of the tax that may come due over a certain period. For about fifty years the United, or its predecessors, paid to Baltimore City, as a franchise tax for the privilege of using the public thoroughfares, nine per cent. of its gross income, derived from operating its cars over the streets within the city limits. This money was used exclusively by the City for maintaining and extending its Park System, for which reason it became known as the Park Tax.

During the 1929 session of the Legislature, when property was at its peak, the United Railways introduced and had passed an act authorizing the Mayor and City Council of Baltimore to re-

duce, by ordinance, from time to time, the franchise tax on the United Railways. The Railway Company did nothing under this legislative enactment until 1932, when it submitted to the City Council an ordinance providing for a reduction of the franchise tax from nine per cent. to two per cent., at a rate of one per cent. a year, so that after the expiration of seven years the tax would remain fixed at two per cent. The ordinance further provided that the Railway Company should have the right to defer for quite a long period the payment of the franchise tax over two per cent.

In order to understand the amounts of money, in dollars and cents, involved in such a proposed reduction, it should be known that in 1931 the franchise tax paid to the city was over \$900,000. The chief reason urged by the United in favor of the ordinance was that, in view of the large number of taxicabs and other motor vehicles using the public streets, the value of its franchise was materially reduced. Later, it also urged that unless it received the relief requested it was in danger of going into the hands of receivers. The United failed, of course, to mention that the reduction was contemplated as early as 1929, when it obtained legislative sanction for this procedure at a time when the income of the United was probably the highest in its history.

A cursory examination of the situation indicated that the financial trouble of the United was primarily due to it being over-capitalized. It was also apparent that unless its capital structure was modified and reduced the proposed tax reduction would not help it basically, and a receivership could not be avoided. The fight in the Council was long drawn-out and arduous, and the original ordinance was defeated. The Mayor called the Council in special session in mid-summer to consider another ordinance proposed by the United Railways, which was the same as the old ordinance with some slight modifications. There were efforts made by a majority of the Councilmen to help the United Railways by giving it temporary relief during the period of depression, but these suggestions were rejected by the Railway Company.

It is well to note that, according to the ruling of the City Solicitor in 1880, once a franchise tax is reduced without reservation

it cannot be restored without the consent of the company, and the United would not consent to any reservation whatever. For a long time ten members of the Council opposed granting the relief asked by the company and nine members approved it. Finally, three Councilmen, without any warning, deserted the antis and went over to the proponents, and an ordinance was passed reducing, permanently and irrevocably, the franchise tax from nine per cent. to three per cent. at the rate of one per cent. per year, and in addition giving the United the right to defer the payment of tax over 2 per cent. under certain conditions, and in consideration of such reduction of the franchise tax the United is to pay to the city twenty per cent. of its net income, if any, on and after the year 1938. This act on the part of the Council cost the City of Baltimore, based on 1931 figures, over \$600,000 a year, which if capitalized at five per cent., amounts to over \$12,000,000, a gift to the United Railways and Electric Company by the taxpayers of Baltimore without any equivalent.

Did this gift keep the Railways out of a receivership? It was placed in the hands of receivers within six months thereafter. Thus, another important matter to the City of Baltimore received a dose of Councilmanic wisdom.

#### GAS HOLDER OF THE CONSOLIDATED GAS COMPANY

There was another matter of interest, involving the huge gas holder of the Consolidated Gas and Electric Company. About 1930 the Gas Company had an ordinance introduced to permit it to construct a huge gas holder in the vicinity of Belair Road. The neighborhood's objections were so strong and vociferous that the Gas Company, deeming it a hopeless cause, withdrew the ordinance. Later, the Company repeated this procedure but changed its locale to the Jones Falls Valley, near 41st Street. This ordinance, after a rough career, finally passed the City Council by a divided vote. When it reached the Mayor for approval, it was vetoed, as the result of strenuous objections of the people in that vicinity. The Company bided its time until the personnel of the legislative body changed, and tried again. This time it applied for permission to

erect a holder 229 feet in height and about 218 feet in diameter in the Jones Falls Valley at a point about half a mile north of 41st Street, near Cold Spring Lane. This latter site was, perhaps, the most objectionable of the three, because, the hillsides in the vicinity being covered with many homes, a structure as huge as that would stand in sight of everyone residing there. The Council held public hearings on this ordinance, at which many people voiced objections. The Gas Company undoubtedly needed a holder for storage purposes to give adequate gas service to consumers, but it admitted that a definite location for such holder was not essential and that any location would serve the purpose. However, unless it were placed in that general vicinity, the cost of construction would be increased because of the necessity for additional piping. The ordinance finally passed, but not without the aid of people prominent in politics. The holder now stands as a monument to Councilmanic public spirit, thus ending the case of Public Utilities vs. The People.

Organized minority groups usually find receptive ears among the Councilmen and receive favorable treatment—not always to the advantage of the community at large.

As an illustration of this kind of legislation may be cited the Fish Ordinance.

#### FISH ORDINANCE

In 1931 an ordinance making it illegal to sell fish at any of the city docks or wharves was enacted at the instance of the organized fish dealers on Market Space. The ordinance, on the surface, did not seem of great importance, although the question did arise, why the prohibition? To understand its import, it should be known that boat loads of fish were occasionally brought to Baltimore from Maryland and other waters and sold to all who came to buy them. The evidence at the hearing disclosed that the poor folk and hucksters took advantage of these opportunities and bought their supplies of fish at a lower price than they had to pay elsewhere. The result was an outcry from the fish dealers. And the organized fish dealers were protected from such nefarious competition.

## GYPSY ORDINANCE

A more interesting example of this kind of legislation is the Gypsy Ordinance, more interesting because it involved moral and sociological principles of greater import than the object sought to be achieved, or the class of people affected by it.

In the latter part of 1930 the so-called Gypsy Ordinance was introduced. It prohibited bands of nomads, commonly called gypsies, or any person or persons composing such bands, to settle their encampment or carry on business in Baltimore unless they obtain a license which would cost \$1,000 for every visit. In the event of an infraction, the ordinance provided for a seizure of their property pending trial, and in the event of a conviction, such property could be sold for the payment of the fine stipulated.

Some Councilmen wished to know its purpose and insisted upon a public hearing to bring it out in the open. Some of our newspapers gave it wide publicity and spoke out, editorially and other wise, against it. At the hearing no gypsies appeared. It is safe to say that none of them even knew of these efforts against them. It may be said to their credit that a few socially minded and humane men and women voluntarily appeared and pleaded the cause of the helpless minority. Some of them professed knowledge of these romantic people—their race, origin, and habits. They denied the authority of the Council to legislate against them, and claimed that the measure being class legislation of the most pernicious character was unconstitutional. If such legislation were adopted against gypsies, what would prevent, by the same line of reasoning, legislation against Chinamen or against any other minority groups? They asserted that such an act "was a reversion to a period when men were steeped in superstition, believing in witches and burned human beings at stake."

The hearing disclosed that there were a few business establishments in the city engaged in copper work. The gypsies, being adept at this kind of work, undersold local artisans. The latter complained and the ordinance was the result. Because of this fact the Baltimore Federation of Labor supported the ordinance.

It is interesting to note that the proponents did not stress this



reason in favor of the ordinance; their reasons were on a higher plane. They urged that the gypsies were dirty and thievish, that they paid no taxes, told fortunes, and robbed honest citizens. The answer to these charges were that if gypsies infringed the penal code the Police Department would handle them accordingly; if they menaced the public health, the Health Department had sufficient power to safeguard the community.

The ordinance was passed, only three out of the eighteen Councilmen voting against it.

Occasionally the Council strays off the beaten path and enters fields far removed from its legitimate functions. It expresses its sentiment, by means of resolutions, on a variety of matters not municipal. In 1932 it adopted a resolution requesting the Congress of the United States not to reduce appropriations of the National Guard for the year 1933. A similar resolution later was adopted calling the attention of the President of the United States to the dangers of reducing the National Guard.

Most of the Councilmen's time, however, is spent not on legislative matters, but on matters which are essentially administrative. Arguments over permits for gasoline filling stations, garages, kitchennettes, and a host of similar items occupy the major portion of their time.

It would be unfair to leave an impression, possibly gleaned from some of the examples cited, that the public never benefits by the activities of the Council. Its work is manifold; it covers a wide-spread field of activities; and when there were no favored individuals or organized groups or politics to be served, its work practically always benefits the public. An illustration of its beneficial work is the Walters Art Gallery Ordinance.

Baltimore was fortunate in possessing a citizen, highly esteemed and respected, who was blessed with considerable wealth and a magnificent art gallery, containing, some say, the largest and finest private collection of art objects in the country—Mr. Henry Walters. During his life time he gave no indication of what he would do with these treasures. Upon his death his will provided that the art gallery with all its contents be given to the people of Baltimore

without any restrictions. More than that, he also left one-fifth of his estate in trust, the income from which was to be used to maintain the art gallery. The gift was truly generous and magnificent, and the manner of its giving most gracious. It was foreseen that as a result of this gift, Baltimore would become an art center.

The question arose as to how to manage this institution so that the people would derive the most benefit. The Mayor appointed a Committee to solve this problem. As a result of the Committee's labors, an ordinance was introduced in the Council creating a self-perpetuating board of eight persons, with unlimited terms of office, one of whom should be the Mayor of Baltimore, to whom the gallery, and everything pertaining thereto, would be irrevocably conveyed. This board was to manage the institution without any supervision, control, or interference.

When some of the Councilmen learned the import of the ordinance, they refused to pass it. They wished to know why a gift to the people should be irrevocably and forever transferred to a self-perpetuating Board of Trustees without the public having any voice in it. This protest found expression in an ordinance which set up a plan of management which was unprecedented. Its purpose was to create a Managing Board, which would have a rotating membership, and at the same time be self-perpetuating, which would be free of political influences, and yet have contact directly with the people. In brief, the plan provided for the direction of the art gallery by a board of nine, one of whom should always be the Mayor of Baltimore, one the President of the Council, and one a representative of the Trust Company that was the trustee under Mr. Walters' will. Mrs. Sarah Walters, the widow of the donor, was made a life member of the board, and the term of the remaining members was one, two, three, four, and five years, respectively. Their successors would be appointed for terms of nine years each. The original board members would be eligible for re-election, but thereafter no member could succeed himself; all vacancies would be filled by a majority of the remaining members.

The board would thus be kept constantly fresh by the periodic addition of new blood, an entire change of membership taking place every nine years. The public would be represented on the

board by the Mayor and President of the City Council. Since they form a small minority of the board, political pressure could thus be resisted. This plan was finally adopted, to the credit of the Council and the Mayor's Committee, who acquiesced in the plan.

The question is sometimes asked, "Why the Council?" The answer is that the City Council is, theoretically, an important cog in the machinery of the Municipal Government. It is supposed to represent the will of the people and forms a medium through which the public speaks; it is the legislative and deliberative department of the government. Moreover, the Councilmen form the points of contact between the citizen and his government. These are important and vital functions in any democracy. If in actuality the Council is not what it is supposed to be, if it is more legislative than deliberative, the fault is not with the Council as an institution but rather with the kind and character of men elected. Were men elected who would be independent in thought and action, who would not be concerned more with political expediency than with public interests, the Council could be a powerful instrument in making representative government a success.

It may be asked whether it is possible to elevate the standard of the Council? The answer is yes, provided the electorate realize that they are the ultimate repository of governmental authority, and through the ballot can control the personnel and policies of the government, and provided they translate such realization into action by expressing their sentiments in both primary and general elections by voting. In municipal affairs, where no fundamental policies separate the two major political parties, the primary election is more important. It is obvious that if good men are nominated on both the Democratic and Republican tickets, it is of little consequence to the public who ultimately wins; the results must necessarily be good officials.

As it is, the municipal government seems to be a thing apart and far removed from the average voter, something to be managed and controlled by professional politicians, in which he has no personal interest. It is this supine indifference and lethargy on the part of the voters that make it possible for political bosses and political machines to control the nomination and election of candi-

dates. These political leaders can always, through patronage properly distributed, through favors granted, depend upon a definite number of people to go to the polls and vote. This number is usually sufficient to decide the election, because the rank and file does not take the trouble to express its sentiments at the polls. Thus a small minority is enabled to control our politics—and politicians, being motivated by self interest, do not desire independent spirits in office, but prefer men who will be responsive to their wishes.

It is a sad commentary on our political life to be able to say that some of our so-called leading citizens, who with their intelligence, wealth, and influence would be expected to take the lead in a fight for independent candidates and better municipal government, actually encourage and support financially political bosses and candidates of their selection, for the purpose of obtaining special favors and benefits.

In a large community there is another element which operates against an intelligent selection of officials. Since the average voter does not know the candidates personally, he does not vote at all; or, if he casts his vote, he does so blindly. To remedy this condition the public press, or some specially formed impartial organization, should investigate each candidate for office, with special reference to his training, his experience, his background, and his fitness, and should publish the results of its findings. The interested voter will then have the opportunity to vote intelligently.

An improvement might also be obtained by reducing the number of Councilmen from 18 to 6, one elected from each of the six Councilmanic districts, the president to be elected at large. Responsibility would thereby be centralized to a far greater extent than obtains now, when three Councilmen represent each district. Moreover, the probability is that a better class of men would, under the circumstances, be attracted to run for the office and have a chance to be elected. In any event, if these advantages were not realized, one benefit would certainly result: the Council would be less expensive to the taxpayers.

In conclusion it may be said in all fairness that the Baltimore

City Council, compared with Councils of other large cities, is of a high standard of integrity and efficiency. This is very creditable to its members, for, under our present political system, it is difficult for the average Councilman to remain independent and to serve the public with single-mindedness. As a rule, he obtains elective office only with the aid of the politicians who expect in return allegiance and even obedience. Moreover, the elective office holder usually hoping for another term is prompted to curry favor with the political bosses and to give heed to their wishes.

In spite of these conditions, some members of the Baltimore City Council display commendable independence of action; others are sensitive to public sentiment. When the public becomes sufficiently articulate, its views receive attention and are often heeded. The result, on the whole, is as high a standard of Councilmanic conduct as political conditions permit.

## THE CITY SOLICITOR'S OFFICE

by SIMON E. SOBELOFF

University of Maryland LL.B., 1914. Assistant City Solicitor, 1919-1924; Deputy City Solicitor, 1927-1931; appointed by President Hoover United States Attorney for Maryland, 1931-1934. Member Board of Directors Associated Jewish Charities; Impartial Arbitrator Men's Clothing Industry of Baltimore; member of numerous Civic and Charitable Boards.

**T**HE City Solicitor is the City's chief law officer—and he is much more than that. The mere enumeration in the City Charter of the duties and responsibilities vested in that official is sufficiently impressive, but they can convey no adequate idea of the extent and the ramification of his official activities. In addition to the vast jurisdiction granted the City Solicitor by the Charter, custom and practice have built up around him a sphere of responsibility and influence which touches virtually every action of the municipality and its officers. He is called upon to deal with many problems unrelated, except by the most tenuous thread, to the duties explicitly fixed for him by law. Aside from the strictly legal duties of the City Solicitor, he also has a voice in the formation of municipal policy, and many matters that one would normally suppose to be within the sole province of the City Council or one of the executive departments are really left to the determination of the City Solicitor. Thus, the City Solicitor has become the mainspring in the administration of municipal affairs.

It is provided in the Charter that the City Solicitor shall be the legal adviser of the Mayor and City Council of Baltimore and its several departments, special commissions or boards. For every formal opinion that he is called upon to give officially there are scores of problems as to which he is consulted by the several departments and officials of the City government, and in respect to many of them he is the final arbiter. The Mayor, the City Council, and the department heads have the right under the law to call

on the City Solicitor for legal advice, and he is constantly consulted by them in the preparation of contracts, specifications, advertisements, and bonds in connection with municipal improvements. Rarely is a form adopted in any of the executive departments of the City without the prior consultation of the City Solicitor or one of his assistants as to the possible legal consequences that may flow from the use of that form. Inasmuch as the City government derives its power from a charter granted by the Legislature, and the authority of each official of the government is limited by that charter, there are far more occasions for municipal officials to seek the advice and direction of a lawyer than is the case in private business enterprise.

Scarcely more than a generation ago, the City Solicitor, and perhaps one assistant, constituted the entire Law Department of the City of Baltimore. It is within the memory of living men when the City Solicitor was actively engaged in the private practice of his profession and would visit the City Hall only occasionally. He had no need for assistants or for any considerable clerical force. Even as recently as 1913, after the business of the City had been vastly expanded because of a large program of municipal improvements, the Law Department consisted of a City Solicitor, a Deputy City Solicitor, three assistants, and one general assistant. The clerical force listed six stenographers, two clerks, and an office boy. Today the City Solicitor is at the head of the largest law office, public or private, in the State of Maryland. In addition to the Deputy City Solicitor, there are sixteen assistants, a claim adjuster, three private investigators whose duty it is to investigate negligence claims lodged against the City, an assistant title examiner, a law clerk, an information clerk, a messenger, and a corps of fourteen stenographers. Augmenting this array, the City Solicitor from time to time employs special assistants when the exigencies of the City's legal business requires it.

This striking growth in the volume of the City's legal business has been contributed to by several factors. First, the Annexation Act of 1918 brought to Baltimore not only a great accession of territory but also a multiplicity of problems growing out of the necessity for the rapid extension of municipal services therein.

Then, moreover, the past two decades since the beginning of the World War have witnessed in Baltimore, as elsewhere, a huge program of public improvements that include the construction of new elementary and high schools, engine houses, water works, sewage and garbage disposal facilities, paving, and park extensions. These activities greatly enlarged the temporary and the permanent volume of municipal business, and all of them had their inevitable reflection in the activities of the City's Law Department.

While the City Council of Baltimore is known as the legislative branch of the City government, a very important part of the legislative power is reserved under the unique provisions of our Charter to the Board of Estimates. The City Solicitor sits as one of the five members of that Board. As such he has an important influence in the preparation of the annual budget ordinance. The City Council may reduce or eliminate any item provided for in the ordinance by the Board of Estimates, but it cannot add new items or increase any sum provided for by the Board of Estimates. This Board has largely enhanced its control over municipal activities by the growing practice of making appropriations for specific purposes to be used in its discretion or under its direction. The Board of Estimates by this device manages to retain a large control over the City's expenditures, not only in the formulation of the budget ordinance but in the actual application of the appropriations.

There are many municipal permits and privileges with respect to the use of streets and the enjoyment of franchises which lie within the power of the Board of Estimates to grant, and as a member of that Board the City Solicitor exercises an important power.

In the letting of municipal contracts, the City Solicitor has a voice as one of the five members of the Board of Awards. Inasmuch as many legal questions are inevitably presented in connection with the letting of contracts, the City Solicitor plays an especially important role as a member of the Board.

All administration measures, that is, proposed legislation which the Mayor or any of the department heads desire at the hands of the City Council, are prepared by the City Law Department. Whether originating in his office or elsewhere, every ordinance before it is presented to the Mayor for his signature is examined and



passed on by the City Solicitor as to its form and legal sufficiency. Not infrequently the City Solicitor or his representative will appear before the Council or one of its committees to urge or oppose pending ordinances. In the fall of 1929 one such hearing, involving the question of the location of a viaduct, was debated daily before the City Council for six weeks. It is interesting to note that although the action which was finally taken was upon the unanimous vote of the Council, the question is after the lapse of more than four years still a matter of heated public discussion. The City Solicitor's burden in assisting Councilmen in the drafting of proposed ordinances is greatly lightened by Dr. Horace E. Flack, Director of the Department of Legislative Reference, recognized as a leading authority in this field.

The Legislature of Maryland meets every second year, and at every session the City has a program of legislation in which it is interested. No loan can be made by the City without the prior authorization of the Legislature, which necessitates the appearance of the City Solicitor or one of his assistants at Annapolis. Legislative procedure is such that as a rule the City Solicitor finds it necessary to have a member of his staff constantly on hand during the entire ninety-day session in order to assure the passage of the legislation which the City deems necessary. But it is not only to insure the enactment of the City's program that the legislative sessions require the close attention of the City Solicitor. There are many bills perfectly innocuous in appearance which on introduction or after amendment are found on close examination to have far-reaching results affecting the City's interest. Unless the utmost vigilance is exercised, these measures, innocent on their face, sometimes cost the City huge sums in tax exemptions and interpose serious obstacles in the path of the City. Not infrequently the City Solicitor's representative is called upon to resist such measures before the committees of the General Assembly.

These diversified interests and activities of the Law Department are in addition to the regular work of its trial division, which prosecutes and defends in the courts hundreds of cases annually. These cases assume an interesting variety. The most numerous suits brought by the City are for the collection of taxes and other

moneys due it. The greatest number of suits against the City involve claims for personal injuries and property damage caused by defects in the public highways, or for damages arising from the flooding of property by broken water mains or overflowing sewers. Numerous claims are made by municipal employes for compensation due to injuries sustained in the course of their employment. It has been the custom in recent years for the City to insure itself against public liability for injuries and damages caused by its trucks and automobiles, but it is the practice nevertheless for an assistant City Solicitor to participate in the defense of such claims.

The City Solicitor is called upon to defend many suits for damages or for injunctions to abate alleged public nuisances. He also prosecutes and defends mandamus suits to compel the performance of the duties imposed on various City officials and department heads, such as the awarding of contracts, the testing of title to public office, and the construction of various provisions of the City Charter.

Whenever a municipal improvement is undertaken which requires the acquisition of property, the title to the property is searched by the City's Law Department, and if the owner and the City cannot agree as to the fair value of the property sought by the City, condemnation proceedings must be instituted by the City Solicitor to have the court determine the sum justly due the owner.

Many of the suits in which the City Solicitor is called upon to participate involve questions of large public importance. These cases not infrequently are carried to the Court of Appeals of Maryland and sometimes to the Supreme Court of the United States. The zoning laws have been a prolific source of litigation during the past decade. Several ordinances were passed and subjected to legal attack at a time when the whole subject was new to the courts and raised novel and far-reaching constitutional problems. Ordinances to establish system for the inspection of meat offered for sale in Baltimore City, to safeguard the milk supply of the City, to regulate the use and sale of gas appliances, and similar measures, involving as they do on the one hand the protec-

tion of the public health and safety, and on the other, important private rights have resulted in prolonged and difficult litigation.

But none of these exacting duties exceeds in difficulty or importance the numerous miscellany of special assignments which are given the City Solicitor from time to time by the Mayor and City Council and the heads of departments. Is there a controversy as to the water rates? It will be referred to the City Solicitor for adjustment. Has a delegation of indignant citizens waited on the Mayor to demand reduction in the street car fares or the rates of the gas company? Let the City Solicitor appear before the Public Service Commission. Is it desired to attract new industry to Baltimore? Let the City Solicitor confer with its representatives and ascertain what particular concessions in the way of public improvements it will demand. Does some influential citizen make a perfectly impossible demand under circumstances which make it embarrassing for the Mayor or other officials concerned to turn him down? The City Solicitor will deal with that, too.

In summary, the City Solicitor is not only the chief interpreter and expounder of the laws of the City, but he plays an important part in the enactment of those laws; he determines in large measure the policy which shall prevail in their execution. Furthermore, he irons out controversies between the several departments of the City government, and in his wider orbit of influence is the handyman upon whose statecraft the entire Administration calls whenever any problem arises, be it large or small, which defies exact classification.

## THE BOARD OF ESTIMATES

*by* R. E. LEE MARSHALL

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**I**T MAY be conceded that the City Council, being the department of the Baltimore City Government nearest to the source of power, was intended by the Charter to be the chief depository of power; yet, as affects the taxpayer and citizen most vitally, this power must be taken as subject to the limitations and restrictions imposed by law in many respects by virtue of the Board of Estimates, a body of five persons.

Under the present Charter the chief executive officer of the city is the Mayor, who is elected by the people, and the executive power of the municipality is vested in him, in the several heads of the departments, and in such special commissions as may be provided for by laws and ordinances not inconsistent with the Charter.

One of the five sub-departments of the Department of Finance is the Board of Estimates, composed of the Mayor, the City Solicitor, the Comptroller, the President of the City Council, and the Chief Engineer, all of whom fill the position of highest dignity and responsibility known to the city government. The presiding officer is the president of the City Council. It will be noted that all but the City Solicitor and Chief Engineer are elected officers.

The powers and duties of the Board of Estimates are in the main defined in sections 36 to 40, inclusive, of the Charter. It is empowered to summon before it the heads of the departments, all municipal officers, and special commissions and boards.

By far the most important function of this Board is to meet annually between the first days of October and November and by

vote make out the following three lists of moneys to be appropriated by the City Council for the ensuing fiscal year.

(1) *Departmental Estimates.* Included in this list are amounts estimated to be required to pay the expenses of conducting the public business for the ensuing fiscal year, not excluding the expenditures of the City Council, and each department, as the Board of Estimates considers advisable.

So that the Board may make such a list, the Charter requires the President of the City Council and the several heads of the departments, at least thirty days before the list is required to be made, to send to the Board in writing estimates of the amounts needed for the conduct of the City Council, of departments, etc., for the ensuing fiscal year, which shall show in detail the items required for expenses and salaries. These estimates are required to be verified by the oath or affirmation of the persons making them.

(2) *Estimates For New Improvements.* Within the same time as required for the submission of the foregoing list, the various department heads shall present in writing to the Board of Estimates their recommendations as to the amounts which they consider will be needed in their respective departments for new improvements during the ensuing fiscal year.

(3) *Estimates For Annual Appropriations.* This contains all amounts which by previous laws, or contracts, are required to be annually appropriated to charities, educational, benevolent or reformatory institutions by the city, as well as all other sums, which may be required by law to be appropriated for purposes not included in the two preceding lists.

The purpose of these three lists is that they shall be made up so as to include all moneys to be expended for the ensuing fiscal year for all purposes by the city.

After these three lists are completed the Board of Estimates has an ordinance prepared and submitted to the City Council for its approval. However, before the proposed Ordinance of Estimates is actually delivered to the President of the City Council, a copy must be published in two daily newspapers in Baltimore City for two successive days. The mayor is then required to call a special meeting of the City Council to consider the proposed ordi-

nance, and it is the duty of the Council when assembled to hold daily sessions to consider the estimates contained in the ordinance until passed.

The City Council, by a majority vote, is authorized to reduce the amounts fixed by the Board of Estimates, except items fixed by law or inserted to pay state taxes, and those intended to pay the interest and principal of the municipal debt; but the City Council is without power to increase any of the amounts fixed by the Board of Estimates or to insert any new items.

When the proposed ordinance is passed it is known as the Ordinance of Estimates for the year for which the appropriations are provided; and these sums, after the beginning of the ensuing fiscal year, become appropriated and are available only for the several purposes authorized by the City Council to the departments specified.

It is with the most painstaking care that the Ordinance of Estimates is prepared, for when once passed, the City Council is expressly denied the powers to enlarge or add any item by any other or subsequent ordinance or resolution. Nor are temporary loans authorized by law to meet deficiencies arising from a failure to realize sufficient income from revenue and taxation to cover the amounts provided in the Ordinance of Estimates. This does not prevent the temporary borrowing of funds for city use in anticipation of the receipts of taxes levied for any year. In the event of a deficiency, it is provided that there shall be a pro-rata abatement of all appropriations, with certain exceptions. When, however, there is a surplus in any fiscal year by reason of an excess of income received over expenditures, the surplus becomes a part of the annual revenue of the city and is available for the general expenditures of the city for the ensuing year.

To alleviate, at least to some extent, the unfortunate plight that one or more of the numerous agencies of the city may find itself in, due to unforeseen or extraordinary expense, a contingent fund of \$50,000 is provided, which the City Council may not increase, decrease, or omit. In addition to this item, for some years past there has been included in the proposed Ordinance of Estimates another item, usually termed Additional Department Funds (to the

Department of Public Works, Supervisors of City Charities, the Board of Fire Commissioners, and the officers and other agencies of the city government) for additional and extraordinary expenses to be expended as needed by these agencies subject to the approval of the Board of Estimates.

Obviously, there are many unforeseen expenses which arise in the course of a year, particularly with respect to the operation of a corporation of the magnitude of the City of Baltimore, that can not be reasonably contemplated and budgeted. Hence, to avoid any resultant damages that may follow as the natural consequences of a lack of funds, this item is included.

It is within the power of the Board of Estimates to increase or decrease the salaries of all municipal officials and of others whose salaries are named by the City Charter, except the salaries of the members of the Board of Estimates. The amount of such increases or decreases shall be inserted as items in the Ordinance of Estimates for any year, it being subject to the same control by the City Council as that body exercises over the general items in the ordinance. This, of course, gives the Board of Estimates practically unlimited power to decrease salaries, since the City Council may not increase, but can only decrease or omit items. This power is not absolute, however, as the City Council may refuse to approve the proposed ordinance unless it is corrected by the Board of Estimates in a manner satisfactory to the Council.

The designers of the municipal government realized the utter futility and waste of money in advertising for bids on a patented article and the danger of irreparable damage and loss in the preparation of specifications, for matters of emergency as would be necessary if the award is to be made by the Board of Awards. At the same time they were aware of the necessity of safeguarding the expenditures of public moneys, which, under the guise of an emergency, might be diverted or extravagantly spent to serve selfish or political interests. Hence, they incorporated in the Charter a provision to the effect that all purchases of property and other contracts involving an expenditure of more than five hundred dollars, except those awarded by the Board of Awards, made by any department, or head of a department, must be submitted to the Board of

Estimates for its approval, it being binding upon the city only when so approved. This provision is not applicable to the Police Department, which is under the control of the State, although the city must provide the funds for operating that department.

The Board of Estimates meets every Tuesday at 11 A. M. in the Board Room in the City Hall. This meeting is open to the public, to the press, and to persons interested in the matters under consideration. The proceedings of the meetings are duly recorded and are kept in the archives of the city in bound volumes, indexed according to subject, applicant, location and date, and may be inspected by the public.

Substantially, the Board of Estimates is given entire control over the grant by the Mayor and City Council of any franchise or right to use any street or highway, or right for the use of any public property belonging to the city, such as wharf property, or public landings. The proposed grant of any such right is embodied into the form of an ordinance which, after it has been introduced into the City Council and after the first reading, is referred to the Board of Estimates, which makes a diligent inquiry as to the money value of the franchise or right proposed to be granted and the adequacy of the proposed compensation to be paid to the city. It is the Board's duty to provide in the ordinance the compensation to be paid for the grant at the largest amount that it may be able, by advertisement or otherwise, to obtain for the franchise or right. The grant is not made by the City Council except for the compensation and on the terms approved by the Board of Estimates. The same provision applies to any renewal or extension of any right relating to the use of public property, and is subject to the ratification and approval by ordinance, the Board having the authority to agree with any street railway company for the surrender of any of its franchises or rights-of-way.

The Mayor and City Council is prohibited from appropriating any money for any private claim against the city, unless the claim has first been presented to the Board of Estimates, together with the proofs upon which it is founded and reported favorably by the Board.

The Board of Estimates is further charged with the duty of



procuring by the first day of October in each year or as soon thereafter as practicable, from the proper municipal department, and to send with the Ordinance of Estimates to the City Council, a report showing the taxable basis for the ensuing fiscal year and the amount which can reasonably be expected to be realized by taxation for the year. This report is made up to show the difference between the income that can reasonably be expected to be received by the city for the next fiscal year from licenses, fees, rents, and all other sources, including the amount believed to be collectable from taxes in arrears, and the anticipated expenditures during such year. Furthermore, it shall state a rate for the levy of taxes sufficient to realize the amount required to meet the difference. It is on the basis of this report that the City Council passes an ordinance providing for the annual levy of taxes and establishes a rate of taxation not less than the rate stated in the aforesaid report, so that it will not be necessary at any time for the city to create a floating debt to meet any deficiency, as it is unlawful for the city to do so for any purpose.

There are many other and important powers entrusted to this Board, such as the right to dispose of any land or building by private sale, when such disposition is authorized by an ordinance of the Mayor and City Council, and declared to be no longer needed for public use; and the duty to approve public improvements costing in excess of two thousand dollars, when such an expenditure is not authorized in the Ordinance of Estimates, the Board's approval in such a case depending upon whether the financial condition of the city justifies such an expenditure. With this broad power the paving operations in the city, for example, to a large measure, ceased to be so painfully deficient in consistency of aim. Yet they were corrected only after an accurate survey of the financial condition was determined. To this Board is committed not only the responsibility of determining not only whether a public improvement is warranted by the financial stability of the city, but also of advising whether the needs of the city actually require such an improvement.

From this general review of the powers and duties of the Board of Estimates, it is quite obvious that it has a very important and controlling influence in operating the financial department of the

municipal government. The tremendous official influence and responsibility brought together in its personnel; the nature and importance of the duties assigned to it; the clear and emphatic limitation of power of the legislative branch that might be inconsistent with, or might embarrass the exercise of functions assigned to it, are considerations that go to make this manifest. Experience of more than thirty years has conclusively shown that the powers reposed by the Charter in the Board of Estimates are not greater than are justified by the high degree of popular confidence in which this Board is held.

This Board provides a more orderly administration of the finances of the city; it secures more deliberate, careful and experienced judgment in the expenditure of public money; and it provides for greater watchfulness and economy in making this expenditure, whereby insofar as practicable, unnecessary taxation and the accumulation of debt due to unsystematic methods are avoided. For it not only originates expenditures but controls them after they are appropriated.

#### THE BOARD OF AWARDS

Of almost equal importance to the functions of the Board of Awards is the automatic routine of its duties, since the procedure is practically the same in every instance.

The personnel of the Board of Awards consists of the Mayor, who is its presiding officer; the Comptroller; the City Register; the City Solicitor; and the President of the City Council. Regular meetings are held every Wednesday at 11 A. M. in the Board Room in the City Hall.

The Charter provides that all bids made to the Mayor and City Council for all supplies or work to be done, shall be opened by the Board and the contract awarded to the lowest responsible bidder. When alternative bids are invited for two or more different commodities, the Board has the authority to select that which shall be adopted. Any recommendations which may be made by a department or municipal official is advisory only and not binding upon the Board.

Bids when filed are irrevocable and cannot be altered. This may seem a hardship upon a bidder who has actually made a mistake; but if the statute which declares this is to have any effect, then it cannot be otherwise. The statute, being a definite part of the proposal, the bidder obligates himself upon all its conditions when he submits the bid. While it might appear a hardship upon the bidder, the practical side of awarding contracts by closed bidding shows it to be a wise precaution. Otherwise a dishonest bidder upon finding his bid extremely low could declare his mistake and cost the city delay in rebidding and re-advertising. The successful bidder is required to draw up promptly a contract to be approved by the City Solicitor and to give the Mayor a bond satisfactory to him and equal in amount to the contract price.

Every bidder is required to attach to his bid a certified check drawn upon a clearing house bank to the extent of five hundred dollars, unless a different amount is provided by ordinance, or by a regulation of the department for whom the bids are made. The checks of the unsuccessful bidders are returned to them. In place of a certified check the Board of Awards will accept United States currency or a cashier's check, but unlike the Federal Government, it will not accept a bid bond.

If the bidder who has been awarded the contract fails to execute it properly, the Board may, after waiting a reasonable length of time, retain his check as liquidated damages but not as a penalty. When the successful bidder has complied with the execution of the contract his check is returned to him.

The actual operation of this Board may be explained by taking a typical example and following the procedure through from its origin to its conclusion. For instance, the Highways Engineer prepares the specifications and advertisements for bids to repave a number of streets. The Law Department then passes upon them and provides a legal form, after which they are forwarded to the Board of Awards for its approval. The advertisement is published in two daily newspapers for two days, at least ten days prior to the opening of bids. All bids are submitted in a sealed form, and are opened simultaneously and publicly at a meeting of the Board. As previously stated, a certified check or satisfactory

equivalent must accompany the bid. The bids are then referred to the department that requested them, where they are considered, tabulated, and verified to see if they comply with the specifications; then they are returned with recommendations to the Board of Awards.

At its next regular meeting this Board considers the bids and awards the contract to the lowest responsible bidder complying with the specifications, the Bureau of Disbursements in the meantime having attested to the sufficiency of city funds to pay for the material or services under the contract. At this meeting all the bidders are permitted to be heard on any such general questions as to the sufficiency of bids, amounts, compliance with specifications, and so on. If the required check is not enclosed with the bid, as called for by the specifications, the bid is automatically rejected as not complying with the specifications. The tabulation made by the department which orders the work shows the itemized prices of all work or material entering into the contract. In some instances these tabulated lists contain several thousand individual items.

In the case of a paving contract, the specifications may call for three separate and distinct bids; for example, one set may be for an asphalt block, the second for a vitrified brick, and the third for bitulithic pavement, the latter specification being a patented process. It may or may not be accompanied by an agreement of the owner of the patent consenting to the use of the process to be used by the successful bidder. In the case of these alternative contracts, which have been held by the courts to be legally authorized, the Board of Awards may select which material or method is advisable, as the competition relates exclusively to the kind of paving and not merely to competition in price when applied to the lowest responsible bidder. In other words, the courts have held that the contract need not be awarded to the lowest priced and what might be the least suitable material.

After the contract has been awarded, there only remains for the Board to see that it is executed and that the specified bond be furnished. All bids are in duplicate, the original, when opened, being sent to the department advertising for the bids; and a copy imme-

diately upon being opened is sent to the Department of Legislative Reference, where it is open for public inspection.

The special feature of the operation of the Board of Awards is the public manner in which it awards contracts, its procedure in opening sealed proposals and awarding the contract, which insures the city of obtaining compliance with the specifications at the lowest possible cost in a manner that is fair and equitable to all who may care to compete for the contract.

## CITY COMPTROLLER

By R. WALTER GRAHAM

Educated in the Public Schools of Baltimore and of Baltimore County. Elected three consecutive times to position of City Comptroller, 1923, 1927, and 1931. Director, Commercial Credit Company, United States Fidelity and Guaranty Company, and Fidelity and Guaranty Fire Insurance Company. Trustee, Maryland Institute and St. Mary's Industrial School.

**B**ALTIMORE was laid out as a town in 1729. However, there was no local organization established at that time, as there was no one actually living here; but just as soon as people began to establish residences it became necessary to have some local government organization. The Town of Baltimore grew and was incorporated as a city in 1797 under the corporate name of Mayor and City Council of Baltimore. It has since become, and now is, one of the metropolitan cities of the country, with a population of about 827,000, and embracing an area of approximately ninety-one square miles.

Section 32 of the City Charter provides for a Board of Finance, consisting of the Comptroller, the City Register, the Board of Estimates, Commissioners of Finance, and the City Collector, and designates the Comptroller as the President of this Board.

Section 34 of the City Charter also provides that the Comptroller shall head the first Sub-Department of Finance, which is divided into the following Bureaus:

- Executive;
- Bureau of Control and Accounts;
- Bureau of Disbursements;
- Central Payroll Bureau;
- Broadway Pier;
- Harbor Master;
- Municipal Duplicating Bureau;

Municipal Post Office;  
Municipal Telephones;  
Superintendent of Markets.

#### EXECUTIVE

This branch of the Comptroller's Department has charge of the selling, the leasing, and the renting of all City owned property not needed for Municipal purposes, and is also charged with the responsibility of insuring all City owned property. It also maintains a complete plat and abstract record of all City property, as well as the original deeds to the property.

#### BUREAU OF CONTROL AND ACCOUNTS

There was created, in accordance with Ordinance 198 of April 9, 1932, the Bureau of Control and Accounts. This Department has control of all the accounting and bookkeeping of all the officers, boards, departments, and commissions of the Mayor and City Council, and maintains a complete and modern system of accounting that at all times reflects the financial condition of the City, resulting from income accrued, liabilities incurred, property owned and funded obligations, estimated revenue and appropriations authorized, cash received and disbursed, and other factors involved in the preparation of accurate financial statements. In addition, this Bureau keeps all general accounts of the city government; prescribes all accounts and records necessary to be kept by all municipal officers, boards, departments, and commissions for proper accounting procedure; prepares all general financial statements; compiles data for the annual Ordinance of Estimates; prescribes and supervises such accounting methods as afford opportunity to prevent unnecessary expenditures, and, also, all expenditures not authorized by law. This division also maintains proper cost accounting records for the various agencies of the municipal government, and also maintains a complete physical and cost record of all property owned by the Mayor and City Council.

## BUREAU OF DISBURSEMENTS

This Bureau was established January 1, 1925, since which time it not only has proved to be most efficacious, but has been a subject of most favorable comment by visiting officials from other cities, and in fact, has been copied by other cities, notably, the City of Pittsburgh, which placed such a system in operation in January, 1929, after having several representatives of that City in this Department for several days studying this system.

After the Mayor and City Council have ratified the amounts to be appropriated by the Board of Estimates, which is the budget making body of the City, it becomes the duty of the Bureau of Disbursements to see that all branches of the city government keep within the amounts appropriated for the next ensuing fiscal year. There is set up in this Bureau an account for each of the items specified in the Ordinance of Estimates, or the City budget, and as obligations are incurred, the account is encumbered. To illustrate, the City Charter requires that all contracts which involve an expenditure in excess of \$500 shall first advertise for competitive bids. Such bids are opened by the Board of Awards in public session, and afterward referred to the department involved for tabulation and report. Before making its recommendation to the Board of Awards, the Department Head obtains from the Bureau of Disbursements a certification of the availability of funds. After the Bureau of Disbursements makes such a certification, it immediately encumbers the account for the amount involved. Upon the completion of the contract and a receipt of the proper approval, the Bureau of Disbursements issues a voucher in payment, cancelling the encumbrance and charging the account with the actual expenditure.

Purchases involving expenditures less than \$500 are made by the Central Purchasing Bureau, which before releasing orders sends them to the Bureau of Disbursements for approval as to sufficiency of funds, and when approved, the account is encumbered for the amount involved. This encumbrance is treated in the same manner as a contract encumbrance, being cancelled when the expenditure is made. Such encumbrances prevent a Department Head from



incurring obligations in excess of his allotment. An example of the effectiveness of this system in preventing a Department Head from overdrawing his appropriation is shown in the following instance. Some time ago a Department Head submitted certain items to be charged against an appropriation, which, if passed, would have created a deficit in the account involved. This particular account showed encumbrances amounting to approximately \$58,000, while the free or unencumbered balance was very small. Under the old system, that is, before appropriations were encumbered as obligations were incurred, the \$58,000 would have been treated as a free balance and used to pay other bills, so that when the bills covering the outstanding obligations were presented for payment there would not have been sufficient funds with which to pay them, a condition which, of course, would have resulted in a deficit.

Mechanical equipment takes care of the bookkeeping. These machines automatically show the available balance after each entry. By means of a carbon, a duplicate copy is made of every operation. This duplicate is available at all times to Department Heads, who can upon request immediately obtain a detailed statement of any or all of his accounts. Furthermore, there is issued monthly a statement showing in cumulative form the status of each account. Such a statement is given general distribution. In particular, it advises the Board of Estimates as to how the various accounts are running. Thus the creation of a deficit without the Board of Estimates being cognizant of it is impossible.

#### CENTRAL PAYROLL BUREAU

This Bureau, created in 1924 by Mayor Jackson's Efficiency and Economy Commission, was the first bureau installed for improving and revising the former municipal accounting structure.

Under the former system of payroll disbursements forty-four departments were engaged in preparation for payment of salaries and wages to employees, a system necessitating nine full-time and fifty-five part-time employees to prepare payrolls and seventy part-time employees to pay employees.

Up to January 1, 1926, practically all departmental payrolls had been acquired and the Central Payroll Bureau was fully organized with a specialized personnel of eighteen full-time employees preparing payrolls and five full-time employees engaged in the distribution of funds.

The primary purpose of installing this bureau was systematically to record, according to recognized business methods, all municipal payroll disbursements. The Bureau has accomplished this purpose, for, including December 31, 1933, over \$150,000,000 have been accounted for and disbursed without loss to the City.

On an average the municipal payroll aggregates approximately \$20,000,000 per annum, which is about 40 per cent. of budget appropriations. There are approximately 16,400 employees represented, including the Police Department.

Per diem payrolls are paid weekly, the pay dates being so staggered that "every day is a pay day," insofar as the Central Payroll Bureau is concerned. They are:

Monday—Bureau of Highways.

Tuesday—Bureau of Sewers.

Wednesday—Board of Park Commissioners, Bureau of Transportation.

Thursday—Bureau of Street Cleaning, Bureau of Buildings.

Friday—Bureau of Water Supply, Bureau of Harbors, Department of Education.

Saturday—Bureau of Mechanical-Electrical Service.

Salary checks are issued employees for whom specific appropriations are made. In order to eliminate a peaked working-condition, the payroll periods for this class of employee is sub-divided into three groups (excepting the teaching and supervisory forces of the Department of Education):

Group One—Period 1-15; 16 to end of month.

Group Two—Period 5-19; 20-4.

Group Three—Period 10-24; 25-9.

Payments are made without fail on the morning of the second day after the closing of the payroll period, providing Sundays or holidays do not intervene.

The procedure involving checks issued to members of the Department of Education is identical as aforementioned, excepting for the pay date involving the teachers and supervisory forces. These are paid on a monthly basis, usually on the morning of the seventh day after the closing of each month during a ten month period, September to June inclusive. The janitorial and clerical forces, however, are paid semi-monthly.

Aside from the payment of salary and wages, the Central Payroll Bureau also handles the disbursement of Retirement Allowances to retired members of the Employees' Retirement System; Mothers' Relief Allowances (to widows coming under the jurisdiction of the Supervisor of the City Charities); Firemen's and Firemen's Widows Pension Allowances under the jurisdiction of the Board of Fire Commissioners; Old Age Pension Allowances (to certain individuals also under the jurisdiction of the Welfare Department\*); Team and Motor Truck Hire payrolls, earnings for which are reported on the labor time sheets; and Compensation Disability Allowances (covering awards granted by the State Industrial Accident Commission to employees injured in the performance of duty).

The Central Payroll Bureau is an important agency in the relationship of the Employees' Retirement System. Pension assessments, or what is otherwise termed as annuity savings, are currently deducted from employees' earnings and deposited in the aggregate with the Retirement System, at which point the assessments are recorded by a cash register machine operation to the individual annuity savings cards of the members so recorded on the payroll transmitted.

Pension assessments are derived from a table of percentage rates computed according to age, classification, sex, etc., and are certified accordingly to the Central Payroll Bureau only at the time of a member's eligibility to membership. The assessment is computed by the Payroll Bureau; and, in as much as the percentage rate remains fixed as certified, it is our responsibility to deduct proper assessments accordingly.

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\* Supervisors of City Charities has been changed to Welfare Department.

### BROADWAY PIER

In 1913, as a result of public demand, there was erected at the foot of Broadway a pier designed primarily to take care of the recreational activities of the people in this section of Baltimore. The design of this structure, in addition to recreational facilities, provided for a municipally owned warehouse and docking space. The pleasure activities of the pier are confined to the upper part of the building, and are under the supervision and direction of the Playground Athletic League. There are conducted here dances, Women's Clubs, Boy and Girl Scout Organizations; it also serves as a Community Center. The warehouse facilities are used for the storage of such commodities as high grades of lumber, potatoes, etc., while the docking space is used for the discharge of cargoes, such as iron pipe, oil, etc.; it is also used by Excursion, City, and Pilot Boats, and is frequently used for mooring certain visiting naval vessels, which are open for public inspection.

### HARBOR MASTER

The Harbor Master has supervision of the various City wharves and docks. Certain of these docks are used for the storage of lumber by local lumber dealers. Fixed rental charges are made for space occupied. It is the duty of the Harbor Master to keep proper check on the space occupied. It is also his duty to designate berths for cargo vessels docking at City wharves, and the collection of docking fees.

### MUNICIPAL DUPLICATING BUREAU

This Bureau takes care of certain printing requirements of the City of Baltimore. It was organized in 1930, and has been the means of reducing the City's printing expenditures very materially.

### MUNICIPAL POST OFFICE

This Bureau maintains a service of inter-departmental collection and delivery of mail, which not only reduces the City's postage, but permits of a more expeditious delivery of mail. Also, all

departments centrally located have their outside mail sent from this Bureau, which centralizes the responsibility for postage. No personal mail is allowed to be sent out at the expense of the City.

### MUNICIPAL TELEPHONES

The telephone system consists of one eleven-position multiple-switchboard located in the City Hall, which furnishes service to all City departments that are located in the City Hall, the Municipal Building, and the Court House. In addition to this, there are two switchboards at the Baltimore City Hospital, one at the School Board, and one at the Water Department, one at Sydenham Hospital, and one in the Fire Department. There are also individual telephones located in various departments, such as piers, bridges, sewer plants, street cleaning stables, highway yards, Health Clinics, public schools, public bath houses, pumping stations, the filtration plant, the Municipal Harbor, and the Loch Raven and Prettyboy Dams, all of which are under the supervision of this Bureau. This Bureau gives a 24-hour service and handles more than 9,000 calls daily. In addition to the regular telephone service, it also furnishes a general information service to the public, such as the correct time, emergency calls for ambulances, leaking pipes, sewerage trouble, and many other requests. All personal toll calls are paid for by the individual making the call, this feature being carefully supervised.

### SUPERINTENDENT OF MARKETS

With the idea of bringing the producer and the consumer into direct contact, there is operated and maintained by the City eleven markets located in various sections. In general charge of all markets is the Superintendent of Markets, a Market Master being in charge of each individual market. Each Market Master is responsible for the renting of stalls and the collecting of rentals. He is also the arbiter in disputes between stall occupants, and looks after the repairs and cleanliness of his market.

### MEMBERSHIP ON BOARD OF AWARDS

The Comptroller, by virtue of his office, is a member of the Board of Awards. All bids to the Mayor and City Council of Baltimore for supplies or work for any purpose whatever involving an expenditure in excess of \$500 are opened in public session by the Board of Awards, which Board, after opening bids, awards the contract to the lowest responsible bidder. The Comptroller, also by reason of his office, is a member of the Board of Estimates.

### MEMBERSHIP ON THE BOARD OF ESTIMATES

One of the principal duties of the Board of Estimates is the making of the annual Ordinance of Estimates, which is the City's budget. The Board of Estimates has designated as its Budget Director the Chief Accountant, who is the Head of the Bureau of Control and Accounts and the Bureau of Disbursements of the Comptroller's Department. Therefore, the duty and responsibility of assembling the necessary data, reports, etc., incident to the compiling of the Ordinance of Estimates, is centered in the Comptroller's Department.

### MUNICIPAL BUDGET

A budget may be described as a plan of expenditure or an allocation of funds for certain functions and activities covering a given period. A balanced budget is predicated upon the receipt of revenue equal to the amounts appropriated.

Our municipal government is classified and divided as follows:

1. General Government.
2. Protection of Persons and Property.
3. Conservation of Health.
4. Sanitation and Promotion of Cleanliness.
5. Highways.
6. Charities, Hospitals and Corrections.
7. Education.
8. Recreation.
9. Public Service Enterprises.

Under "General Government" there is included the Legislative Department of the City Council, Executive and Financial Departments.

Under the heading of "Protection of Persons and Property" are included Police and Fire Departments and Building Inspection Department.

"Conservation of Health" embraces the Health Department.

"Sanitation and Promotion of Cleanliness" include the maintenance and operation of the sewerage system, the cleaning of streets, the removal of garbage, ashes, and rubbish, and Free Public Baths and Comfort Stations.

Under "Highways" is included the care and maintenance of streets and thoroughfares and their lighting.

Under the classification of "Charities, Hospitals and Corrections" are included welfare work, such as the care of the insane, the care of indigent patients in hospitals, the care of incorrigibles committed to reformatories, the maintenance and operation of the City Jail, and so on.

Under "Education" is the operation of our public school system, the public library, the museum, and kindred activities.

"Recreation" covers the municipal band, the Baltimore Symphony Orchestra, Parks, the Playground Athletic League, and others of a like nature.

"Public Service Enterprises" embraces the maintenance and operation of the water system, electrical conduit system, City Markets, and so forth.

Section 36 of the Baltimore City Charter provides for the Board of Estimates, which Board, in addition to the Comptroller, consists of the Mayor and the President of the City Council, who is also the president of the Board of Estimates. These three members are elected. The City Solicitor and the Chief Engineer, who are appointees of the Mayor, are also on this board. This Board is required annually, between the first day of October and the first day of November, to determine the money necessary to conduct the city government for the next ensuing fiscal year, which is the calendar year.

As a guide to the Board of Estimates in its determination of the amounts necessary to be appropriated, each Department Head, Commission, Board, etc., must send to the Board in writing estimates of the amounts necessary for the conduct of their respective departments. These departmental estimates are first reviewed by the Budget Director with the idea of ascertaining possible curtailments. After being reviewed by him, they are tabulated and submitted to the Board of Estimates with his recommendations. After this board has finally determined the amounts to be appropriated, the budget is then referred back to the Budget Director to prepare a draft of such appropriations. The Ordinance of Estimates is then advertised twice in two daily papers, after which it is sent to the City Council, which body has the right to reduce or eliminate items other than those fixed by law or contract, but they cannot increase or add to the Ordinance of Estimates as fixed by the Board of Estimates.

To finance the budget as finally approved, there is first determined what revenue can be expected to be realized from sources other than General Property Taxes. Some of these items of revenue are as follows:

Amounts to be received from the State of Maryland such as:

- Portion of the Gasoline Tax.
- Portion of the Motor Vehicle Licenses and Fines.
- Contribution Teachers' Pension Fund.
- Education, etc.

Then there are the following:

- Amount to be Received Account of the Use of Water.
- Amounts to be Derived from Assessment on Securities,  
Bank Shares, Savings Banks Deposits.
- Delinquent Taxes and Interest and Penalties on Same.
- Rental of Conduits.
- Rentals of Piers and Docks.
- Market Rentals, etc.

The balance necessary is obtained by the imposition of a general property tax. The basis for determining the tax rate and the amount to be raised thereby is a report submitted to the Board



of Estimates by the Appeal Tax Court, whose duty it is to list and value all property in the City of Baltimore.

#### BOARD OF TRUSTEES, EMPLOYEES' RETIREMENT SYSTEM

In 1926 there was inaugurated a Municipal Employees' Retirement system. The Ordinance creating this system provides that the Comptroller shall be a member of the Board of Trustees. There are four other members of this Board, two of whom are appointed by the Mayor, the other two being elected by the members of the System.

Deductions are made from the pay of all municipal employees in accordance with various prescribed rates. The City contributes each year an amount equal to that paid by each employee, as the normal contribution. In addition, the City contributes an amount each year, and will continue to do so, as long as it is necessary, to pay what is known as the accrued pension liability. This is the amount to cover the years of service of employees prior to the enactment of the Pension System. The budget of 1934 provides for the following appropriations for the Employees' Retirement System:

Normal Contribution by the City.....	\$ 654,557
Accrued Liability Contribution.....	708,631
	\$1,363,188
<b>Total .....</b>	<b>\$1,363,188</b>

The present Comptroller has been designated by the other members of the Board of Trustees as its Chairman, also as Chairman of the Finance Committee, whose duty it is to make the investments for the Board. These investments are checked annually by a committee of various outstanding bankers of the City. The last committee, consisting of Morton M. Prentis, President of the First National Bank; Austin McLanahan, President of the Savings Bank of Baltimore; and William G. Baker, Jr., of Baker, Watts and Company, on June 2, 1933, reported as follows:

"We have this day verified and counted \$10,446,900 par value of bonds held in the Employees' Retirement System of the City of Baltimore.

"The bonds are of high quality and are exceedingly well diversified. The character of these investments reflects credit upon those responsible for their selection."

The Comptroller is also ex-officio member of several other Boards and Commissions, such as the Pratt Library, the Architectural Commission, the Baltimore Museum of Art, and other organizations of a like nature.

## BUREAU OF RECEIPTS

by THOMAS G. YOUNG

Educated in the Public Schools of Baltimore; City College, Baltimore; University of Pennsylvania, Special Engineering Course. Engineer for three years. Member Civil Service Commission, 1923-1927; Chairman, Civil Service Commission, 1924-1927. Appointed in 1931 by Mayor Jackson, City Collector and Manager of the Bureau of Receipts of the City of Baltimore. Automotive Jobber since 1909. Director of Calvert Bank; Director Broadway Savings Bank; member of Board and Secretary Maryland Institute.

**T**O LIVE properly as far as health, education, and protection are concerned, there are expenses which must be incurred and, inasmuch as everyone in the community enjoys the benefits derived from whatever service is given the community as a whole, it follows that all persons in that community should contribute their share towards the payment of the community's debt. This share of contribution by each citizen is commonly called taxes. For our purpose we will deal more particularly with the moneys received as taxes from the owners of real estate and personal property.

In the Revised Code of the Constitution of the United States, the definition of taxes is as follows:

"A tax is a rate or sum of money assessed on the person or property of a citizen by the Government for the use of the Nation or State. The obligation to pay taxes rests upon the privileges enjoyed or protection given a citizen, but upon the necessity of money for the support of the Government, and the citizen receives compensation; therefore, in privileges and protection."

A tax is not a toll; a tax is a demand of sovereignty, while a toll is a demand of proprietorship.

All taxes in the State of Maryland under the Constitution must be uniform. In other words, the tax rate must be the same

for all sub-divisions of the State for the State tax, and the taxes imposed by the sub-divisions of the State for their support must be uniform throughout the said sub-division.

It is obvious, therefore, that the difference in the amount of ordinary taxes people pay is governed entirely by the assessment, according to their worth in real and personal property.

The theory of taxation has always been a very vexing one, with no definite set rule as to method of securing funds. Consequently, real estate has been called upon to bear a burden which is far beyond its capacity at this time.

The owners of real estate all over the country are faced with a problem they cannot solve, and unless a sincere effort is made to devise a more equitable method of taxation that will relieve real estate of part of its tremendous burden, property values will be entirely destroyed, and not only the owners but our communities will face bankruptcy and ruin.

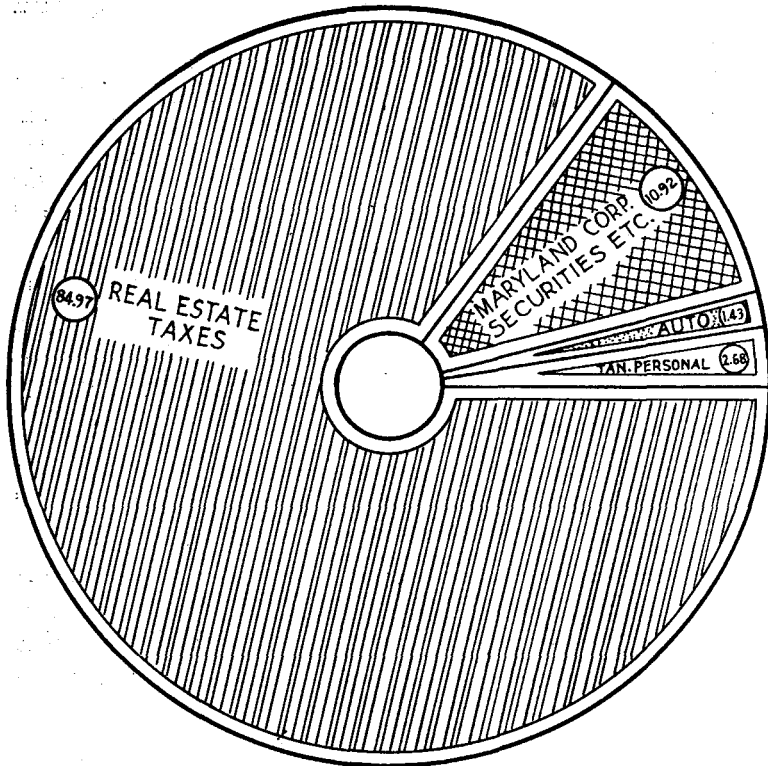
About twenty-five per cent. of the national income is derived from real estate, and yet the cities and towns of this country are exacting eighty per cent of their taxes from real estate.

It would seem to be only fair and just that, inasmuch as everybody in the community receives the benefits derived from the spending of the tax money, each person should contribute directly a proportion towards these expenses. The more contributions towards the common fund, the less the burden would be upon any particular class, and there is no doubt a person paying his proportion towards the taxes of his community, no matter how small his contribution, takes more interest in the Municipal Government and becomes a better citizen.

#### ASSESSMENTS

The Bureau of Assesments shall have the power at any time to value and assess all real and personal property, to revise such assessments, and to take whatever steps that may be necessary to discover and assess all real or personal property within the limits

of Baltimore City. And a further duty of making a general revision of assessments once in every five years is also imposed upon this Court.



1934 City of Baltimore Direct Current Taxes \$27,407,495

There are many charter provisions and laws which set out the methods which the Bureau of Assessments must pursue, such as to the employment of assessor and other assistants, notification of an owner of property before assessments are made, the right of appeal to the Appeal Tax Court and the State Tax Commission and, in addition to all of these mandatory things which are required, the Bureau can adopt a policy in order to better serve the public.

At the present time assessments are made as of October 1st for the following year, and property in the possession of any person as of October 1st is assessed against that particular person, and he is liable for the taxes for the following year, regardless of when he disposes of the property after October 1st.

1. As soon as possible after October 1st the Bureau of Assessments submits the entire taxable basis to the Board of Estimates. It is the duty of the Board to estimate the expenses for the following year and upon the taxable basis to determine the tax rate to produce the revenue to meet the estimated expenses and submit the budget to the City Council for ratification.

The City Council cannot increase any of the estimates submitted by the Board, but they can decrease these amounts. Upon the ratification by the Council and the approval of the Mayor, the budget or ordinance of assessments becomes a law, and the tax rate is fixed for that particular year.

The actual assessing of the real estate is in the hands of trained assessors and is done according to very definite rules and regulations.

All land values are carefully determined for each particular area, and all land in that area is assessed upon the same square foot basis. After determining the assessment upon the land, then the value of the improvement thereon is determined by its actual cost.

Allowances, of course, are made by the assessors for the depreciation due to the age of the improvement.

While every effort is made, and great care is exercised, to determine the value of property so that the assessment is fair both to the owner and the City, many times differences of opinion arise, and in these cases the owner is given the right to appeal the assessment. This appeal is heard by the judges of the Appeal Tax Court. Should the appeal be denied by the Appeal Tax Court, the owner of the property is given the right to take the appeal to the State Tax Commission. If the decision of the State Tax Commission is unsatisfactory, either to the owner of the

property or to the City, the case can then be taken to the Baltimore City Court for final decision.

The Appeal Tax Court is composed of three members appointed by the Mayor, one of which shall be designated by the Mayor at the time of the appointment of the President of said Court. The term of office is three years, one member to retire each year.

The State Tax Commission is composed of three members appointed by the Governor of the State, one of whom is designated at the time of appointment as the President or Chairman of this Commission.

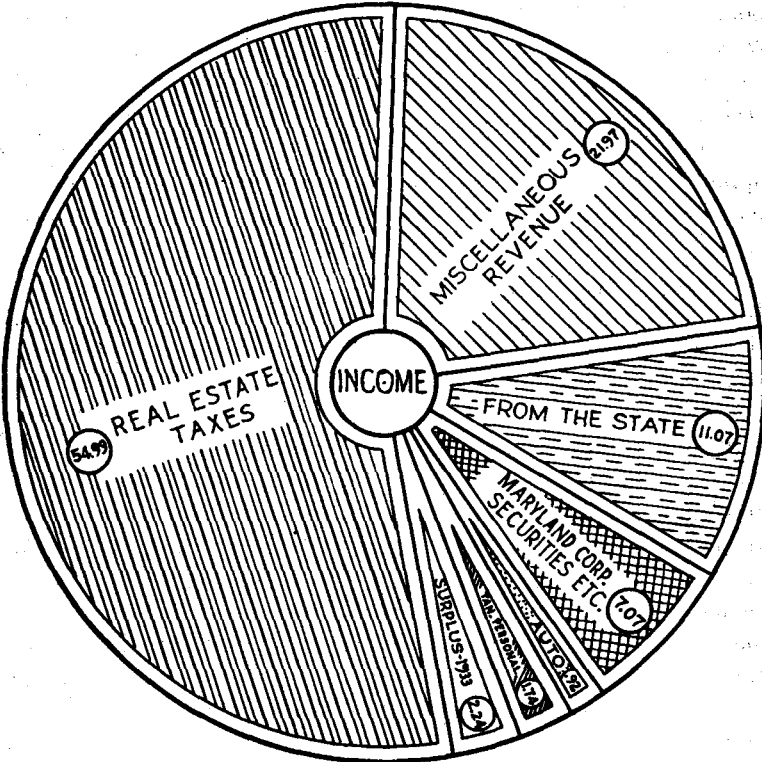
Personal property of all Maryland Corporations is assessed by the State Tax Commission and assessment is sent by them to the Bureau of Assessments of Baltimore City, or the County Commissioners of the various Counties in accordance with the amount of capital stock in the Corporation held by residents of Baltimore City or of each county. In other words, if a Maryland Corporation, regardless of its location, has stockholders who are residents of Baltimore City and own one-half of its capital stock, then this Corporation would pay to Baltimore City, at the tax rate fixed for that particular year for Baltimore taxes on one-half of its assessment, and if the remaining fifty per cent. of the stock was distributed among residents of the Counties, this Corporation would pay to the counties in which the people holding this stock reside, the taxes on the proportion of stock held by the resident of each County, at the tax rate of that particular County.

#### COLLECTIONS

The collection of taxes for Baltimore City and the State of Maryland from those people residing in Baltimore City are collected by the Bureau of Receipts, which handles the collection, not only of taxes, but of all types of revenue, for Baltimore City, and is in charge of a person whose titles are "City Collector, Collector of State Taxes in Baltimore City, and Manager of the Bureau of Receipts."

Prior to 1927 the revenues of the City were collected by a great many agencies and departments, and the City Collector's

office handled only money from taxes. At that time, however, a Committee appointed by Mayor Howard W. Jackson and known as the Committee on Efficiency and Economy, under the leadership



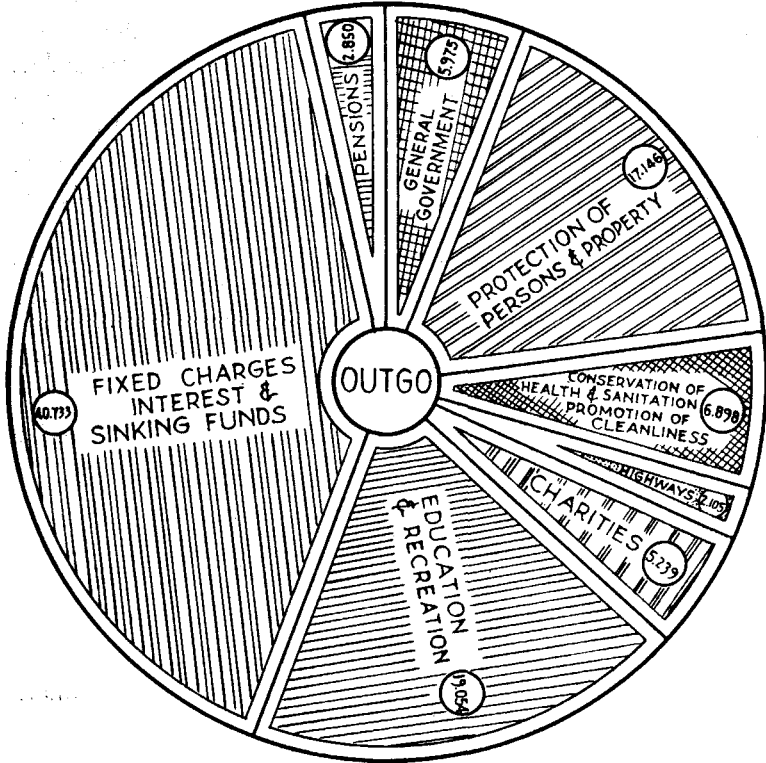
1934 Income, City of Baltimore—Budget Requirement, \$42,347,356

of Ezra B. Whitman and William J. Casey, made a very careful survey; and it was upon their recommendation that the entire system for the collection of revenue due Baltimore City was revised, and all the collection agencies of the City were consolidated into what is now known as the "Bureau of Receipts."

The Bureau of Receipts is charged not only to collect and to handle the money of the City but to prepare bills and to reduce the basis of assessment on the tax roll to money by multiplying by the rate.



Under the present law, taxes become due on January first for the current year and can be paid with discounts of varying amounts up to June first. During the months of June and July



1934 Outgo, City of Baltimore—Budget Expenditure, \$42,347,356

there is no discount. Beginning with August the interest and penalty charges are added. They are of varying amounts each month until the bill is paid. Taxes become in arrears on July first of the current year, and, with respect to real estate, the Collector can sell the property for taxes at any time after that date.

Many cities and towns in the United States are facing bankruptcy because they have allowed political influence or carelessness to govern their action regarding the collection of taxes in arrears.

Leniency, of course, must be used, and every effort made, to

cooperate and assist people who have been unfortunate and are unable to pay their taxes promptly; but there is a definite limit, and to go beyond this limit means, in many cases, disaster.

The best way for any community to collect taxes is to take the citizens or taxpayers into the confidence of the administration, impressing upon them the fact that it is their duty to themselves and to their neighbors to familiarize themselves and to educate their families concerning the form of Government under which they live, to understand what their tax dollar buys, and to see to it that only those people who administer their affairs wisely are put in charge of spending their money. In addition to this, they should realize that the budget requirements for the year must be met, since, for every dollar of deficit due to delinquent taxpayers, the ones who do pay their taxes shoulder an added burden.

The cost of collecting the city's revenue per dollar is .0048. This figure is based on the results obtained in the year 1932.

The percentage of current taxes collected for the following year is:

1928 .....	\$95.79
1929 .....	95.09
1930 .....	93.65
1931 .....	92.14
1932 .....	87.46
1933 .....	85.39

The amount of arrears now carried on our books, as of August 31st, 1933, is as follows:

1928 .....	\$ 56,463.96
1929 .....	78,029.71
1930 .....	154,579.27
1931 .....	412,471.23
1932 .....	1,120,758.18
1933 .....	2,920,384.52

As to the years 1928 and 1929, the items listed are mainly personal taxes and are either in suit or judgment has been obtained.

The amount due for 1931, with the exception of about \$146,000 to be allowed for personal taxes, will be eliminated by tax sales before the end of this year.

The Bureau of Receipts is divided into various Departments as follows:

Billing Department  
Controls Department  
Collection Department  
Lien Department  
Executive Department

Each of the above mentioned Departments is again subdivided.

The Billing Department prepares from the ledgers, which contain about seven hundred and fifty thousand (750,000) accounts, and mails all bills for charges due the City of Baltimore.

The preparation of the tax bills begins as soon as the tax rolls are received from the Appeal Tax Court and the tax rate is fixed by the Mayor and City Council. There are about four hundred and fifty thousand (450,000) bills, the completion of which requires approximately three million (3,000,000) entries, which is done by about two hundred (200) extra employees in from six to eight weeks, in addition to the 93 regular employees.

Many economies have been effected, in this particular Department, by apportioning the work in an orderly way; by the use of labor-saving machines; by putting back into service the addressograph equipment which had been discarded; and by re-designing the bills, so that the carbon is spotted upon the bill to eliminate the use of extra carbon paper.

A close co-ordination has been established with the reporting agencies, the State Tax Commission, and the Appeal Tax Court, to the end that charges reported are investigated and their collectability established. The latter are eliminated from the records by abatements. By this process the accounts receivable, as reflected by our ledgers, are as true as possible.

An Assistant City Solicitor has been assigned to this Department; he handles all People's Court cases of less than one hundred (\$100) dollars and makes all adjustments on judgments for bills of less than one hundred (\$100) dollars.

In March, 1932, machines which were designed to take care of a new method of billing the metered water accounts were put into service.

At this time there were fifty-two thousand (52,000) accounts in this class, which were increasing at the rate of approximately two hundred (200) accounts a month. The new system has enabled us to render a bill for metered water within eight days from the time of the reading of the meter, as compared with twenty days under the old system; and the work is done by four less employees. The prompt delivery of the bills bring in most of the revenue for this service within the quarter for which the bill is rendered. Bills for metered water are sent quarterly.

By changing the type of metered water bill about four thousand (\$4,000) dollars a year is saved in postage.

### TAX SALES

At any time after the taxes upon a piece of real estate become in arrears, the City Collector can offer this property at Public Auction. First, he has a bailiff personally deliver to the owner of the property a bill setting forth the charges due, together with a notice that it is the intention of the Collector to advertise the property for sale unless the charges are paid within thirty days from the date of the delivery of the notice. If it is not possible to locate the owner to make a personal delivery of this notice, the law permits the notice to be posted upon the property by the bailiff in the presence of a witness; and the posting of the notice in this manner, which is called a "set-up," is just as legal as though it were handed personally to the owner.

If the charges against the real estate are not paid within thirty days from the time the personal delivery to the owner or the "set-up" is made, the property is advertised for sale in at least two daily papers once a week for four weeks, and is, at the end of this period, sold by auction to the highest bidder.

Possession of property sold at tax sales cannot be obtained nor does title pass, until one year and a day from the time the property has been sold, and the owner of the property or the owner of the ground rent, if there be any, or the mortgagee can, at any time before the expiration of the period of one year and a day from the date of sale, be substituted for the purchaser by paying all

charges. If the parties just mentioned do not elect to redeem the real estate which has been sold, the Collector reports the fact to the Court that the property has been sold at a tax sale, and upon ratification of the sale by Court, the Collector will issue a deed to the purchaser, who has then valid title to the property.

At the last meeting of the Legislature, a law was passed whereby the Bureau of Liens is authorized to maintain a Lien Record, where all charges that are liens against properties are recorded. After the recording of the lien the Statute of Limitations does not apply; and should the Collector decide to proceed with the sale of the property under this new law, he does so by petitioning the Court to appoint him a trustee for the property; and the sale is then conducted under the order of the Court. It is thought that when sales are made in this way, there will be no question about the title; and the City will eventually be relieved of taking over the property at tax sales, because when a clear title is assured, there will be plenty of private bidders.

#### LICENSES AND REVENUE

Through various acts of the Legislature, the State has reserved the right to collect licenses from people who are doing business in Baltimore City on almost all types of things that produce or could be made to produce a fairly large revenue. A great deal of controversy has taken place over this matter, but up to the present time the City has not been successful in obtaining any additional concessions. There still remain, however, some things for which the City issues licenses, which are not generally known, for which reason a list is given:

Dog License—Original .....	\$ 2.00
Dog License—Renewal .....	1.00
Dog Kennel .....	5.00—\$10 and \$15.00
One Horse wagon .....	2.00
Two Horse wagon .....	4.00
Three horse wagon .....	6.00
Four horse wagon .....	8.00
Six horse wagon .....	12.00

Hacks .....	5.00
Cabs .....	3.00
Push Cart .....	1.00
Scow .....	2.00 each
Telegraph Poles .....	2.00 each
Employment Agency .....	25.00
Pawnbroker .....	200.00
Theatres and Moving Pictures .....	50.00
Entertainment and Dances .....	1.00 to \$10.00
Circus (each performance) .....	50.00
Miniature Golf .....	50.00
Lot Carnivals .....	10.00 per day
Coal Oil .....	1.00
Bacon .....	50.00
Women's Mds in Markets .....	5.00
Wagon Vender .....	5.00
Basket Vender .....	2.00
Sausage .....	5.00
O. E. A. (Sinks) .....	2.50
Billard and Pool Tables (each) .....	10.00
Bowling Alley .....	50.00

The amount of money received from the above sources is about eighty thousand (\$80,000) dollars per year; and the expense outside of the actual cost of the tin plates which are issued, and which is nominal, is about two thousand (\$2,000) dollars per year.

Revenue received from all sources which passes through the Bureau of Receipts amounts to approximately fifty million (\$50,000,000) dollars per year.

#### TAX SAVINGS DEPARTMENT

The changed conditions of the last three years have made it difficult for many persons who were formerly prompt with their tax payments to get the full amount together at one time. In order to help these deserving people and at the same time keep funds coming in to meet the fixed charges of the City Government, we have put into operation the "Tax Savings Department" of the Bureau of Receipts.

The problem was to find a way which would not interfere with the existing laws, to put the Savings Plan into immediate use,

and to avoid the delay that would be caused if legislative authority were requested.

There is no "red-tape" to the "Tax Savings Plan." It is an arrangement between the taxpayer and the City Collector, whereby a person may accumulate tax money by depositing small sums with the Collector. The taxpayer presents the bill; he wants to pay to the Cashier of the Savings Department; the information is taken from the bill and whatever amount he wants to deposit is entered on the office record and in a pass book. The pass book, similar to the one used by Savings Banks, is given to the taxpayer.

Deposits may be made at any time and in any amount from One (\$1.00) dollar up. When one-half of the total tax has been accumulated, it is transferred from the Savings Department to the general ledgers, thus reducing the amount on which interest and penalty would be charged; or if it is transferred during the discount period, the taxpayer is given the benefit of the discount on the amount transferred.

## BUREAU OF AUDITS

by HOWARD C. BECK, JR.

Student of George Washington and Johns Hopkins Universities. Engaged as Junior Auditor of Accounts of Baltimore City from 1915 to 1926, when appointed City Auditor by Mayor Howard W. Jackson at the time the Bureau of Audits was created.

**A**CCOUNTING is largely the link between the activities of an organization and its administrative control. This is equally true whether the organization be an industrial enterprise or a municipality. It is a link, however, that requires regular and careful examination and test to determine its accuracy and effectiveness. If the facts recorded in the accounts are to be used effectively by the administrative officers, they must be presented in such a simple, concise, yet comprehensive, and logical form as to be easily interpreted and above all must be accurate to be confidently applied.

It has been the purpose of the Bureau of Audits to render reports of this character and to maintain through a system of internal check the safeguarding of public funds.

The earliest record of a formal audit of the accounts of the officials of Baltimore Town is found in an act of the General Assembly of Maryland in 1782. This act appointing seven special commissioners "required them to render an annual account of receipts and expenditures to the Town Commissioners and to publish a copy thereof in the first month of every year in the newspapers of Baltimore. The revenue measure of the following session provided for more careful audit by authorizing the annual election, by voters of the Town, of three Comptrollers of Accounts, who should examine and certify to the correctness or error of the annual account of the Special Commissioners . . ." \*

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\* J. H. Hollander, *The Financial History of Baltimore*.



From the time of the incorporation of Baltimore Town into a city in 1796 until 1852 there is no evidence of a system of auditing. The City Register, who also acted as Treasurer, was required by ordinance to render an accounting annually, or oftener if required, to the Mayor and City Council. A detailed statement of receipts and expenditures was published annually by the Register.

By ordinance in 1852, a City Auditor was appointed and charged with the audit of municipal tax and assessment collections, formerly a duty of the City Register. However, a year later the function of the City Auditor was changed to the collection of tax arrearages, thereby relieving the Collector of that duty, and the audit and control of the municipal accounts again devolved upon the City Register.

This official performed these duties until 1857 when the office of Comptroller was established for the examination, audit, and settlement of all accounts of the city. By the terms of the ordinance of 1857 the office of City Auditor was abolished.

This status seems to have prevailed until 1910. The growth of the city and the increase in governmental departments and municipal functions made it desirable and necessary to have a more systematic and extensive audit of the municipality's accounts. This need became more acutely evident upon the disclosure of a serious defalcation in the City Register's office in 1909. From that time until 1917, the auditing was done by auditing firms under contracts let on the basis of competitive bids. The Certified Public Accountant holding the contract for 1917 was continued as the Auditor of the City's Accounts until 1926, by approval of the Board of Estimates.

In November, 1925, the Commission on Efficiency and Economy, appointed by Mayor Howard W. Jackson, two years earlier, to undertake a complete study of the operating methods of the city government and devise a plan for a more efficient and economical administration, rendered the report of its Accounting Committee in which it was recommended "That by executive order of the Mayor there be now organized the Bureau of Audits, so as to begin to function on the first business day of 1926," and further that the then existing system of auditing be discontinued and the

work assigned to the Bureau of Audits. It recommended that the Bureau should report directly to the Mayor and be his source of maintaining constant supervision over the entire accounting system. This recommendation was enacted into law by Ordinance No. 555 approved February 1, 1926, creating the Bureau and providing for supervision of the general accounting system of the city and the auditing of the accounts of the various departments, boards and other agencies thereof.

Accordingly, on February 24, 1926, the Bureau of Audits was installed comprising a City Auditor, Assistant City Auditor, three auditing clerks and a stenographer. This force entered upon the daily auditing of cash collections of the Bureau of Receipts and checking of bank deposits, the verification of credits in the Bureau of Receipts, current checking of all revisions and abatements of water charges, daily verification of the City Register's bank balance and reconciliation of Bureau of Receipt's Refund Account. Before the end of the year the scope of the audit was materially increased with an aim toward verification of all revenue items at the source, insofar as possible. A large number of disbursement vouchers of the newly established Bureau of Disbursements were audited. Records of the Central Payroll Department were checked, and a complete audit of a number of payrolls was made to prove the accuracy of all elements.

The accounts of the Employees' Retirement System were audited monthly. The accounts of a number of other departments and agencies of the city government were audited and reported upon, and in several instances recommended changes of procedure were adopted which facilitated both the accounting and auditing.

May 16, 1929, the balancing of the control accounts of the Bureau of Receipts, formerly under the supervision of that department, together with the force engaged in that work was transferred to the Bureau of Audits.

The scope of the Bureau's work has been extended until at present practically every phase of the municipality's activities are covered in its examinations and audits. Briefly this comprises:

*Bureau of Receipts*—Daily verification of all cash receipts and daily confirmation by banks of deposits.

Balancing of the various Tax Ledgers, Miscellaneous Accounts Receivable Ledgers, Rental Ledgers, etc., with the controlling accounts.

Verification of the charges recorded on the ledgers with the authorized charges of originating departments.

Verification of abatements entered on the ledgers with the records of the originating departments.

Verification of the cash collected and credited on the control accounts to the amounts remitted by the City Collector as State and City collections.

Revision of charges, both increases and decreases, are checked to the ledgers promptly after they are made in addition to being verified as above explained at the end of each year.

Audit and balance of the Overpayment and Refund Accounts.

Confirmation by notification to debtors of unpaid Miscellaneous Accounts Receivable. This feature has already resulted in uncovering embezzlement for which full restitution was made.

*City Register and Commissioners of Finance*—Verification of the cash and bank accounts monthly, examination and verification of all transactions to ascertain that all income from investments together with receipts from the Mayor and City Council have been received and properly accounted for, audit of all stock issues, transfers and redemptions. Special trust funds administered by the City Register and Commissioners of Finance are also fully audited.

*Employees' Retirement System*—Quarterly audits of the accounts, verification of all disbursement vouchers, cash book entries and ledger postings.

Verification of the receipts of all income from investments, and of receipts from employees and the city's contributions to the Board of Pension Trustees.

An annual examination and check of the investments of the system is made. The average yield from all investments if held to maturity is calculated.

An interesting feature of the annual statements is a balance sheet expanded to include a summary of the operations of the system for the year.

Through the examination of the accounts the Bureau of Audits several years ago was able to prove the forgery of a number of application blanks and checks for the withdrawal of employees' contributions, all of which resulted in full restitution and criminal prosecution.

*Central Payroll Bureau*—Current review and examination of weekly and semi-monthly payrolls are made which are adequately checked for accuracy of all elements.

Per diem payrolls are given particular attention and hours recorded thereon are sufficiently checked against the foreman's time books to determine that the payroll as consummated is in accordance with the earnings in the field.

An annual summarization of all payroll expenditures is prepared to determine that all funds drawn from the Bureau of Disbursements for payroll expenditure have been properly accounted for.

Bank accounts are submitted monthly by the Central Payroll Bureau for check as to mathematical accuracy.

*Municipal Post Office*—A monthly audit of the Postmaster's accounts is made and the inventory of stamps on hand is verified.

*Bureau of Disbursements*—Examination of a considerable portion of disbursement vouchers paid by the Bureau of Disbursements is made. These are checked for authorization of expenditure, certification of receipt of materials or services, mathematical correctness, etc. Special studies made from time to time of various classes of expenditures have resulted in obtaining substantial refunds and have been instrumental in uncovering improper practices on the part of municipal officers and employees during previous administrations.

Annual audits are also made of the accounts of the Board of Park Commissioners, Clerk of the Criminal Court, Enoch Pratt Free Library, Free Public Bath Commission, People's Court, Police Department, Sheriff—City of Baltimore, State's Attorney, Traffic Court, J. Wilson Leakin Bequest (a trust fund administered by the City Comptroller), Harbor Master, Broadway Pier, and others. These audits are made in considerable detail and as each of these departments and agencies produces or accounts for revenue to the

city, careful attention is given to proper charging and billing, verification of receipts of cash and their proper transmittal to the City Collector.

The Bureau has been instrumental in installing, in many of these departments and agencies, improved methods of accounting, along with the use of proper forms to facilitate the handling of the accounts.

On a number of occasions it has also undertaken special investigations of various natures, several of which have resulted in uncovering cases of defalcation and other irregularities and have been the basis of the subsequent prosecutions.

In conclusion, it may truly be said that the Bureau of Audits is endeavoring to fulfill the purposes for which it was established and to contribute to the efficient and economical machinery of the government of the City of Baltimore.

## THE CITY REGISTER

by EUGENE H. BEER

Mr. Eugene H. Beer, the present City Register, served as a member of the Municipal Tax Commission, also the Port Development Commission and, 1933, was President of the Baltimore Chamber of Commerce.

**A**T the first session of the Baltimore City Council, which was held on March 27, 1797, or about three months after the City of Baltimore was incorporated, one of its first acts was to create the offices of the City Register and City Treasurer.

The ordinance provided that the Register should receive and have in his charge and keeping all the records, papers and proceedings of the City and receive and safe-keep all the votes and proceedings of the City Council and all and every return of election. The City Register was also made the keeper of the City Seal.

At that time the City Register's office had nothing whatever to do with the City's finances.

On March 10, 1798, however, an ordinance was passed by the City Council which abolished the office of the City Treasurer and transferred the duties of that office to the City Register, so that, in addition to the duties originally provided, the City Register became also the custodian of all monies belonging to the City, in other words, the City Treasurer, although his title of City Register was never changed.

This condition continued until November 5, 1874. Meanwhile, the activities and responsibilities connected with the handling of the City's finances had so increased that the City Council, by ordinance, created the office of City Librarian\* and provided that the Librarian, under the supervision and direction of the City

Register, should take in his charge and keeping all the books and documents and the archives, records, papers and proceedings of the City, excepting those relating to the titles of City property.

In 1898, when the new City Charter was enacted, the then existing provisions relating to the City Register were incorporated in it, so that at the present time the City Register, in addition to being Treasurer of the City of Baltimore, is also a member of the Board of Awards and of the Board of Finance Commissioners, and when authorized by the Board of Finance Commissioners, the City Register negotiates loans for the account of the Mayor and City Council.

He is the custodian of all the funds of the Mayor and City Council and his office keeps all the records of the Commissioners of Finance and the Board of Awards.

The City Register is also custodian of all securities and cash of the Board of Trustees, Employees' Retirement System of the City of Baltimore.

All the transfers of registered stock debt of the City are made through his office and all City of Baltimore coupon bonds are registered as to principal.

The Register's office keeps a complete record of the stock debt of the City and the interest thereon, and the checks are prepared and forwarded to the registered holders when due.

The Register's office also disburses all checks of the Mayor with true copies of all ordinances and resolutions of the Mayor and City Council. The original ordinances and resolutions are kept on file and at the end of each councilmanic year they are placed in the custody of the Department of Legislative Reference, with which the office of the City Librarian was merged.

Jurors in the various courts in Baltimore City receive their pay through the Register's office.

During the year 1933 the disbursements for all purposes made through the Register's office amounted to \$71,981,979.50.

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*Editor's Note:* The Office of City Librarian was abolished in 1934 by Amendment to the Baltimore City Charter, and transferred the rights, powers, duties, obligations, and functions thereof to the Department of Legislative Reference.

## THE POLICE DEPARTMENT

by GENERAL CHARLES D. GAITHER

Educated in the Private Schools of Baltimore. Entered Fifth Regiment as Private, 1877, and went through all intermediary grades up to Colonel (1886). Left Regiment in 1890—re-commissioned Captain in 1896. Served in Spanish-American War in Fifth Regiment and in the Ninth United States Voluntary Infantry. On return from the Spanish-American War went back in National Guard and served as Colonel, Inspector-General and Adjutant-General of the First Brigade, Maryland National Guard. Became Brigadier-General in 1912, commanding the Maryland Brigade and went to Mexican Border 1916, commanding the Brigade. In 1917, commissioned in command of the Fifty-eighth Infantry Brigade of the Twenty-ninth Division. Appointed Police Commissioner in 1920 by Governor Ritchie and re-appointed by him in 1925 and 1931. In Maryland Legislature in 1888-1890, representing Baltimore City.

**P**OLICE service began in Baltimore City as a regularly constituted department by authority of a special act of the Legislature in 1784, which directed the Town Commissioners to appoint as many constables and watchmen as they might deem necessary to preserve the public peace, to prevent crime, and to arrest offenders. The town was a part of Baltimore County until constituted and incorporated as a city by the Legislature of 1797, but it was made a separate political subdivision of the State under the constitution of 1851.

A detailed account of the various changes of administration affecting the department from the time of its organization until 1860 is not of high importance, but during this entire period it functioned under municipal control. In the latter year, it is recorded, conditions became so corrupt, particularly in matters political, that elections were mockeries, the polls being in charge of armed and lawless ruffians, with whom the police were in sympathy to such an extent as to become unconcerned spectators.

A group of prominent citizens united to effect legislative action designed to divorce the department from municipal and to place



it under State supervision. The Legislature passed an act for this purpose on February 2, 1860, which designated the first Board of Police Commissioners consisting of four members and the Mayor.

This law, among other things, provided that while the City Council might pass ordinances for preserving and securing property and persons from violence, danger or destruction, and for promoting the good government of the city, it might pass no ordinance which would in any manner conflict with the power of the Police Commissioners, nor could the Mayor or any agent of the city government in any manner obstruct, hinder, or interfere with these Commissioners or any officer under them, and stipulated that in any and every appointment or removal to or from the police force, the commissioners could under no pretext appoint or remove any police officer, officer of police, or any person under them, for, or on account of, any political opinion or for any other cause or reason than the fitness or unfitness of such person. This law also provided that the sheriff and his deputies in any emergency could be called upon by the Board of Police Commissioners to act under its control for the preservation of the peace; and the Board could order the sheriff to summon a *posse comitatis* and to hold and employ the *posse*. They were also authorized to summon the military force of the city to suppress any insurrection; and when so doing, the military were to be subject to the commissioners. These conditions are substantially in full force and effect today.

Another law passed by the same session of the General Assembly conferred upon the Board of Police Commissioners additional powers for the general supervision of elections, this obligation continuing until these duties subsequently were transferred to the Board of Election Supervisors. The Department at the present time has comparatively little to do with the conduct of elections, other than to send out ballot boxes and surplus ballots to the polling places, and to preserve order at the polls.

The Police Bill of 1860 excited violent opposition from the Mayor, in whose opinion the bill was without authority in law. Its validity was contested, but it was sustained in the Superior Court and affirmed by the Court of Appeals later in the year.

On April 19, 1861, a number of Federal troops, while passing through the city en route to Washington, were attacked by Southern sympathizers. Missiles were hurled; shots exchanged; and, in spite of the earnest efforts of the police, the conflict continued, many citizens and soldiers being injured, and some few killed. As a result of this riot, Federal authorities assumed control of the police system. On June 27, 1861, the Commissioners were arrested and sent to Fort Warren, Boston Harbor, where they were confined for more than a year. The commanding military officer appointed a new board, composed of nine members, and the Congress appropriated \$100,000 to defray expenses incident to this project. In the early part of the following year, the military restored the department to the civil authorities of the State.

Five years later the law was amended to provide that the General Assembly, at a joint meeting of both houses, elect a Board of Police Commissioners to consist of three members to hold office for two years. The Mayor was not thereafter a member *ex-officio*. Until this time, and continuing until 1900, members of the force were appointed for a given term of years, in some instances the limit being four and in others five years, but in most cases preference in reappointment was given to those who had already rendered this service.

Immediately prior to 1900 criticism of the Commissioners was heard, and the opinion seemed to prevail that in appointments, promotions, removals, and in some other respects, political considerations influenced their acts. This condition led to the passage in that year of what is referred to generally as the "Civil Service Law," by the terms of which the power of election of the Commissioners by the Legislature was discontinued and the Governor given authority to appoint the members of this Board. Their tenure of office was set at two years, and minority representation was required.

The General Assembly at the same session enacted a law creating a Board of Police Examiners, whose members were to be appointed by the Governor, also for a term of two years, with minority representation. The Examiners were required at certain intervals to examine competitively all applicants for appointment and

promotion, and to prepare graded lists of eligibles (arranged according to averages received), and from these lists to nominate to the Board of Police Commissioners candidates for appointment and promotion in the order of their names on the lists. The Commissioners were restricted in appointments and promotions in accordance with the nominations made, and they could not make new nominations until the old lists had been exhausted either by appointment or rejection. These conditions still apply.

Appointments to the force are now permanent during good behavior and efficiency, and no member may be removed except for a sufficient cause and then only after charges have been preferred and conviction obtained at a trial before the Commissioner. The only exception to this rule applies to patrolmen, who, by a later Act, during their first two years of service are classed as probationers and may be dropped without trial during the probation period, if, for any reason, in the judgment of the Commissioner, they are found unsuitable for police duty.

A School of Instruction is operated for the benefit of probationers, who undergo an intensive course of training for eight weeks. They are coached in the elementary principles of policing, in rules and regulations, and in methods of detecting and suppressing crime. The course also includes an explanation of laws and ordinances, the making of reports, the presentation of evidence before the courts, lectures on first-aid service, the handling of revolvers, riot guns, recalcitrant prisoners and so on. Twice weekly, these recruits are assigned to districts for active patrol duty under the supervision of an experienced officer.

In 1920 the General Assembly of the State of Maryland passed an Act which abolished the board system and substituted for it the appointment by the Governor of one Commissioner, whose term of office is six years. He is charged with the entire responsibility of conducting the Department. This law, however, directed that the question as to the power of appointment by the Governor of the State or by the Mayor of the city of the Commissioner and members of the Board of Police Examiners be submitted to the electorate of Baltimore. The proposition was placed on the ballot at

the next General Election, and a continuance of State control was approved.

Although the personnel of the force has been increased from time to time as circumstances warranted, the General Assembly of 1922 enacted legislation, which is generally referred to as the "Re-organization Plan," whereby the force was increased and certain changes made in the ranks, grades, and duties of members. There has been no change since that time, although in 1927, authorization was obtained for the employment of 450 additional patrolmen, provided the Commissioner deemed this action necessary and the concurrence of the Governor and the Mayor be obtained. The present personnel of the Department and their salaries are as follows:

<i>Position</i>	<i>Salary</i>		
1 Police Commissioner.....	\$10,000.00	per year	
1 Secretary to Commissioner.....	4,500.00	" "	
1 Assistant Secretary to Commissioner.....	3,000.00	" "	
4 Assistants to Secretary.....	2,500.00	" "	
1 Chief Police Physician.....	1,500.00	" "	
6 Police Physicians.....	1,200.00	" "	
1 Chief Inspector.....	5,000.00	" "	
3 Inspectors.....	4,500.00	" "	
1 Secretary to Chief Inspector.....	3,000.00	" "	
1 Captain of Detectives.....	80.00	per week	
13 District Captains.....	70.00	" "	
1 Lieutenant, Bureau of Identification.....	60.00	" "	
35 Lieutenants.....	55.00	" "	
25 Lieutenant-Detectives.....	55.00	" "	
28 Detective-Sergeants.....	46.50	" "	
175 Squad Sergeants.....	46.50	" "	
25 Detective-Patrolmen.....	40.00	" "	
1350 Patrolmen—			
First Grade.....	40.00	" "	
Second Grade.....	37.50	" "	
Third Grade.....	35.00	" "	
24 Turnkeys.....	40.00	" "	
8 Station-House Clerks—			
First Grade.....	40.00	" "	
Second Grade.....	37.50	" "	
Third Grade.....	35.00	" "	

<i>Position</i>	<i>Salary</i>
18 Matrons .....	35.00 per week
18 Headquarters Clerks—	
First Grade .....	40.00 " "
Second Grade .....	37.50 " "
Third Grade .....	35.00 " "
1 Male Stenographer .....	41.50 " "
1 Lineman, Foreman .....	46.50 " "
14 Linemen .....	2,000.00 per year
18 Charwomen .....	22.50 per week
6 Hostlers .....	25.00 " "
37 Chauffeurs—	
First Grade .....	40.00 " "
Second Grade .....	37.50 " "
Third Grade .....	35.00 " "
1 Chief Engineer—Boat .....	1,965.00 per year
2 Engineers — Boats .....	1,800.00 " "
3 Firemen — Boats .....	1,700.00 " "
25 Signal and Telephone Operators—	
First Grade .....	40.00 per week
Second Grade .....	37.50 " "
Third Grade .....	35.00 " "
5 Policewomen—	
First Grade .....	40.00 " "
Second Grade .....	37.50 " "
Third Grade .....	35.00 " "
1 Station-House Fireman .....	1,200.00 per year
1 Foreman—Traffic Sign Division .....	41.50 per week
16 Laborers .....	28.50 " "
1 Chief Machinist .....	36.50 " "
13 Machinists .....	32.50 " "
1 Printer .....	32.50 " "

In 1921 the force welcomed the adoption of what is termed as the "Three-Platoon System," which placed all its members on an eight-hour basis. Seniority is always the main factor in determining permanent assignment of patrolmen to "A" Platoon, whose tour of duty is from 8 A. M. to 4 P. M. All other members, except inspectors and captains, work from 4 P. M. until midnight, or from that hour until 8 A. M. Prior to inaugurating this system, the

force was divided into what were termed A, B, and C Divisions. Those in A-Division worked from 8 A. M. until 7 P. M., those in B-Division from 7 P. M. until 4 A. M. C-Division was composed of members who had previously been assigned to other divisions but who were considered too infirm to perform their duties satisfactorily. Under this system they were required to report at 4 o'clock each morning, to relieve the night shift, and again at noon, to relieve the A-Division members during lunch periods.

The pension system, approved by the Legislature of 1886, authorized the Commissioners to retire on a pension for life any member of the force who was found to be permanently incapacitated for duty after completing sixteen years of service. The pension allowance was originally fixed at one-third, but it was subsequently increased to one-half the grade salary at the time of retirement. Members were not required to make a contribution to the fund, but this law was amended in 1900. In order to participate in its benefits, members were required to contribute two per cent. of their salary. This law is still in effect. Under its provisions, members of the department, with few exceptions, are entitled to membership. There is no compulsory age limit for retirement, nor may a member be retired at any age, regardless of service, unless a majority of the Department's physicians, after a thorough examination, certify that he is permanently incapacitated for duty. If a member is permanently disabled as the result of an injury sustained in the performance of duty, he is entitled to retirement at one-half his salary, regardless of his length of service. Widows of members killed in the performance of duty are entitled to the same pension the member would have received had he been retired, but this allowance terminates in the event of remarriage. Children of members killed in the execution of duty are eligible for an allowance from the fund until the youngest child reaches the age of eighteen. A member permanently incapacitated as the result of an injury not sustained in the line of duty may be retired before completing sixteen years of service upon the conferring of a lump sum of money, but in no event may this allowance exceed one year's salary.

The above resumé accounting for the history of organization, the balance of this chapter will be confined to facts relating to the present method of operation, touching briefly upon subjects considered necessary and vital to the administration of a law-enforcement agency.

Although a State department, the police system functions expressly and exclusively for the protection of persons and property in Baltimore City.

In 1931, members of the force, for the purpose of assisting the needy and unemployed throughout the city, contributed one day's pay each month, over a period of six months, which netted a total of \$65,008.62, of which \$50,000.00 was handed to Mayor Howard W. Jackson with the request that it be utilized as he might deem best. The balance was retained to meet police expenses in connection with rendering emergency relief.

Last year, in order to assist the Mayor and City Council to balance the budget, members earning more than \$1,500 a year voluntarily submitted to a ten per cent. reduction in their salaries, effective in 1933, and signed a waiver of rights as to existing salary schedules. This action resulted in a saving to the city of \$430,758.90. If circumstances warrant, the Department will again cooperate with the city authorities by submitting to the same plan during the coming year.

As provided by the Charter, a budget accounting for salaries and expenses for maintenance is submitted annually to the Board of Estimates, and the amount appropriated is included in the tax levy. Warrants are drawn on the Comptroller for amounts necessary to meet pay-rolls and expenses for general maintenance, but at the end of each year all unexpended balances revert to the city. Supplies are only purchased by the Department as they are required, and whenever possible this business is apportioned to various merchants throughout the city and all invoices discounted. In the purchase of commodities, such as gasoline, oils, etc., whereby delivery is required over a period of months, or in other instances when it is considered that the best interests of the city can be so served, contracts are awarded by competitive bidding. Accounts are al-

ways open for inspection by the Comptroller, and are examined periodically by the City Auditor.

Consideration of economy in the purchases of supplies is evidenced by the fact that in 1922, \$263,226.83 was required for operating expenses; in 1932, \$221,985.00 was expended; but in the current year it is planned to curtail expenses and to keep within the amount of \$191,886.00, as appropriated by the Board of Estimates.

Members of the force are required to pay for uniforms, which are selected and contracted for by the Commissioner, following advertisement for bids based on specifications. The contract, extending over a period of two years, is awarded to the lowest responsible bidder, as provided by law. Under this plan, the contractor is paid by the Department within a reasonable time after the garments have been delivered, and members liquidate their accounts in instalments, deductions being made from pay-rolls. In the event a uniform is damaged in the performance of any official act, it is replaced without expense to the member.

The city is divided into eight police districts, but with the exception of the Northern Station, which was built in 1900, and the Central District at Headquarters, other buildings, termed Station-Houses, are inappropriately located, having been built within the old city limits, before thought was given to increased population or expansion by annexation of parts of Baltimore and Anne Arundel Counties. Within the past thirty years, the suburban area has been greatly developed, but there has been no change in the location of district stations. To afford better protection in this territory, automobiles are utilized for patrol purposes; sub-stations have been erected; and fixed posts established; and it is the earnest desire of the writer that in the near future provision be made for the construction of buildings at more advantageous locations. This action will also permit a general rearrangement of district limits.

The modern Police Headquarters Building, which was completed and occupied in October, 1926, permits the centralization of the following units of the Department, a matter considered highly important:



Office of the Commissioner	Traffic Division
Secretary and clerical force	Policewomen
Inspectors	Board of Examiners
Records of Arrests	Police Physicians
Bureau of Accidents and Missing Persons	Traffic Court
Horse and Vehicle Service	Magistrate's Court
Printing Bureau	Central Police District
School of Instruction	Shooting Gallery
Athletic Department	Store-room for Ballot Boxes
Detective Bureau	Property Room
Bureau of Identification	Telephone and Signal Division
	Radio Broadcasting Studio

The Telephone and Signal System, introduced in 1885, has been developed and extended so that call boxes are now located on the post of almost every patrolman. Officers are required to "call" the district station at designated periods during each hour of duty. In 1923 the "Recall Blinker Light System" was inaugurated. Installed first in the Central District, it was extended throughout the entire city. This innovation permits quick contact with every patrolman on duty; and in an emergency the entire division could be mobilized within ten minutes.

The Traffic Division, composed of 169 members, of whom 40 are assigned to the motorcycle section and 12 to the mounted section, originated approximately thirty years ago, when a "Beauty Squad," consisting of 24 patrolmen, was selected to supervise traffic at important intersections in the business district. The development of the automobile industry necessitated inaugurating and maintaining a separate unit to expedite traffic and to curb the reckless operation of vehicles. Members of this division are picked from the regular force and assigned to duties involving the promotion of safety at hazardous intersections and along the public highways. They are also detailed to insure the safety of children immediately before and after school hours and to perform other routine duties whenever circumstances warrant in such a manner as may be directed by the Commissioner.

Few persons realize the physical lay-out in congested sections of

the city. Street-cars operate in both directions in most of the principal streets in the business center, and the flow of traffic in that area is evenly distributed. For that reason, it has been found impossible to attempt supervision along lines which have met with approval in other cities whose physical lay-out is entirely different from that existing in Baltimore.

Consideration of traffic problems is a matter which requires daily thought and action by every police executive. Automatic signals and warning signs have been installed by the Department at points considered dangerous and along through highways for the convenience of motorists and the protection of pedestrians, but the success of any undertaking in the interest of safety lies mainly in the careful operation of vehicles to the end that consideration be given to others using the highway.

The Traffic Court, established June 1, 1918, provides for the trial of persons charged with violating motor vehicle laws or ordinances pertaining to traffic control. Two sections of this court operate daily, except on Sundays and during legal holidays. Prior to that time offenders were tried before the District Magistrate.

Reports involving accidents of any description, originating in the city, are sent daily to the Bureau of Accidents and Missing Persons, where the information is recorded and classified for statistical and reference purposes. When it is found that a number of accidents occur at any given point, remedial measures are undertaken to correct the condition. Periodical reports are submitted to the Commissioner. This bureau has been of the greatest value in the Department's efforts to prevent vehicular and other accidents. Special investigators assigned to this bureau also assist in locating persons reported missing from home.

*The Lookout Sheet*, published daily in the Department's printing shop, lists property lost and stolen, a description of persons wanted, those reported missing from home, and other data for the information of the force. *The Lookout Sheet* is distributed to every member and, in addition, mailed to authorities of other jurisdictions.

The "Reorganization Plan" (referred to herein) authorized the

increase of the Detective Bureau to its present quota: one captain, 25 lieutenants, 28 sergeants, and 25 patrolmen. Members of this unit are selected from the uniformed force by the Commissioner solely on account of their special fitness and qualifications to perform detective work. This branch of the service is subdivided into groups, which specialize in solving particular forms of crime, embracing homicide, robbery, false pretense, narcotic squad, automobile theft, confidence games, and so forth. Others connected with the division are assigned to complaints originating in the several police districts. Detectives are required to follow up these complaints and to make daily written reports concerning them.

The Bureau of Identification, as its name signifies, deals with the identification of persons arrested for criminal offenses. They are photographed, classified according to the nature of their crime, and the information disseminated for use in the courts, authorities of other jurisdictions, and the Federal Government.

Police supervision is required on water as well as on land, within the limits of the city; but for many years the harbor was patrolled by officers in row-boats. The necessity for better service was recognized, but it was not until August 10, 1891, that the rowboat system of policing was superseded by more modern equipment, on which date the Steamer "Lannan" went into commission. Subsequently, the "Robert D. Carter" was added to the Marine Division. In the latter part of November, 1928, after forty years of constant use, the "Lannan" was relegated to the scrap pile and its place was taken by the more modern and commodious craft, "George G. Henry", named for the present Chief Inspector.

Due to the exercise of rigid economy in the maintenance account during 1932, a saving of approximately \$20,000 was affected, reported to the Board of Estimates, and permission obtained to retain \$15,000 to purchase radio equipment. Subsequently a contract was awarded to the R. C. A. Victor Company, of Camden, New Jersey, for the purchase and installation of the necessary equipment. The system, which was put into operation on March 4, 1933, consists of fourteen scout cars to render twenty-four-hour service in the outlying residential sections and six cruisers for the city proper. The results obtained from this section of the De-

partment have justified the conviction that radio is indispensable in combating crime as perpetrated by modern methods, and it is to be hoped that additional funds will be allowed to augment the division, whereby radio cars will be able to patrol the entire city, in order to make possible the discontinuance of the present method of post duty by patrolmen, and to secure their assignment for service on main thoroughfares.

A system of uniform crime recording is employed, the purpose of which is to record and charge the Department with the solution of every major offense. At the end of each year, for comparative purposes, statistics, which form a part of the general report of operations as submitted to the Governor, are compiled. A comparison of offenses of a serious nature in 1932 with those of the previous year disclosed the following:

	1933	1932	Increase	Decrease
Manlaughter .....	8	8	—	—
Aggravated Assault .....	130	117	13	—
Murder .....	51	64	—	13
Rape .....	59	45	14	—
Larceny (exclusive of auto- mobiles) .....	3748	3933	—	185
False Pretense .....	555	775	—	220
Embezzlement .....	68	58	10	—
Robbery .....	143	172	—	—
Robbery, hold-ups .....	242	213	—	—
Robbery, pocketbook snatching .....	121	105	—	—
	506	490	16	—
Burglary (forced) .....	1391	1298	—	—
Burglary (dup. keys) .....	231	309	—	—
Burglary (sneak) .....	656	864	—	—
	2278	2471	—	193
Forgery .....	38	30	8	—
Totals .....	7441	7991	61	611

During 1933 arrests were made in 3222 cases or 43.3% of the cases reported.

The total of such cases (7,991 in 1932 as compared with 7,441 in 1933) shows a decrease of 3.7%, but arrests for these offenses total 3,222 in 1933, or 43.3 per cent.

Complaints of robbery, as above listed, include, principally, reports which might be considered as of a petty nature, and in the majority of instances the loot obtained has been trifling. Nevertheless, for statistical purposes, they have been classified as indicated. The same condition exists with regard to many reports of burglary, the amount obtained in most cases being small, the majority of serious offenses having been cleared by arrests.

I am confident that organized crime does not exist in this city, and experience has proved that as a result of one arrest, involving burglary or robbery, several other complaints are cleared by the defendant confessing to crimes previously reported.

The value of property reported stolen or lost in 1933 amounted to \$1,190,392.05, of which \$834,108.67 was recovered; 2,794 motor vehicles were reported stolen during that year, but 2,751 were recovered.

I am firmly of the opinion that the peace and security of any municipality can only be obtained through the operation of an efficient police system. This fact is rapidly becoming a matter of paramount importance, but the objective can only be attained by the cooperation of a law-abiding public and by the coordination of prosecuting officials and those charged with the administration of justice. In this respect, Baltimore enjoys a unique distinction throughout the country.

The suppression of major crime necessitates every officer being constantly on the alert to meet conditions which are detrimental to the people they have sworn to protect; and, in this respect, it is necessary that they be upheld and safeguarded to the extent that efficiency may not be impaired or destroyed by influences designed to defeat the sanctity and preservation of law and order.

The expenses for salary and operation of the Police Department of Baltimore City for the past three years is as follows:

1932	4,422,077.78
1933	4,003,707.21
1934	4,198,027.75

## THE FIRE DEPARTMENT

by WALTER R. HOUGH

Educated in Public Schools of Baltimore and the Baltimore City College. Minority member of the Board of Fire Commissioners under Mayor Broening, 1919-1923; President of the Board of Fire Commissioners under Mayor Jackson, 1923-1927; Departmental Secretary, 1931; Executive Secretary to Mayor Jackson, 1931 to present writing. Twenty-five years newspaper work, from reporter to Managing Editor of the *Baltimore Star*. Became co-owner of the *Maryland Farmer*, the *Baltimore Underwriter*, *The Commerce and Maritime Record*; published *Municipal Journal* for four years; published *Fire Prevention Yearbook* (national), 1922-1932; one of the organizers of the National Fire Waste Council of the Chamber of Commerce of the United States.

COMPARATIVELY little progress was made in the methods of combating fires until the inception of the eighteenth century. During the eighteen forties the first steam engines were produced in England and America and the year 1859 found six of these pieces of apparatus in service by the Baltimore volunteers. The first steam fire engines connected with the first few fire hydrants of Baltimore had what was considered the remarkable capacity of 150 gallons per minute. From that day, by the constant improvement of steam fire-engines and later gas propelled and pumped engines, the delivery capacity constantly increased until today a single fire engine in Baltimore City can deliver from 800 to 1,200 gallons of water per minute.

The high pressure system is another example of increased water capacity, as a single piece of high pressure apparatus hooked to this system can deliver from its various nozzles a total capacity in excess of 10,000 gallons per minute. The larger fire-boat units of this city, too, are so equipped that these units deliver between 8,000 and 15,000 gallons of water per minute.

With the coming of the gasoline age there was a slow progress of motorization in the Baltimore City Fire Department and the

last horse disappeared from the department early in 1919. Baltimore thus became the first city of size in the United States to fully motorize its fire department.

The real history of the Baltimore Fire Department dates from the great fire of February 7, 1904. As is frequently the case elsewhere it took a major calamity to bring home to Baltimore its own shortcomings. The great fire swept 86 blocks—140 acres—with an estimated damage of \$70,000,000. Every available piece of apparatus was in service, and supplementary apparatus was brought from Washington, Philadelphia, New York, and elsewhere; but the fire was not under control for approximately thirty hours and the ruins smouldered for several weeks.

It is interesting to note the growth of the department since 1904. At that time Baltimore had 24 engine companies, 12 truck, or hook-and-ladder companies, one water tower, one soda and acid chemical company, one fire boat, and a fire alarm system that had largely out-lived its effectiveness, both in regard to scope and reliability. Including the three commissioners, the secretarial force, the chief engineer, his assistants, and the general force of firemen, telegraph operators, linemen, and other employees, the total membership of the department numbered 463.

By comparison it may be stated that today the Baltimore Fire Department has 54 engine companies; 25 truck companies; 5 high pressure hose companies; 2 water-tower companies; 4 foam chemical companies for oil fires; 4 fire boats; 2 flood-light wagons; a high pressure fire-service in the high-value section of the city, which can deliver more than 18,000 gallons of water per minute independent of fire companies hooked to regular street hydrants; an elaborate repair-shop division that both repairs apparatus and builds new pieces; a modern fire department headquarters; an up-to-the minute fire-alarm system, a school for officers; a school of instruction for members generally; a municipal ambulance service, in which are enrolled men who have received Red Cross ratings, and which in 1933 cared for 14,004 injured and ill persons; a complete Fire Department infirmary under department surgeons for the care of the sick and injured of the department; and a Fire Prevention Bureau,

combining a general method of inspection by all Fire Department officers.

The present personnel consists of three commissioners, a secretarial department, a chief of department, his assistants, and officers and men, along with fire alarm operators, linemen, etc., to the total number of 1,447.

From the volunteer days up to the early part of 1927, the Fire Department was operated as a single platoon system, the men sleeping in the engine houses and going to their homes only on days at stated periods and at times of vacation. The two platoon system brought a great change in that it allowed two shifts for day and night platoons, so that the men were assured of reasonable home life; and this system brought about a great improvement in the general morale of the department.

At the time of the great fire there was no reserve apparatus in the city to take the place of disabled machines or to take care of an emergency should there be any general conflagration, a series of large fires or a call from neighboring cities or towns that might drain the regular forces of Baltimore. Beginning in 1924 the department turned its earnest efforts towards building up a reserve of apparatus. Located in the various engine and truck houses are sixteen completely equipped and up-to-date engine companies, six truck companies, and three chemical companies. Should a fire or fires at any time force the concentration of the entire regular fire fighting apparatus force of Baltimore and all the men of a single platoon, the second platoon can be called into service with twenty-seven pieces of fire apparatus in perfect shape for covering the city during the emergency.

Baltimore was the first city in the country to put into service a foam chemical engine designed to fight oil fires. This engine, using two liquid ingredients, was built in the department shops. One commercial model was put in service at a later date. Three additional companies using the dry powder method of creating foam through portable generators were placed in service in the Baltimore department prior to 1927. Now practically every large city in the United States has adopted a similar system.

Among the important equipment of the Baltimore Fire Depart-



ment are the flood-light wagons, which are invaluable for lighting both the exterior and interior of buildings during fires, as well as for pier and waterfront conflagrations.

The Baltimore Fire Department has a unique piece of apparatus in No. 1 Engine Company, known as the Rescue Squad. This company answers all second alarm fires and hundreds of special calls annually. It has every form of safety equipment, including huge jacks that will lift street cars or railroad equipment in case of emergency, as well as smoke and ammonia masks, so that the men can enter places filled with carbon monoxide fumes, ammonia fumes, or other noxious gases without injury.

The Fire Department functions through the Board of three Commissioners, each appointed by the Mayor of Baltimore for a term of four years. The head of the uniformed force was known as the Chief Engineer, and the Department Secretary controls the secretarial and clerical forces and is general assistant in departmental detail matters to the Chief of the department. There are four Deputy Chiefs and a Superintendent of Machinery. A Captain and Lieutenant are in charge of each fire company on respective platoons. The Marine Division is one of the most important, as it protects a water front of approximately 48 miles. It consists of three large fire boats and, in addition, one fire boat for light draft operation and a small steam vessel in charge of the Chief of the Marine Division.

The general public knows little of the *modus operandi* of a fire-alarm call. It is interesting to note just what takes place from the time a person runs from a burning property to the corner fire-alarm box and the arrival of the firemen. The standard box has a key on the front protected by a thin piece of glass to prevent tampering. This glass must be broken. The key in the box is then turned and the door opened. Inside is a hook protruding from the inner mechanism; around it are the words, "Pull Down Lever And Let Go." When this is done the machinery in the box begins to operate, a small bell inside the box tapping off the number of the box. This number signal is immediately recorded in the Fire Alarm Headquarters at Lexington and Gay Streets. The number is signalled over the connecting telegraph system in three ways, one the

visual signal of the flashing red light, one the audible signal of a tapping gong, and the third the punching of a tape which leaves a permanent record of the call. This is repeated four times before the box stops operating as a confirmation of the accuracy of the alarm. As soon as the first alarm is received at headquarters an announcement of the number is made by a fire alarm telegraph operator and a second operator sets a hand dial with the number of the box. After the second round of the box the first operator announces the number the second time and the second operator pushes a button which starts the ringing of the gongs in all the fire stations. The fire stations receive this alarm in two rounds, on the large bell in the stations and over a second independent system which is known as the "Joker System," and which operates a small bell and a tape recording machine simultaneously. All of which seems a lot of detail, but from the time the box is pulled until the apparatus is leaving the house it usually takes less than three quarters of a minute depending upon the length of the box number in recording. In Baltimore the average time of arrival at a fire for the first apparatus from the time a box is pulled is less than three minutes, and the most distant suburban boxes in the city are reached by the first apparatus in from five to seven minutes. Time is a prime essential in answering a fire alarm for it has been aptly said that five minutes may spell the difference between a small fire and a conflagration.

In 1933 there were 5,620 fire alarms answered in the City of Baltimore. Of these 203 were false alarms. The fire damage in Baltimore in 1930 was \$2,291,338.43; in 1931 it was \$1,243,369.43; in 1932 \$2,680,224.37 and in 1933, \$2,225,000 (approximately).

The Fire Department maintains and operates six municipal ambulances. In 1933 there were 14,004 calls of which 1,972 were accidents; 8,174 sick calls, hospital transfers 2,988, and instances where patients have been removed before the arrival of the ambulance, or other necessary calls 870. These calls may be further divided into three categories; highway calls of which there were 2,690; residence calls of which there were 8,326; and hospital calls of which there were 2,988

According to further figures of 1932 the roster of the Baltimore Fire Department and the salaries per annum are as follows:

## FIRE DEPARTMENT ROSTER — 1933

<i>Men No. of</i>	<i>Position</i>	<i>Salary Per Annum</i>	<i>Contri- bution</i>	<i>Net Salary</i>
1	President .....	\$2000.	\$200.	\$1800.
2	Commissioners .....	1500.	150.	1350.
1	Department Secretary.....	3300.	330.	2970.
1	Principal Clerk.....	2100.	210.	1890.
1	Senior Stenographer .....	1900.	190.	1710.
1	Senior Stenographer .....	1800.	180.	1620.
1	Chief of Fire Department.....	5600.	560.	5040.
4	Deputy Chiefs .....	4000.	400.	3600.
24	Battalion Chiefs .....	3000.	300.	2700.
1	Supt. of Machinery.....	3000.	300.	2700.
2	Asst. Supts. of Machinery.....	2600.	260.	2340.
94	Fire Captains.....	2100.	210.	1890.
93	Fire Lieutenants.....	1975.	197.50	1777.50
4	Marine Enginemen.....	2065.	206.50	1858.50
2	Head Enginemen.....	2050.	205.	1845.
58	Enginemen .....	2050.	205.	1845.
12	Asst. Fire Enginemen, M.D.....	1900.	190.	1710.
2	Asst. Fire Enginemen, M.D.....	1800.	180.	1620.
1	Asst. Fire Engineman, M.D.....	1700.	170.	1530.
1	Asst. Motor Marine Engineman .....	1900.	190.	1710.
61	Asst. Fire Enginemen.....	1900.	190.	1710.
10	Mates .....	1900.	190.	1710.
15	Stokers, Marine Division.....	1800.	180.	1620.
1	Stoker, Marine Division.....	1600.	160.	1440.
4	Steam Firemen .....	1800.	180.	1620.
921	Firemen .....	1800.	180.	1620.
28	Firemen .....	1700.	170.	1530.
55	Firemen .....	1600.	160.	1440.
1	Blacksmith .....	2050.	205.	1845.
1	Blacksmith .....	1900.	190.	1710.
1	Marine Machinist .....	1900.	190.	1710.
1	Boilermaker .....	1900.	190.	1710.
2	Department Surgeons .....	2700.	270.	2430.
1	Supt. of Telegraph.....	3300.	330.	2970.
1	Asst. Supt. of Telegraph.....	3000.	300.	2700.
1	Asst. Supt. of Tele-Bat.....	2100.	210.	1890.

No. of Men	Position	Salary Per Annum	Contri- bution	Net Salary
7	Fire Alarm Operators.....	\$2400.	\$240.	\$2160.
7	Fire Alarm Telephone Oper....	1800.	180.	1620.
11	Linemen .....	2100.	210.	1890.
1	Charwoman .....	600.	30.	570.
<i>Per Diem</i>				
10	Linemen's Helpers.....	1080.	81.	3.33
1	Painter .....	1650.	165.	4.95

1447

## FIRE COMPANIES

Fire Companies consists of the following:

- 54 Engines Companies
- 25 Truck Companies
- 5 Hose Companies
- 4 Chemical Companies
- 2 Water Tower Companies
- 5 Fireboats

## APPARATUS AND EQUIPMENT

Engine Houses and equipment in Service and in Reserve as follows:

*In Service*

Number of Stations.....	74
Gasoline Pumping Engines.....	53
Hook and Ladder Trucks.....	25
Hose Wagons .....	5
Water Towers .....	2
Flood Light Trucks.....	2
Fireboats .....	5
Runabouts .....	26
Touring Cars .....	2
Sedan .....	1
Ambulances .....	6
Commissary Truck .....	1
Supply Trucks .....	4
Wrecking Trucks .....	2
Tank Trucks .....	2
Telegraph Department Trucks.....	3
Foam Truck.....	1
Battery Truck.....	1
Shop Trucks .....	3

Hose (¾-inch) .....	22,600 ft.
Hose (2½-inch) .....	145,390 ft.
Hose (3-inch) .....	31,950 ft.

*Reserve Apparatus*

Steam Fire Engines .....	9
Hose Wagons .....	12
Hook and Ladder Trucks .....	6
Gasoline Pumping Engines .....	9
Runabouts .....	5
Foam Truck .....	1
Ambulance .....	1

However, personal deductions bring down the total net cost of operation considerably. In 1933 salaries in the Fire Department amounted to \$2,426,967.07 and expenses to \$397,063.88; a net total of \$2,824,030.95 to operate the department.

The pension system inaugurated in 1926 embraces all departments of the city government except the Police Department which has a pension system of its own. In the Fire Department (for all members entering since 1926) the employee contributes a per centage of his salary according to age at time of becoming a member of the Employees Retirement System. The time of an employees' becoming a member of this Retirement System is optional during the first six months and obligatory thereafter. The system is too complicated for detail discussion here as it provides for death, disability, and retirement allowances.

## THE DEPARTMENT OF HEALTH

by HUNTINGTON WILLIAMS, M.D., Dr.P.H.,  
*Commissioner of Health*

Huntington Williams, M.D., Health Commissioner of Baltimore City, A.B., Harvard, 1915; M.D., Johns Hopkins, 1919; Dr. P.H., 1921. Staff member, League of Red Cross Societies, Geneva, Switzerland, 1920. District State Health Officer, New York State Health Department, 1921-1930, Secretary of the Department, 1931. Associate in medicine, in charge public health courses, Albany Medical College (Union University), 1927-1931; conducted survey public health administration, City of Albany, 1931; Director of Health, Baltimore, 1931-1933; Commissioner of Health since 1933; Professor of Hygiene and Public Health, Medical School University of Maryland; Lecturer, Public Health Administration, School of Hygiene and Public Health, Johns Hopkins University. Fellow, American Public Health Association; member American Medical Association, Medical and Chirurgical Faculty of Maryland, Baltimore City Medical Society. Author various articles on medical and public health subjects.

### IN THE PAST

GOOD government is measured by the well-being of the people. There can be nothing more important to a city than its public health; therefore, the primary concern of a city should be the health of its citizens. This doctrine has been proclaimed by statesmen since the time of Disraeli.

During the year that saw the incorporation of Baltimore as a city, two major health ordinances, Ordinance 11 and Ordinance 15 of 1797, were enacted. These have served as bases for all subsequent sanitary legislation in the city. From the beginning, the Medical and Chirurgical Faculty of Maryland, founded in 1799, and the Medical School of the University of Maryland, have been closely identified with the development of community hygiene in Baltimore and with the City Health Department. As early as 1802, only four years after the publication of Jenner's famous work on vaccination for the prevention of smallpox, the Medical and Chirurgical Faculty sponsored vaccination, and in so doing was the

first medical society in the United States to lend its support to this important foundation stone of preventive medicine.

The historical development of public health administration in Baltimore is described by Dr. William Travis Howard, Jr., formerly Assistant Commissioner of Health, in a treatise published in 1924 and entitled "Public Health Administration and the Natural History of Disease in Baltimore, Maryland, 1797-1920." The Health Department, originally established as the Commissioners of Health and later as a Board of Health, has published an annual report without interruption since the year 1815. Below is reproduced the earliest available report for that year:

### HEALTH OFFICE

Baltimore, January 8th, 1816.

Commissioners of Health met. Examined the yearly Bill of Mortality. Ordered to be published in the different papers, and about twenty circular copies to be printed.

#### ABSTRACT OF THE BILL OF MORTALITY For the year 1815.

*In the City and Precincts of Baltimore—as Returned to this Office Monthly*

Month	Male	Female	Total	Diff. Ages	Male	Female
January .....	69	52	121	1 to 2 years	37	36
February .....	53	48	101	2 to 3 "	17	18
March .....	58	41	99	3 to 5 "	28	29
April .....	73	66	139	5 to 10 "	30	40
May .....	39	47	86	10 to 20 "	116	76
June .....	48	36	84	20 to 30 "	105	68
July .....	66	55	121	30 to 40 "	61	46
August .....	75	68	143	40 to 50 "	33	25
September .....	70	59	129	50 to 60 "	24	23
October .....	46	48	94	60 to 70 "	17	20
November .....	68	47	115	70 to 80 "	15	22
December .....	77	40	117	80 to 90 "	4	4
				90 to 100 "	4	1
	742	601	1349	100 to 110 "	1	0

## RECAPITULATION OF DISEASES—FOR THE YEAR 1815.

Asthma .....	5	Insanity .....	3	Unknown .....	60
Apoplexy .....	2	Influenza .....	25	Worms .....	75
Bleeding .....	1	Jaundice .....	3		
Cancer .....	3	Liver Inflammation	9	Total .....	1349
Casualties .....	21	Lock Jaw .....	3		
Consumption .....	218	Mortification .....	5		
Croup .....	47	Measles .....	8		
Cholic .....	8	Murder .....	2		
Child-bed .....	22	Old Age .....	83		
Cholera Morbus .....	167	Palsy .....	5		
Drowned .....	23	Pleurisy .....	108		
Dropsy .....	34	Poison .....	1		
Dysentary .....	7	Putrid-meat .....	2		
Fever, Bilious .....	67	Quinsey .....	5		
“ , Typhus .....	85	Rheumatism .....	2		
“ , Intermittent .....	5	St. Anthony's Fire	3		
“ , Nervous .....	1	Suicide .....	4		
Fits .....	98	Still-born .....	96		
Flux .....	6	Sudden .....	9		
Hives .....	1	Teething .....	9		
Hooping Cough .....	6	Thrush .....	2		

BY ORDER OF THE BOARD OF HEALTH,

(Report copied verbatim)

P. G. HANDS, *Secretary*.

During the greater part of the past century, until its last decade, the major focus of health department service was concentrated on the sanitation of the environment, the abatement of nuisances, and the collection of vital statistics. These were supplemented by such attention to the prevention of the communicable diseases, by vaccination and quarantine, as the science of the day permitted. The last decade of the nineteenth century closed a period significant alike for the practice of medicine and for the administration of public health. In Baltimore it witnessed the rapid acceptance of the germ theory of disease by the medical profession and by the layman. Strong impetus thereto in this city came with the opening of the Johns Hopkins Medical School in 1893. That event followed a decade of classical instruction in the newer concepts of pathology and microparasitology under William H. Welch. Out of the confusion of the new bacteriology had come clear cut and demonstra-



ble definitions. In the light of this knowledge public health activities were given support and stimulus at what might be considered a turning point in the history of health administration of Baltimore. At about this time, 1896, the medical profession secured the establishment in the Health Department of a public health laboratory service under the able direction of Dr. William Royal Stokes, a man who later became a martyr both to science and to public duty in the course of his investigation of psittacosis, or parrot fever, during the outbreak of 1929.

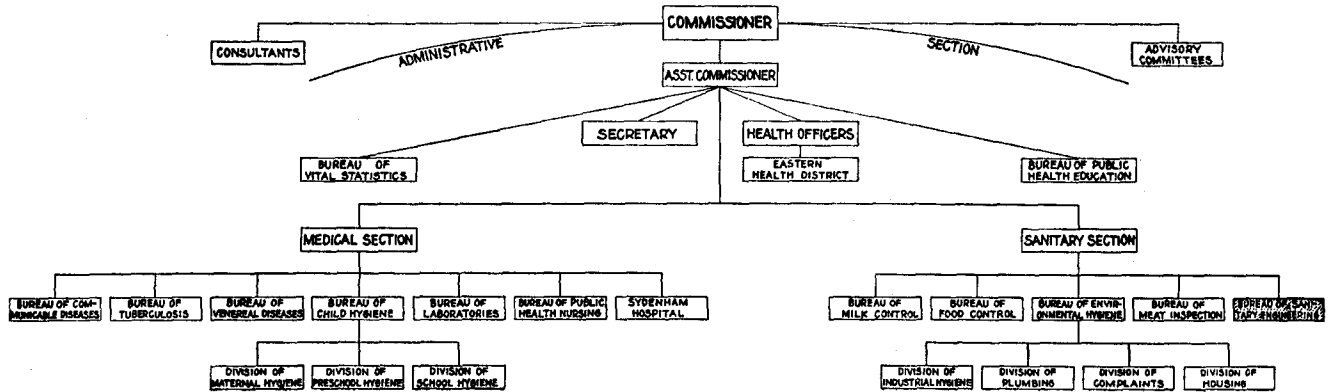
The first two decades of the twentieth century witnessed three fundamental improvements in the healthfulness of Baltimore in the establishment of a pure water supply, an adequate sewage disposal system, and the enactment of a very splendid city milk ordinance. In these matters city officials joined hands with the members of the medical profession and large groups of civic-minded citizens to bring about lasting improvements in the public health structure of their city.

During the same period there developed an increasing interest in the supervision of the health of school children and in the control of mortality from tuberculosis. In 1923 the new Sydenham Hospital for communicable diseases was built on ground owned by the City near the municipal filtration plant at Montebello. An earlier and smaller hospital for the same purpose had been established on the grounds of the Bay View Asylum in 1909.

Other important health services established since 1915, which will be described, are: (1) the Bureau of Child Welfare, organized in 1919, following a study made by Dr. Howard on the extent and causes of deaths of children in Baltimore under one year of age, and (2) the Bureau of Public Health Nursing, established in 1920 after a gradual growth beginning with the appointment of one school nurse in 1905.

Mention should be made of the fact that maritime quarantine of the port of Baltimore was a part of the City Health Department service from the earliest time, even before the establishment of the city. A small hospital was made available in 1794 for cases of smallpox and cholera reaching the city by means of vessels from foreign lands. This port quarantine service was transferred to the

# ORGANIZATION CHART BALTIMORE CITY HEALTH DEPARTMENT



United States Public Health Service in 1918. Since that time it has been under the jurisdiction of this branch of the Federal Government.

### AT PRESENT

In 1910 the total Health Department appropriation was \$174,782.50. By 1931 the budget for the department had grown to a total of \$902,776. During the same interval the number of departmental employes had increased from 144 to 528. This growth in the number of personnel came about because of the establishment of new health services and because of the increase in the staff of public health nurses necessary to care for the growing school health program and for the new Sydenham Hospital.

The period from October, 1931 to October, 1933 was one of reorganization, based on imperative financial retrenchment, due to the economic situation facing the whole country. The total budget was reduced approximately 20 per cent. in 1932 and was further reduced for the following year by approximately 13 per cent. The results of the reorganization may best be seen by a glance at the accompanying organization chart. For administrative efficiency, the work of the Department is divided into three major sections: the Administrative Section, the Medical Section, and the Sanitary Section.

### THE ADMINISTRATIVE SECTION

The Administrative Section is presided over by the Commissioner of Health and includes those activities primarily concerned with departmental policies, with financing of the various official public health services of the city through budgetary appropriations, and with the work of two particular bureaus; namely, the Bureau of Vital Statistics and the Bureau of Public Health Education, whose work is closely associated with administrative problems. The Administrative Section, through the Commissioner, is also the point of contact between the Health Department and the Mayor's Office and the other official branches of the City Government, such as the City Council; the Board of Estimates; the Law Department;

the Department of Education, for which it conducts the school health service; the City Service Commission, in connection with the employment of departmental personnel from civil service eligible lists; and the Department of Public Works, which has charge of the city water supply and sewage disposal. The Commissioner is in contact as well with the Maryland State Board of Health, of which body, by statute, he is an *ex-officio* member, and with important professional groups, such as the medical, the dental, and the nursing societies in the city and the state. He is also in touch with such active non-official health and welfare agencies as the Babies' Milk Fund Association, the Instructive Visiting Nurse Association, the Maryland Tuberculosis Association, and the Family Welfare Association.

Baltimore, with its long history of official public health administration running back well over a century, is conspicuous by its charter provisions, in that the City Health Department is an independent unit quite separate from the Maryland State Health Department, which was of much later development. In this it resembles New York City. Since about 1900 Baltimore has been among the leaders in modern health administration because of the absence of a Board of Health\*. Modern municipal administration is now noted as placing more reliance on health departments established with a single appointed head. This will be seen in the fact that the Legislature of New York State, during recent years, placed on its statute books a law giving municipalities in that State power to abolish local boards of health by ordinance. This is primarily in the interest of having a single responsible individual to guide municipal health machinery. It does not, for a moment, preclude the necessity for such a person to seek and secure advice on policies and on particular technical problems. In Baltimore the recent appointment of a group of eminent medical Consultants was brought about for exactly this purpose. The Consultants as originally appointed in 1932 were the following:

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\**Editorial Note:* Baltimore, through its Association of Commerce, won the 1933 inter-city health contest for cities of over 500,000 population, conducted jointly by the United States Chamber of Commerce and the American Public Health Association.

- Dr. William Henry Welch,  
Director Emeritus, Johns Hopkins School of Hygiene and Public Health.
- Dr. Arthur G. Barrett,  
President, Maryland Academy of Medicine and Surgery.
- Dr. Thomas S. Cullen,  
Member, Maryland State Board of Health.
- Dr. Allen W. Freeman,  
Professor of Public Health Administration, Johns Hopkins School of Hygiene and Public Health.
- Dr. Wade Hampton Frost,  
Dean, Johns Hopkins School of Hygiene and Public Health.
- Dr. Andrew C. Gillis,  
Professor of Neurology, School of Medicine, University of Maryland.
- Dr. G. Milton Linthicum,  
Chairman, Public Health Committee, Baltimore City Medical Society.
- Dr. Arthur J. Lomas,  
Superintendent, University Hospital.
- Dr. Maurice C. Pincoffs,  
Professor of Medicine, School of Medicine, University of Maryland.
- Dr. Robert H. Riley,  
Director, Maryland State Department of Health.
- Dr. James M. H. Rowland,  
Dean, School of Medicine, University of Maryland.
- Dr. George Walker,  
Member, Board of Supervisors of City Charities.
- Dr. Samuel Wolman,  
President, Maryland Tuberculosis Association.

In addition to this group, the Health Department benefits by technical advice on a multitude of important problems through such special Advisory Committees as the Dairy Advisory Committee,

long presided over by Mr. Samuel M. Shoemaker; the Dairy Farm Council; the Gas Reference Committee, in connection with the enforcement of the Gas Appliance Ordinance; the Sanitary Advisory Committee, under the chairmanship of Dr. William H. Howell; and a special Plumbing Committee, which assisted in the preparation of the recent revision of the rules and regulations governing plumbing and drainage work in the city.

The Administrative Section is in close contact with certain educational and hospital groups in the city, chief among which might be mentioned the medical schools of the University of Maryland and the Johns Hopkins University, the School of Hygiene and Public Health of the latter university, the hospitals associated with these two universities, and the Baltimore City Hospitals, which form a unit under the control of the Board of Supervisors of City Charities. With this latter hospital the Health Department has particularly close affiliations in the problems of institutional care for maternity patients and persons suffering from tuberculosis and the venereal diseases.

Although the activities of a group of about thirty practicing physicians, known as Health Officers, are primarily concerned with field service in communicable disease control and school hygiene, this group of officials is closely associated with the administrative work of the Department. The origin of this field medical staff goes back to a resolution of the City Council that established the vaccine physicians on a ward basis in 1821. A recent development in their work is the establishment in 1932 of the Eastern Health District. This is a special service set up in the sixth and seventh wards of the city, where a full-time Health Officer has been assigned as the representative of the Commissioner of Health to carry on all official Health Department activities. At the same time, he represents in this area the faculty of the Johns Hopkins School of Hygiene and Public Health. The purpose of the district is to furnish a field for the study of public health problems, both administrative and epidemiological, and also to furnish facilities for the systematic training of physicians, nurses, and other public health workers who may desire to enter the field of public health on a career basis. This district is unique because of the intimate alliance of the official

health work of the city with the leading educational institution of its kind.

### VITAL STATISTICS

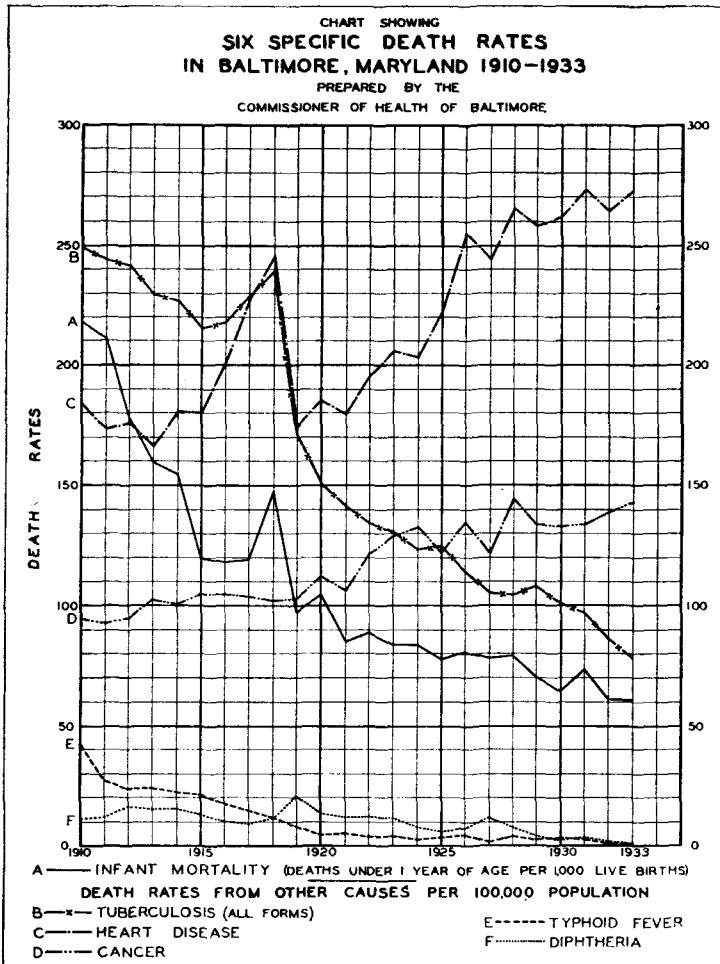
The Bureau of Vital Statistics in any Health Department is looked upon as the accounting and bookkeeping service which is depended upon to supply the statistical information in regard to conditions of health and disease on which the local health program is founded. In this bureau are recorded the official birth and death records of the people of the city, readily available to them for legal or other needed purposes. There are also innumerable current and historical tables indicating the prevalence of disease in the community. Careful and technical interpretation of this statistical material is essential for the guidance of an adequate health program in the same manner as a chart and compass and efficient weather bureau service are necessary for modern navigation by air.

### PUBLIC HEALTH EDUCATION

The Bureau of Public Health Education likewise forms an integral part of the Administrative Section. It has been said that if all scientific research affecting public health ceased for twenty years it would take that period of time to catch up and put into operation the various methods of disease prevention now accepted as of proven value. As there is no desire for a moratorium on research, there remains a need for improved methods of bringing to the public valuable and often life-saving information on matters concerning health protection. Dr. William H. Welch had this need in mind when he said in 1930:

“While public health is the foundation of the happiness and prosperity of the people and its promotion is recognized as an important function of government, how wide is the gap between what is achieved and what might be realized, how inadequate is the understanding of the public concerning the means adapted to secure the best results . . . ”

To remedy this inadequacy is the aim of the Bureau of Public Health Education.



Visitors to Baltimore have frequently remarked on the very valuable support given to the City Government and its official health machinery by the public press of the city. Naturally the Health Department does everything in its power to encourage the wide-



spread dissemination to the people of the city not only of current information on public health matters but also of news which may teach the public the many modern methods of how to keep well. An evidence of the mutual interest between the Health Department and the press of the city is seen in the fact that during the year 1932 there appeared in the newspapers of the city not less than 724 newspaper articles, making a total of approximately 6,800 column inches devoted to public health. A permanent radio health service over Station WBAL was set up early in 1932 and is, in fact, broadcasting each Tuesday evening a five-minute public health talk on some "Keep-Well" topic.

*Baltimore Health News*, the monthly publication of the City Health Department, was originally issued in 1918. It constitutes, next to the public press and the radio, the best method of bringing to the medical profession and to a large lay circulation timely news items of public health importance.

Other special types of health education work worthy of mention are: the use of the moving picture trailer in campaigns for the prevention of diphtheria, health exhibits, health talks, and courses planned for staff instruction.

#### DISINFECTION AND THE CITY MORGUE

A small but important part of the Administrative Section work is that of a group of connected services, which include the city morgue, a small municipal cemetery, and what remains of a former Bureau of Disinfection. This bureau in earlier days devoted much effort to fumigation and now is of importance in the destruction of clothing and bedding from homes following the death or removal of cases of certain communicable diseases, particularly tuberculosis. A staff of two autopsy physicians is available for public service at the morgue, and through the Anatomical Board, the morgue is in close connection with the Departments of Anatomy at the two medical schools in the city.

#### *Financial Statement*

There follows a financial statement for the Health Department for the fiscal year ended December 31, 1933:

*Expenditures of the Baltimore City Health Department*

Total Appropriations .....	\$668,108.76
Total Expenditures .....	666,783.92

*Salaries*

Administration .....	\$ 27,333.55
Bureau of Vital Statistics.....	12,689.99
Bureau of Sanitation.....	34,564.98
Bureau of Communicable Diseases.....	45,688.16
Bureau of Disinfection and Morgue.....	12,213.70
Bureau of Chemistry and Food.....	62,363.37
Bureau of Public Health Nursing.....	125,555.11
Bureau of Child Welfare.....	83,460.39
Bureau of Laboratories.....	25,989.03
Bureau of Meat Inspection.....	40,615.04
Special Salaries .....	2,099.03
Sydenham Hospital.....	70,819.05

Total Salaries.....	\$543,391.40
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*Expense Accounts*

Bureau of Administration.....	\$ 38,034.05
Antitoxin Serums and Vaccines.....	10,050.32
Bureau of Communicable Diseases.....	10,695.26
Bureau of Public Health Nursing.....	1,620.00
Bureau of Tuberculosis.....	767.54
Bureau of Disinfection and Morgue.....	723.67
Bureau of Chemistry and Food.....	6,305.47
Bureau of Laboratories.....	3,974.33
Bureau of Vital Statistics.....	1,710.00
Bureau of Child Hygiene.....	5,899.24
Dental Clinics.....	740.92
Division of School Hygiene.....	1,425.00
Bureau of Sanitation.....	733.90
Bureau of Meat Inspection.....	1,185.80
Sydenham Hospital.....	39,527.02

Total Expenditures .....	\$123,392.52
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Grand Total .....	\$666,783.92
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*Receipts*

Abatement of Nuisances.....	\$ 1,431.15
Sale of Birth and Death Certificates.....	5,234.00
Child Welfare.....	384.25
Dairy Permits.....	11,960.50
Plumbing Permits.....	7,490.00
Rooming-House Licenses.....	1,031.00
Health Revenue.....	270.00
Meat Permits.....	18,094.25
Sydenham Pay Patients.....	1,811.96
Total.....	<hr/> 47,707.11

## THE MEDICAL SECTION

In the Medical Section are found the following bureaus:

- Bureau of Communicable Diseases
- Bureau of Tuberculosis
- Bureau of Venereal Diseases
- Bureau of Child Hygiene,  
to be separated into the
  - Division of Maternal Hygiene
  - Division of Pre-school Hygiene
  - Division of School Hygiene.
- Bureau of Laboratories
- Bureau of Public Health Nursing
- Sydenham Hospital.

*Communicable Diseases*

The Bureau of Communicable Diseases continues the work of the control of infection for which health departments were originally established. There is no more cholera or yellow fever to combat and practically no malaria or typhoid fever. Five years have now gone by without a case of smallpox in Baltimore, because of the splendid health protection resulting from the strict enforcement of the State law requiring vaccination of each child before it enters school. What has been accomplished by recent community

effort in the prevention of diphtheria by the inoculation of babies with toxoid promptly after they reach the age of six months may be seen in the fact that in 1931 there were in Baltimore 23 deaths from this disease; in 1932 there were 15 deaths; and in 1933, up to September first, there were only 3 diphtheria deaths. This is in large measure due to thoroughly organized community campaigns for the prevention of one of the cruelest enemies of childhood. Since 1931 this work has been directed by Dr. William H. F. Warthen, Director of the Child Welfare Bureau, with the active cooperation of the medical profession of the city and of the Bureau of Communicable Diseases. The goal which the city has set for itself and which will be a triumph for a community of its size is *a year without a diphtheria death*.

There remain, of course, many unpreventable communicable diseases. Of these the Department receives reports numbering from 20,000 to 40,000 a year, depending upon the presence or absence of such a common affliction as measles, which usually makes the city a periodic visitation every second or third year.

All cases of typhoid fever are carefully investigated in order to determine, if possible, the source of infection so that further spread of this disease may be prevented. Because of the excellent sanitary condition of the city water supply, due to filtration and chlorination, and because of the fact that 98½ per cent. of the city milk supply is pasteurized under careful Health Department supervision, typhoid fever today is usually spread by "typhoid carriers." Such persons often give the history of having had typhoid fever many years ago and on laboratory examination are discovered to be harboring the germs of the disease in a manner that allows of their being spread to other susceptible individuals. At the close of the year 1932 the Department records included confidential data on 18 such typhoid fever carriers who, for the most part, are encouraged to continue their usual life work unless, perchance, they happen to be cooks or food handlers or persons engaged in the milk industry.

The pasteurization of the milk supply of the city is undoubtedly responsible for the absence of milk-borne outbreaks of such dis-

eases as typhoid fever, scarlet fever, diphtheria, septic sore throat, and undulant fever.

The epidemiologist is the full time medical detective in the Bureau of Communicable Diseases who is responsible for ferreting out information which might indicate the source of infection of these diseases and assist in making possible their control. He is constantly on the alert to discover hidden sources of communicable diseases which he may baffle in their attempts to get a foothold among the people of the city and particularly among the children. When the alarm sounds the epidemiologist, assisted by a corps of health officers and public health nurses, hurries into the field to isolate by quarantine, to investigate, and to control, much in the same manner as the Fire Department responds to an alarm.

### *Sydenham Hospital*

Sydenham Hospital is the city Health Department hospital for communicable diseases. It was built in 1924, largely as a result of the insistent efforts of Dr. C. Hampson Jones, then Commissioner of Health. The hospital has a bed capacity for 110 patients, with a permanent medical staff, which is augmented by interne service from the two medical schools in the city. Both schools employ the hospital for the purpose of teaching the diagnosis and therapy of the communicable diseases to their medical students.

During an average year approximately 1,500 patients are admitted to Sydenham Hospital. As a rule the largest number are children suffering with scarlet fever. Other diseases cared for include diphtheria, erysipelas, ophthalmia neonatorum, and meningitis.

### *Tuberculosis*

The phenomenal decrease in the death rate from pulmonary tuberculosis in Baltimore and practically all other parts of the country during the last fifty years has been attributed to a number of different causes, among which are, first, the very active anti-tuberculosis campaign conducted by official and voluntary health agencies and characterized by the hospitalisation of cases, the examination of contacts and the general education of the public in

regard to the prevention and care of this disease; and second, the great improvement in the economic status of the people as a whole. In Baltimore the death rate per 100,000 population from pulmonary tuberculosis in 1880 was 373.9; in 1890, 291.6; in 1900, 211.4; in 1910, 220.3; in 1920, 127.0, and in 1930, 84.3. In Baltimore tuberculosis takes its greatest toll among the colored population of the city, in which group the death rate is more than four times as high as in the white population. In spite of the marked diminution in the tuberculosis death rate in the United States during recent years, this disease continues to be the leading cause of death between the ages of 20 and 40 years.

Baltimore is fortunate in having available for its use approximately 1,000 beds for the hospitalization of tuberculosis cases. Some are in hospitals under the control of the Maryland State Tuberculosis Commission; some are situated at the Baltimore City Hospitals, and the remainder are in privately incorporated institutions. In addition, the Maryland Tuberculosis Association conducts a preventorium at Claiborne. Tuberculosis dispensaries are available at the larger hospitals in the city; and, in addition to this, the Health Department conducts a municipal tuberculosis dispensary in a city-owned building at 28 South Broadway.

The home investigation and education of families afflicted with tuberculosis, which is conducted by the Health Department, is done by a group of 90 generalized public health nurses, who serve the city on a district basis and include also in their program of work the public health nursing service of the school health and communicable disease control programs. These invaluable field agents employ the larger schools in their districts as their headquarters.

### *Venereal Diseases*

Official Health Department recognition of the fact that the venereal diseases constitute perhaps a major public health menace confronting any community dates back to about the time of the World War. Since then in Baltimore, as elsewhere, clinics for the treatment of persons suffering with venereal diseases have been established in health departments very generally.

During the year 1931 a special survey of the prevalence of venereal diseases in Baltimore was published by Clark and Usilton of the United States Public Health Service. The survey was similar to the study made in many other cities of the country. It disclosed the facts that in Baltimore there are approximately 10,000 fresh infections of venereal diseases each year and that there are constantly under treatment and observation about 10,000 such cases. The prevalence rate of the white population was found to be lower than that of a number of other large cities in the country, whereas the colored rate was found to be much higher than in certain other communities studied.

This survey and the inability of certain hospital venereal disease dispensaries to care for their load, because of the recent economic situation, led to an enlargement of the Health Department venereal disease service during 1932. At the close of that year it was separated from the Bureau of Communicable Diseases and established as a separate bureau under a full-time medical director. To meet the need, four free venereal disease clinics are in operation at scattered localities in the city.

### *Child Hygiene*

The Bureau of Child Welfare, as at present constituted, includes a division of maternal hygiene and obstetrics and another division devoted to the health of infants and pre-school children. In the field of maternal hygiene the Department supplements the work of the larger hospitals. Its obstetrical and nursing staff conducts a series of prenatal clinics and supplies obstetrical service in the homes of the poor to the extent of about 800 cases a year. With the opening of the new maternity ward at the Baltimore City Hospitals in 1934 there will be a discontinuance of this obstetrical activity in the Health Department program and major emphasis will be placed on supplying adequate prenatal care and instruction for mothers who will not receive such care from other sources. The Department, by ordinance, is required to inspect and license all maternity hospitals in the city, as well as all boarding homes, day nurseries, and nursery schools.

The greater part of the work of the public health nurses in the Bureau of Child Welfare is devoted to home visits for the instruction in health of parents of new-born infants and young children, particularly in families where this service is not readily available from the family physician. With a staff of part-time pediatricians, assisted by these 25 special public health nurses, the Department conducts a series of 40 infant and pre-school health stations scattered throughout the city in areas not otherwise supplied with this service by such voluntary health agencies as the Babies' Milk Fund Association.

### *School Hygiene*

The medical and nursing work in the public and parochial schools has grown tremendously since its inauguration with the appointment of two physicians in 1905. The corps of 30 health officers and 90 public health nurses, under Dr. H. Warren Buckler, maintain daily contact with the schools for the purpose of controlling the spread of communicable diseases and for the medical examination and inspection of the school children. Children with remediable defects are referred to their parents and family physicians or, if indigent, are cared for at the various dispensaries in the city. Because of the need, the Health Department conducts, in the Municipal Building, special clinics for school children with defective vision and defective hearing. School children are weighed and measured on entering school and periodically thereafter; and where cases of malnutrition are discovered the children are referred to open air classes or receive special examination and care.

### *Bureau of Laboratories*

Public health laboratory service is an essential Health Department function if there is to be adequate correlation between the practice of modern scientific medicine and efficient community control of a large number of the common communicable diseases. As far as budgetary allowances make it possible preventive and curative antitoxins, sera and vaccines are supplied to physicians and hospitals for cases of such diseases as smallpox, diphtheria, typhoid fever, paratyphoid fever, tetanus, undulant fever, dysentery, oph-



themia neonatorum, typhus fever and spotted fever, and meningitis.

During the year 1932 a total of 64,807 laboratory examinations were conducted by the Health Department on 55,385 different specimens, cultures, and food samples. In order to assist the medical profession by making readily available the outfits for laboratory examination of specimens, there are maintained throughout the city at various strategic places, chiefly in drug stores, 120 culture stations. In the headquarters of the Eastern Health District, in addition to such a station, there is kept refrigerated a supply of the important biological products and antitoxins for distribution to physicians practicing in that area.

An important branch in the laboratory service is the chemical laboratory, where food samples receive special tests in addition to their bacteriological examination. Finally, two other vital laboratory activities are the checks which are kept on the sanitary quality of the city milk supply by bacterial count, and of the city water supply by daily bacteriological examinations.

### *Public Health Nursing*

The public health nurse is a very recent and distinctly American contribution to the public health movement. Although the bedside care of the sick-poor by trained nurses goes back well into the last century (these early health visitors later becoming an important branch of the school health service and the anti-tuberculosis movement), the modern public health nurse did not develop until the period of the influenza epidemic of 1918 and the World War. This rather sudden flowering of one of the most important branches of any health service was nation-wide. In Baltimore it is reflected in the fact that whereas the City Health Department had 41 public health nurses in the year 1918 doing school, tuberculosis, and communicable disease work, by the year 1922 there was a total of 125 public health nurses on the department staff. In 1931 the number of public health nurses had increased to 143, a figure still quite inadequate to meet the real needs of a city of over 800,000 population. It was a rather tragic loss for the poor and afflicted in Balti-

more, therefore, when reductions in the city budget necessitated the removal of 24 of these public health nurses from the department staff.

The public health nurse, in a friendly and acceptable manner, goes in and out of the homes of the people of the city and always carries a message of instruction in health in a manner to supplement the protective and healing administrations of the medical profession. Without her no health department can do its work. She is assisted by other nurses representing such associations as the Instructive Visiting Nurse Association and the Babies' Milk Fund Association. She serves not only as the health educational visitor and representative of the Commissioner of Health among the thousands of homes in the city, but also serves her Department as an investigator where communicable disease or impending maternity or some other major health event has come to alter the daily routine life of the family.

#### THE SANITARY SECTION

The Sanitary Section was organized as a major branch of the Health Department in 1932 to include all those services not primarily medical in nature. It developed out of the former Bureau of Chemistry and Food. Mr. R. S. Craig, the able head of that bureau, was promoted to serve as Director of the new section.

The Sanitary Section includes the following bureaus:

Bureau of Milk Control

Bureau of Food Control

Bureau of Environmental Hygiene

which includes the

Division of Industrial Hygiene

Division of Community Sanitation

Division of Plumbing.

With the creation of the Sanitary Section there was developed a new industrial hygiene service and an improved method of handling complaints. As a result of the latter, there remain very few health nuisances that cannot be dealt with in an educational manner by the trained corps of sanitary inspectors now available

as a result of intra-departmental staff education. This corps understands fully the public health significance, or lack thereof, of the various types of nuisance complaints.

So, through the inspection force of the Department as a whole (and much of it is in the Sanitary Section) the older concept of police power has given way to the newer method of teaching and persuasion in the interest of protecting the health of the people of the city. The same thought applies alike in the work of the milk inspector on the farm and in the pasteurizing plant; of the food inspector in the corner store or at a great hotel; of a meat inspector at a slaughter house or in the market; of the plumbing inspector; and of the industrial inspector, who visits the executive in a factory to assist the latter in solving some health problem that may have been largely responsible for an unnecessarily high production cost or labor turnover.

### *Bureau of Milk Control*

The Bureau of Milk Control year in and year out concerns itself with supplying Baltimore city with an adequate and safe milk supply. Due to disastrous epidemics spread by milk in Baltimore in former years, the city is fortunate in having a superb milk ordinance built up step by step at different periods and finally perfected in its latest amendment in 1917. Dr. C. Hampson Jones, Dr. William H. Welch, the Women's Civic League, and numberless other friends of Baltimore's infant life were responsible for this splendid statute, which has resulted in the city having 98½ per cent. of its milk pasteurized under close Health Department supervision. Since September, 1933, the remaining 1½ per cent. is on a certified basis.

A corps of 8 milk inspectors travel daily north, east, and west from the city boundaries over the milk shed, instructing the cooperative producers in methods of handling milk in a clean and sanitary manner. Mr. R. S. Craig, of the Department staff, published a bulletin entitled "Essential Requirements for Sanitary Milk Production", which is the textbook for the Baltimore milk shed and which, because of its simplicity, has written itself onto the tablets of the hearts of the milk-men serving Baltimore. A five-year

educational program has produced results which have been recognized and accepted by Health Departments across the breadth of the United States. The proof of the efficacy of this carefully thought-out educational service is reflected in the fact that the average bacterial count in the bottled pasteurized milk on the doorstep of the housewife in Baltimore during 1933 was only 1,600, a figure so low as to be quite unbelievable. The upper limit allowed for certified milk is 10,000.

The process of pasteurization of milk, being such a highly technical one that a defect might result in a disastrous epidemic, is under the careful scrutiny of specially qualified Health Department inspectors. Six men control this work and also that of the manufacture of ice cream. The milk ordinance fortunately limits to the city boundaries the area where pasteurization may be carried on for milk to be sold in Baltimore. This guards the important pasteurization inspection service from tremendous possible dilution of effort, and is a further protection of the health of the milk consuming public from such milk-borne diseases as typhoid fever, diphtheria, scarlet fever, and undulant fever.

The sanitary quality of the ice cream sold in the city is constantly guarded by the Health Department. It may truly be said of the entire milk and ice cream industry serving Baltimore that the high quality of these products is in very large measure due to the long history of earnest cooperation given to the Health Department by the public-spirited men responsible for the conduct of the industry.

#### *Food Control*

The Bureau of Food Control, through its inspection staff of 6 inspectors, conducts the same type of health service for the food supply of the city as has just been described in connection with the milk supply. Inspectors are in daily contact with food-selling agencies throughout the city, stores, markets, poultry killing establishments, and the vendors of fruit and vegetables and other products consumed in a raw state. A careful look-out is maintained for any cases of communicable diseases among food-handlers in the city. Food poisoning outbreaks are investigated and such inter-

state problems as the arrival of fruit and vegetables sprayed with insecticides containing arsenic are dealt with in cooperation with the Federal and State food control officials.

### *Environmental Hygiene*

The Bureau of Environmental Hygiene is one of the more recent developments in the Sanitary Section of the Department. It was established to coordinate the Department services in which the sanitary condition of the living and working environment of the individual was of primary concern. The bureau work includes the new industrial hygiene program, the plumbing inspection service, and a miscellaneous group of problems of general community sanitation, including nuisance complaint work, inspection service for the issuance of permits for boarding, rooming and lodging houses, as well as hotels and apartment houses.

### *Meat Inspection*

The Meat Inspection service in the Department has been of relatively recent origin, and is based on the city meat inspection ordinance of 1925. The veterinary director of the Bureau of Meat Inspection, with a staff of 8 veterinarians and 4 meat inspectors, conducts for the city a program of meat inspection in all respects comparable to the interstate Federal meat inspection service.

### FOR THE FUTURE

Health departments are vital, growing, changing units of government. This must be so because of the newer knowledge of health protective measures constantly being made available through scientific research, and due to new methods of disseminating health information to the people.

For a municipal health service to develop decade by decade in a satisfactory manner it is essential that it be checked periodically against recognized contemporary standards. In 1914 the work of the Health Department was studied by Surgeon Carroll Fox of the United States Public Health Service, and recommendations were

made for its improvement. More recently the Department was fortunate in benefiting by a special public health survey of Baltimore, which was completed during 1932, by Dr. Joseph W. Mountin, Surgeon of the United States Public Health Service. In several instances certain of Dr. Mountin's major recommendations have already been put into effect. The text of his survey appears as an appendix to the 1932 annual report of the Department. It is safe to say that in general this recent study of the health needs of Baltimore will continue for many years to serve as chart and compass for the future development of the public health services of the city.

## THE DEPARTMENT OF PUBLIC WORKS

by BERNARD L. CROZIER

Educated in the Public Schools of Baltimore; graduated Baltimore City College, Alabama Polytechnic Institute, Baltimore Law School LL.B. Draftsman, Paving Commission of Baltimore, 1912-1923; Highways Engineer of the City of Baltimore, 1923-1925. Appointed Chief Engineer of the City of Baltimore by Mayor Jackson, 1925-1927; re-appointed by Mayor Jackson, 1931. Consulting Engineer, private practice, 1927-1929; Chief Engineer of the Metropolitan District of Baltimore County, 1929-1931.

### *Creation*

BY THE provisions of Chapter 418 of the Acts of the General Assembly of Maryland in 1924 the Mayor and City Council of Baltimore were empowered to provide by ordinance for the reorganization of the several municipal offices, boards and commissions embraced in Article 4 of the Code of Public Local Laws and to consolidate or abolish any such offices, boards and commissions, this power in the Mayor and City Council having been confirmed and ratified under the charter adopted at the election held in November, 1918, known as the Home Rule Amendment to the Constitution of Maryland. This charter amendment was further incorporated in a resolution of the Mayor and City Council passed September 26, 1924, and approved and adopted by a majority of the voters at the election held in November, 1924.

On July 7, 1925, Mayor Howard W. Jackson approved Ordinance 450, which created the Department of Public Works, headed by the Chief Engineer of Baltimore and comprising eleven sub-departments or bureaus, for the conduct, management, and operation of which the Chief Engineer is responsible.

### *Organization*

The sub-departments or bureaus thus created are as follows:

1. Bureau of Water Supply
2. Bureau of Highways
3. Bureau of Sewers
4. Bureau of Harbors
5. Bureau of Mechanical-Electrical Service
6. Bureau of Buildings
7. Bureau of Street Cleaning
8. Bureau of Plans and Surveys
9. Bureau of Standards
10. Bureau of Transportation
11. Bureau of Smoke Control.

On February 1, 1926, by Ordinance 556 an additional sub-department, known as the Bureau of Stores, was created; and the Bureau of Smoke Control was authorized by Ordinance 1296, approved May 13, 1931, thus increasing the total number of bureaus under the Department of Public Works to twelve.

Each bureau is headed by an Engineer or similar directing official, who has under him a staff of assistants to insure economical operation and to guarantee the various types of service which the bureaus are required to perform.

#### *Chief Engineer's Office*

As previously stated, the Chief Engineer of Baltimore is the head of the Department of Public Works, and the heads of the various bureaus report directly to him. When it is proposed to undertake some project of unusual importance, such as an additional water supply, a new viaduct, or some major public building, the preliminary studies are given special attention by the staff in the Chief Engineer's office before being turned over to the proper bureau for the preparation of details.

In addition to the Assistant Engineers and clerical force attached to the Chief Engineer's office, two field organizations were recently maintained, one in charge of the construction of the Prettyboy Dam and Reservoir and the other in charge of the operation of the Municipal Airport at Dundalk.

At Prettyboy the work was in charge of Construction Engineer



C. B. Cornell and a staff of about twenty-five assistant engineers, inspectors, etc. In addition to the construction of the dam this organization looked after the clearing of the watershed, the relocation, the grading and the paving of roads to an elevation above high water, the construction of bridges, and other work incident to the project.

At Logan Field the operation of the Airport is in charge of Mr. L. M. Rawlins, Jr., manager and engineer, who has under him a small force of electricians and airport attendants. He is responsible for the maintenance of the field and the operation of the hangar, and is also charged with seeing that Department of Commerce and local regulations as to the conduct of all parties using the field are followed.

The direction of operations in connection with all relief work is also through this office. Projects are selected in such number and of such size as are required by the number of men on relief in various sections of the city, and daily contact with each project is maintained through the superintendent's reporting to this office.

Snow removal, if and when necessary, is directed from the Chief Engineer's office. The work is divided between the various bureaus, the Bureau of Highways having a fleet of about fifty plows opening the main thoroughfares in the suburban sections, and following with hand cleaning in the outlying business districts and the Bureau of Street Cleaning performing the same service with about ten plows and two hundred men in the down-town area. The Bureaus of Water Supply and Mechanical-Electrical Service have a small number of plows assigned to small areas of the city, and utilize their maintenance forces for cleaning in these districts, while the Bureau of Sewers has a force of men assigned to the cleaning of underpasses and opening of storm water inlets.

A large amount of data has been collected in this office concerning franchise grants, legal opinions, agreements and rulings affecting the work of the department; and negotiations with public service corporations and similar concerns have been simplified and expedited by reason of these records.

### *Bureau Of Water Supply*

This bureau, empowered to perform all the duties and obligations formerly conferred on the Water Engineer or Water Board, is headed by the Water Engineer. Its work involves the collection, storage, filtration, and distribution of water to all residents of the city, as well as to portions of the metropolitan district in Baltimore and Anne Arundel Counties.

The entire water supply of the city comes from the Gunpowder Falls, being stored back of the concrete dam built across the Falls at Loch Raven, its capacity being 23 billion gallons. An additional storage reservoir has recently been created by the erection of the new dam at Prettyboy, which has a capacity of about 20 billion gallons. Water from the Prettyboy Reservoir can be released as needed and will flow down the Falls to Loch Raven to augment the flow from the remainder of the watershed.

From Loch Raven the water is conveyed through a tunnel seven miles long and twelve feet in diameter to the Filtration Plants at Montebello. These plants, two in number, are each provided with mixing basins, where alum is applied to the water as the first step toward purification, and settling basins where the heaviest particles of suspended matter settle and carry with them most of the bacteria. The water passes thence to the filters, where the lighter particles are strained out by the sand beds. Liquid chlorine and common lime are then added; and the water flows to the four filtered water reservoirs, which have a combined capacity of forty million gallons.

About two-thirds of the city is supplied by gravity from these reservoirs, the area so served ranging up to an elevation of about one hundred feet above mean low tide, including Brooklyn, Curtis Bay, and parts of Anne Arundel County. Druid Lake is filled by gravity from the filtered water reservoirs as part of the Low Service Zone supply, with Lake Montebello and Lake Clifton serving as reserve reservoirs for emergency use only.

Those areas in the city between elevations one hundred feet and two hundred fifty feet above mean low tide, known as the Middle Service (second) Zone, are supplied with water from Guilford Reservoir and Lake Ashburton, pumped from Hillen Pumping

Station in the eastern section and Vernon Pumping Station in the western section, respectively.

The Western High Service (Third) Zone, embracing properties between elevation two hundred feet to four hundred fifty feet above mean low tide, is supplied from Pikesville Reservoir, the water being pumped thereto at Druid Pumping Station. The Eastern High Service (Third) Zone, which includes properties in the eastern section at the two hundred to four hundred and fifty foot elevation is supplied from Towson Reservoir, pumped by Guilford Pumping Station. Towson Upper Service (Fourth) Zone, supplied by Towson Automatic Pumping Station and maintained by the Towson Elevated Tank, lies between elevations four hundred and five hundred feet, while Catonsville Upper Service (Fourth) Zone, supplied by Catonsville Automatic Pumping Station and maintained by Ingleside Standpipe, cares for elevations up to five hundred and fifty feet. The highest area served is in the Pikesville Upper Service (Fourth) Zone, supplied by Pikesville Automatic Pumping Station and maintained by Mt. Wilson elevated tank, supplying up to elevation of six hundred feet.

The budget of the Bureau of Water Supply for 1933 calls for an expenditure of about \$900,000 to take care of the expenses involved in operating, in maintaining, and in repairing these plants and the 1,500 miles of mains which distribute the filtered water to all parts of the city. This is a cost of approximately \$1.00 per year for each consumer served. The average daily volume of water used in 1932 was about 101,450,000 gallons, or about 113 gallons per person. The plant of the Bureau of Water Supply is conservatively valued at about \$81,410,000.00

Of the 200,000 domestic service connections from the mains to the houses about 70 per cent. are not metered, while the remaining 30 per cent. are supplied through meters. Meters are being installed wherever any new residences are built and where properties in the Old City are being converted to a different type of establishment. Industries are naturally metered, and the great bulk of metered properties are the dwellings in the old city and old annex.

For fire protection there are maintained about 10,150 hydrants,

of which about 12 per cent. are in the Metropolitan District, either on city-owned mains or mains owned by the two adjacent counties.

Although the present water supply is adequate for several years to come, there will be a time when other resources will have to be developed. With this in view a vast amount of data is being gathered in connection with the daily flow of Deer Creek, Gunpowder River, and Patapsco River to determine which would be the most available stream to develop. In addition to stream flow, data is being prepared to show the volume of water which can be impounded, the cost of conveying it to the city, the question of whether or not the existing filtration facilities can be utilized, the amount of property acquisition required, and other governing factors.

### *Bureau Of Highways*

In the creation of the Department of Public Works the Paving Commission, which formerly had charge of installing new street paving, was abolished and its functions, together with most of those of the old Highways Department were consolidated under the above captioned bureau headed by the Highways Engineer. This bureau now has as its duties the location, design, construction, and maintenance of all public highways and bridges, the issuing of permits and inspection of all work in connection with alterations to utilities in the beds of such streets, as well as permits for the use of explosives, the supervision of all footways and footway work, the testing of sand, gravel, and bituminous materials, and the maintenance of the Municipal Harbor Belt Railroad.

There are three general plans for paving highways; namely, subject to special paving tax, under special agreements and under Ordinance 739 of 1922. In the first class come all major thoroughfares, the paving of which benefits the traveling public as a whole. Secondary streets in the old sections of the city are also included in this class, as are side streets in the outlying sections. These streets are selected for paving by the Highways Engineer, who notifies the other bureaus and Public Service Corporations to make whatever installations of, or alterations to, sub-surface utilities they deem necessary in advance, so that no cutting of the new pavement will be

necessary in the near future. Assessments against the abutting property owners for a part of the cost of paving are made in accordance with the Special Paving Tax act of the General Assembly of Maryland, Session of 1912, Chapter 688.

The Special Agreement plan covers new developments where a builder is desirous of having the streets paved in order to accelerate the sale of the houses he is erecting. This builder agrees with the city to complete the necessary grading, arrange for the installation of all utilities and bear one-half of the cost of paving. The Special Paving Tax applies against the abutting property owners for a period of ten years in addition to the contribution of the builder.

To secure the paving of a street under the provisions of Ordinance 397 of 1922 a petition must be filed which bears the duly attested signatures of the owners of 60 per cent. of the front feet of property abutting on the section of street on which the improvement is desired. If such petition is found to comply with the requirements, the work is undertaken and the cost assessed on a basis of one-third each against the property owners on each side of the improvement, the remaining one-third being borne by the city.

The paving of alleys both public and private is handled under the provisions of Ordinance 140, approved in April, 1924, and Ordinance 421, approved in June, 1925, the entire cost of the work being assessed against the abutting property owners on a lineal foot basis.

The regulation of footways along public streets is as provided under Ordinance 573, approved March 26, 1921, and amended by Ordinance 711, approved June 1, 1922. Notices are served on the property owner to do whatever work is deemed necessary; and if these owners elect to have the city undertake the paving the total cost is billed against them. When the owner has the necessary work done himself he is required to secure a permit from the Highways Engineer at a nominal cost per square foot of work performed.

Permits are also issued by this bureau for any work done by other city bureaus or public service corporations which involves the disturbing of the street or footway surface, such as railway track adjustments, work on mains and services, and relocation of poles, inlets, hydrants, etc.

All street paving, other than sheet asphalt, is maintained by the day labor forces of the bureau, as are all city-owned bridges and culverts. For the maintenance and repair of sheet asphalt streets, agreements are made by the Board of Estimates with the four asphalt paving contractors, whose plants are located in the City, that each perform the necessary work in one-fourth of these paved areas. The plant inspection for all bituminous work is performed under this bureau as is the street inspection and the inspection of sand and gravel at the wharf.

At the end of 1932 approximately 845 miles of improved paving and 110 miles of unpaved streets were under the jurisdiction of the Bureau of Highways.

#### *Bureau Of Sewers*

The functions formerly exercised by the Highways Engineer relating to the maintenance and extension of the sewerage and storm water drainage systems were transferred to the Bureau of Sewers under the direction of the Sewerage Engineer as were the powers formerly held by the Commissioner of Health relating to supervision of sewers and drains.

Baltimore has adopted a dual system of sewers and drains, having as its ultimate aim the separation of all storm-and-surface drainage and clear-water discharge from houses from those discharges containing sewage or similar waste from residences, plants, and similar establishments. The storm water is being carried to the nearest natural stream valley, draining eventually into the harbor or into Back River. Sewage is conveyed to the Sewage Treatment Works at Back River or to the smaller suburban treatment works, where they are more available.

Three main streams flow across the city, Gwynns Falls in the western portion, Herring Run in the eastern annex, and Jones Falls dividing the city from north to south. Herring Run has Back River as its outlet, while the others flow into the northwest and middle branches of the Patapsco River. When development has required it, portions of these streams have been covered; and in the outlying sections the city has endeavored to secure the land on both sides for park purposes and wherever possible to retain and

enhance their natural beauty. Drainage pumping stations have been installed at the Eastern Avenue Underpass and at the Broening Highway Underpass, where the grade of the streets is too low to permit the drainage to flow to its natural outlet, and their operation is automatic.

Approximately 77,000,000 gallons of sewage is treated at the Back River Treatment Works daily. Of this quantity about 47,000,000 gallons daily, or 61 per cent., flows by gravity to the plant from the higher sections of the city. The remaining 30,000,000 gallons daily from the lower levels of the city flows to the Eastern Avenue Pumping Station at Eastern Avenue and East Falls Avenue, and is pumped thence into the mains which convey it to Back River. The flow to the pumping station is from the areas in East Baltimore south of Eager Street and in the western sections south of Baltimore Street, together with the irregular section connecting these areas through the center of the city. There are approximately 1,950 miles of sewers and drains in the city at the present time.

The Back River plant is one of the most complete and modern of its kind in the country, occupying an area of 556 acres and having a valuation of \$6,600,000.00. In addition to the routine work of sewage treatment, experiments of various kinds are conducted in the plant laboratory in an effort to increase the efficiency of the plant and the value of the sludge residue.

Permits must be obtained from the Sewerage Engineer for any extension or alteration of the sewerage and drainage systems by plumbers, drain layers, and other authorized persons. Large construction projects are handled by contract through the construction division, and the day labor division supervises all maintenance work and also takes care of small construction jobs. The division of works has charge of improvements and maintenance at all the pumping stations and disposal plants.

#### *Bureau Of Harbors*

All the rights, duties, powers, obligations, and functions of the Harbor Board and Harbor Engineer as previously exercised were transferred by the organization of the Department of Public Works

to the Bureau of Harbors, headed by the Harbor Engineer. As the name implies, this bureau has jurisdiction over the harbor of Baltimore and of all the piers, wharves, and docks abutting on it, and over all drawbridges crossing its navigable tributaries within the city limits.

Each year a quantity of dredging is required to keep the channels open and to remove the silt which is carried in from the various streams and storm water-drains flowing into the harbor. This work is contracted for and supervised by this bureau, and

Volume of exports from the Port of Baltimore  
By principal countries of destination for the year 1935.

Country	Tons#	Per- cent	Thousands of Tons			
			20	40	60	80
Japan	84,101	19.5	[Bar extending past 80 to approx. 95]			
France	58,567	12.9	[Bar extending past 60 to approx. 75]			
Germany	48,259	10.6	[Bar extending past 40 to approx. 55]			
Brazil	32,285	7.3	[Bar extending past 20 to approx. 35]			
China	31,597	7.0	[Bar extending past 20 to approx. 35]			
Philippine Is.	31,496	6.9	[Bar extending past 20 to approx. 35]			
England	26,820	5.9	[Bar extending past 20 to approx. 35]			
Canada and Newf.	25,603	5.6	[Bar extending past 20 to approx. 35]			
Argentina	25,428	5.2	[Bar extending past 20 to approx. 35]			
Netherlands	22,810	5.0	[Bar extending past 20 to approx. 35]			
Cuba	10,590	2.3	[Bar extending past 20 to approx. 35]			
Belgium	8,075	1.8	[Bar extending past 20 to approx. 35]			
Venezuela	8,067	1.8	[Bar extending past 20 to approx. 35]			
Egypt	5,521	1.2	[Bar extending past 20 to approx. 35]			
Chile	5,090	1.1	[Bar extending past 20 to approx. 35]			
Italy	4,916	1.1	[Bar extending past 20 to approx. 35]			
Spain	5,557	0.8	[Bar extending past 20 to approx. 35]			
Java	5,552	0.7	[Bar extending past 20 to approx. 35]			
Scotland	5,282	0.7	[Bar extending past 20 to approx. 35]			
Sweden	3,178	0.7	[Bar extending past 20 to approx. 35]			
Palestine	2,212	0.5	[Bar extending past 20 to approx. 35]			
Ireland	1,721	0.4	[Bar extending past 20 to approx. 35]			
Uruguay	1,636	0.4	[Bar extending past 20 to approx. 35]			
Canal Zone	1,527	0.5	[Bar extending past 20 to approx. 35]			
Straits Settls.	1,207	0.5	[Bar extending past 20 to approx. 35]			
Other Countries	4,285	0.9	[Bar extending past 20 to approx. 35]			
Total	455,678	100.0				

# Expressed in cargo tons of 2240 pounds.  
Authority: U. S. Shipping Board Bureau.  
Prepared by: The Baltimore Association of Commerce.

ranges in volume from 50,000 to 250,000 cubic yards annually. In addition, the Federal Government annually performs from 2,600,000 to 6,000,000 cubic yards of dredging in the work of harbor improvement, and private maritime interests have from time to time performed smaller dredging work to facilitate the movement of vessels to and from their docks.

This bureau maintains a fleet consisting of two ice-breakers, the "F. C. Latrobe" and the "Annapolis", one tug, the "Baltimore", one ferry steamer, the "Howard W. Jackson", two motor launches,



the "Bancroft" and the "Kipp", one pile driver, one floating der-  
 rick, and three scows. The ice-breakers, aided when necessary by  
 the tug, are called upon whenever it is necessary to keep the chan-  
 nels open in the harbor or in the Chesapeake Bay and its tributaries,  
 their greatest work in recent years having been between the city  
 and the Chesapeake and Delaware Canal. The cost of this opera-  
 tion as well as of the maintenance of the boats is shared by the  
 State of Maryland.

Ferry service between the foot of Broadway and the Locust

Volume of imports at the Port of Baltimore:  
 By principal countries of origin, for the year 1933

Country	Tons#	Per- cent	Thousands of Tons			
			100	200	300	400
Chile	446,269	18.4	[Bar extending past 400]			
Cuba	333,604	15.8	[Bar extending past 300]			
Aruba	280,422	10.7	[Bar extending past 200]			
* U.S.S.R.	209,298	8.6	[Bar extending past 200]			
Spain	180,456	6.2	[Bar extending past 100]			
Venezuela	136,332	5.6	[Bar extending past 100]			
Philippine Is.	118,867	4.9	[Bar extending past 100]			
Sweden	116,610	4.8	[Bar extending past 100]			
Mexico	105,686	4.4	[Bar extending past 100]			
Norway	91,666	3.8	[Bar extending past 100]			
Germany	76,320	3.2	[Bar extending past 100]			
Canada and Newf.	56,259	2.3	[Bar extending past 100]			
Belgium	38,923	1.6	[Bar extending past 100]			
Dominican Rep.	35,741	1.5	[Bar extending past 100]			
Netherlands	31,449	1.3	[Bar extending past 100]			
India	28,977	1.2	[Bar extending past 100]			
Finland	22,598	0.9	[Bar extending past 100]			
France	18,468	0.8	[Bar extending past 100]			
Honduras	17,051	0.7	[Bar extending past 100]			
Argentina	16,900	0.7	[Bar extending past 100]			
New Caledonia	15,150	0.6	[Bar extending past 100]			
Brazil	14,180	0.6	[Bar extending past 100]			
Straits Settls.	13,679	0.6	[Bar extending past 100]			
England	9,466	0.4	[Bar extending past 100]			
Japan	8,080	0.3	[Bar extending past 100]			
Other Countries	50,160	2.1	[Bar extending past 100]			
Total	2,422,771	100.0				

\* Union of Socialistic Soviet Republics.  
 # Expressed in cargo tons of 2240 pounds.  
 Authority: U. S. Shipping Board Bureau.  
 Prepared by: The Baltimore Association of Commerce.

Point section at Haubert Street has been maintained by the Bureau  
 of Harbors. Traffic on this ferry has dropped from about 382,000  
 passengers and 5,500 vehicles in 1929 to 179,000 passengers and 450  
 vehicles in 1932, due to the decrease in business in the area con-  
 tiguous to the termini.

In the summer months, the ice-breaker "Latrobe" and tug "Bal-  
 timore" are often called into service for excursions to various points  
 on the bay, an appropriation being made by the Board of Estimates  
 for ten trips of the Free Summer Excursions Society. The "Balti-

more" is used on this service mainly to accommodate small groups of visitors interested in an inspection of the harbor.

The Bureau of Harbors operates the Municipal Radio Station "W. M. H." under an agreement with the Radiomarine Corporation, handling commercial radiogram traffic and general information as to weather conditions, shipping movements, and so forth.

Permits for new construction work, repairs, or replacements, as well as for dredging and miscellaneous activities, must be secured from the bureau before such work can be undertaken by maritime interests or their contractors.

When the development of the new Municipal Airport was undertaken, the supervision of the building of the bulkhead and the pumping of the materials back of it, as well as the grading of the fast land included in the field, was placed with the Harbor Engineer. A total of about 11,500,000 cubic yards of material was pumped back of the bulkhead, including the sand and gravel causeway connecting the seaplane ramp with the plant of the General Aviation Manufacturing Corporation. The seaplane ramp was built in the offset of Bulkhead "A" by the day-labor forces of the bureau to permit the launching of seaplanes and amphibians. A cinder and stone runway was also constructed in a southeasterly direction from the plant to take care of land planes.

The operation of the temporary airport at Logan Field was also under the jurisdiction of the Bureau of Harbors until the end of 1931, when it was taken over by the Chief Engineer's Office.

#### *Bureau Of Mechanical-Electrical Service*

The operations of this bureau are probably the most diversified of any of the sub-departments created under the reorganization ordinance. This ordinance provided first that the office of Superintendent of Lamps and Lighting be abolished and its functions transferred to the new bureau. The Electrical Commission was also abolished, and the powers of said Commission and the duties of its Chief Engineer vested in the new organization. Other duties and functions have since been added to form the present set-up.

On December 1, 1932, there were approximately 21,200 electric and 17,300 gas lamps in service to provide illumination for the

streets and alleys of the city. About 20,000 of these lamps are owned and operated by the Consolidated Gas Electric Light and Power Company, and the remainder are operated by the American Street Lighting Company. Due to economic conditions it has become necessary either to discontinue or to reduce the candlepower of a number of these lamps, thus effecting a distinct saving in the maintenance budget. The average cost of street lighting for the past two years has been \$40.25 per lamp or \$1.85 per capita.

The conduit construction and underground inspection work, formerly handled by the Electrical Commission, entails the placing of conduits for lighting, power, and other cables in the streets and alleys of the city either in advance of the laying of improved paving or in the footway areas adjacent to paved streets, and the supervision of the installation, repair, and maintenance of the cables in these conduits. As of December 31, 1933, the total length of conduits which had been constructed and were available for rental was 22,827,166.60 duct feet. The annual rental derived from the use of this space has steadily increased, reaching a maximum of about \$492,651.74 last year. Of this revenue over \$383,907. was derived from the Gas and Electric Company, the remainder being divided between the steam and electric railway companies, telegraph, telephone and cable companies and various industrial, commercial, and other organizations. The Fire and Police Departments also occupy a large amount of space, for which no charge is made.

The Bureau of Mechanical-Electrical Service has charge of the operation of the garbage and rubbish incinerators. The plant at 28th and Sisson Streets has a capacity of about 175 tons per 24-hour day and the one at Philadelphia Road and Herring Run can handle 250 tons in the same period. These plants, which are designed for the destruction of rubbish, have been operated by the day-labor forces of this bureau for several years. The new high-temperature incinerator, located on Reed Bird Avenue, west of Hanover Street, which was put in service January 1, 1933, has a capacity of 600 tons of garbage and rubbish, the rubbish serving as fuel for the destruction of the garbage. This plant was built and is operated by the contractor under the supervision of this bureau, and, at the end of ten years, will become the property of the city.

The Mechanical Division of this bureau, located at the Gay Street yard takes care of repair and minor construction work for the several other bureaus of the department. It comprises carpenter, paint, welding, electrical, and machine shops, equipped to perform general maintenance work on automobiles, trucks, buildings, vessels, and mechanical and electrical equipment. The oil-burning heating plant was completely installed by these forces at Logan Field during the past year, and the electrical set-up at Baltimore City Hospitals was changed from direct current to alternating current.

The engineering forces prepare specifications on the electrical and mechanical phases of construction projects, such as pumping stations, power plants, and other public buildings. A contract has just been awarded for a new heating plant at Baltimore City Hospitals. Plans and specifications were prepared by this organization and it will supervise its construction.

In general, this bureau is equipped to render advice, cooperation and service to all other bureaus and departments along the lines above described.

### *Bureau Of Buildings*

This bureau, headed by the Buildings Engineer, combines the duties formerly vested in the Inspector of Buildings, the Superintendent of Public Buildings and the Bureau of Minor Privileges, with the exception of the construction of Public Schools, which is handled by the Construction Bureau of the Public Improvement Commission.

In the matter of public building construction during 1932-1934, the greatest activity has been at the Baltimore City Hospitals, where a new Nurses' Home and General Hospitals Building have been completed, and alterations have been made to Ward "A" and the male tuberculosis ward. The construction and equipment of these buildings will involve an expenditure of over \$2,500,000.00. Other necessary construction in this group will involve an additional cost of \$500,000 in addition to the power plant, which was referred to in the report of the Bureau of Mechanical-Electrical Service.

Other important projects constructed since the creation of the bureau are the Municipal Office Building, \$1,493,000; the Museum of Art, \$831,876, and the Central Building of the Enoch Pratt Free Library, \$3,000,000.

The most important function of the bureau is the examination and approval of the vast number of applications for the construction, alteration, and repair of various types of buildings throughout the city. In order for a property owner to undertake any work of this character he must make an application on the prescribed form and submit therewith a set of plans showing in detail the work involved. These plans are carefully examined by the employes of the Bureau of Buildings to be sure that they conform to the building code. If new construction work is planned, the plans must conform to the Zoning Ordinance. Heating and ventilating, plumbing, electrical installation, and all similar details must be checked to see that they, too, conform to the code. After plans and specifications have been approved and permits issued, the inspectors assigned to the various types of work make periodical inspections of the construction or installation to see that it is being done in conformity with these specifications. Due to the large number of oil-burner installations, the issuance of permits and supervision of installation has also become an important function of the bureau.

The volume of building construction has varied greatly in the past thirty years, ranging from \$5,000,000 to \$15,000,000 annually between 1902 and 1918, climbing to over \$45,000,000 in 1924 and 1925 and dropping to about \$13,000,000 in 1932.

This bureau has charge of the inspection of the 3,300 passenger and freight elevators in use throughout the city, making annual inspections and issuing certificates of fitness. Gasoline tank installations also come under its jurisdiction; and, in keeping with the steady growth of automobile traffic and the resulting increase in fuel consumption, this is a function which has required more attention each year.

The Division of Minor Privileges has charge of the franchises and franchise charges made by the city for the privilege of constructing signs, awnings, marquees, vaults, and similar structures

over, on, or under the streets and alleys, and such other grants of like nature which may be made by the Bureau of Buildings or the Board of Estimates. Many of these permits are of a temporary nature, such as those for the erection of the Christmas tree and sidewalk vendor stands. The number of permits issued annually by this division varies from 2,100 to 2,800, about 40 per cent. of them being of a temporary nature.

This bureau is charged with the servicing of the City Hall, the Court House, the Municipal Building, the Police Building, the Peoples Court, and the War Memorial Building, the cost of the latter being shared equally by the State. This service, which includes superintendence, janitor and elevator service, heating and lighting, supplies and maintenance, requires a force of about 170 employes and an annual expenditure of over \$150,000. Other public buildings, such as the Red Cross Building and the Welfare group on St. Paul Place, are also looked after in a supervisory way by the Superintendent who heads this division. During the past year it has also given aid to the operation of the Salvation Army Bureau for Homeless and Transient Men at their dormitories on Aisquith and Frederick Streets and at the Cheer Center on Calvert Street.

### *Bureau Of Street Cleaning*

Upon this bureau was conferred the duties and powers formerly exercised by the Commissioner of Street Cleaning, and its operations are supervised by the Engineer of Street Cleaning. The duties of the bureau embrace the collection and disposal of garbage, ashes, rubbish, waste oils and greases, and dead animals, the cleaning of streets and markets, the extermination of mosquitoes, and the removal of snow in the central business district.

The collection of garbage has recently been put on a much more sanitary basis by the purchase of a number of specially designed trucks with tight bodies. We were thus able to dispose of all horses and horse-drawn equipment. All garbage is delivered to the new incinerator at Reed Bird Avenue, where it is destroyed by high temperature incineration as described under the report of the Bureau of Mechanical-Electrical Service.

Rubbish collection is by contract. The present contract went into effect on January 1, 1933, and is for a period of five years at the price of \$4.10 per ton. This rubbish is delivered either to the old incinerators at Sisson and 28th Streets and at Philadelphia Road and Herring Run, or to the new plant at Reed Bird Avenue. A sufficient quantity must be taken to the new incinerator to furnish fuel for the burning of the garbage, it being estimated that the proper proportion is thirty-five pounds of rubbish for each sixty-five pounds of garbage.

The collection and disposal of ashes is handled entirely by city forces, although it is necessary to supplement the hauling equipment with a number of hired trucks during the winter months. In the outlying sections, wherever advisable, this material is utilized to fill the beds of proposed streets. It is also used to fill in quarry holes, ravines, and low areas where the need of filling is most urgent. In the down-town area a quantity of ashes is hauled to the area adjacent to McComas Street, while a large portion is loaded on scows at the foot of Caroline Street and at Boston and O'Donnell Streets.

A three-year contract was entered into on October 1, 1932, for the collection and disposal of waste oils and greases at an annual cost of \$2,400.00. Large dead animals are also disposed of by contract, while dead animals of 200 pounds or less are collected by the forces of the bureau and will be disposed of by the same contractor who takes care of the large animals. Over 33,000 of these animals were collected in 1932.

Street and market cleaning is performed by the labor forces of the bureau. Market work and that done on down-town streets is handled at night because of traffic conditions. These forces use all available trucks owned by the bureau, to which are supplemented about an equal number of hired trucks, to transport street dirt to the nearest dump. Garbage and refuse from the markets are, of course, taken to the incinerator.

In connection with the extermination of mosquitoes, forces of men are organized and weeds cleared from stream valleys, vacant lots, and other breeding places, and where necessary these lots are

treated with oil. During the 1933 campaign a number of welfare workers have been utilized for the purpose of weed-cutting.

This bureau takes care of the necessary hand work in connection with snow-removal in the downtown section of the city, the forces regularly assigned for street cleaning being utilized for that purpose. If the snowfall is of sufficient quantity to block the streets and alleys in the suburbs, the sanitary forces are also utilized, until they are able to return to their regular garbage and ash-collection duties.

### *Bureau Of Plans And Surveys*

All rights, powers, duties, obligations, and functions previously conferred by law upon the Topographical Survey Commission and upon the Bureau of Drafting were consolidated under this bureau. The City Surveyor, whose office is provided for by Section 2 of Article 7 of the Constitution of Maryland, is also assigned to this bureau, and his work performed under the direction of the Engineer of Plans and Surveys.

The drafting division of the bureau prepares plans, sketches, etc., for the other bureaus in the department, ranging from a small sketch of some minor condition or project to the detailed right-of-way plats prepared in connection with a major street improvement, showing all surface and sub-surface structures which may be encountered. Groups of men in the drafting room are assigned to the work for the other bureaus; they thus become specialists in storm drainage, conduit, water distribution, or similar types of working drawings. The Municipal Blue Print room, operated under this division, has an annual turnout of from 400,000 to 500,000 square feet of prints of various types.

The preparation of preliminary and final condemnation plats, including making the necessary surveys and computing the course, distances, and areas, is the most important function of the survey division of the bureau. It is from this information that the Commissioners for Opening Streets make their calculations to determine the amount of benefits or damages for each piece of property affected in condemnation proceedings. The establishment of grades on streets and alleys, which is a function of the City Surveyor, is



handled by this division, as is the preparation of plats to accompany deeds, the making of surveys in connection with tax sales, and the work of a like character.

Ordinance 845 of 1926 provided for the preparation of adequate plats to be "the official plats and records for the identification by all municipal agencies of each parcel of real property within the City of Baltimore." This plat record was completed in 1932 by the Property Location Division of the bureau, and its maintenance up-to-date is the chief function of the division. All transfers and subdivisions of properties are promptly recorded from information obtained in the Record Office and from the Clerk of the Superior Court, and identification numbers and symbols assigned to each parcel. Alphabetical and numerical index lists of each and every piece of property are kept up-to-date. The issuing and revision of house numbers is also handled from this office.

The City Plan Division maintains a file and plat record of the location of structures in connection with building permits, a progress file for condemnation ordinances, and data of a general nature in connection with engineering studies, in addition to the studies made in cooperation with the City Plan Commission. Through the agency of this division, cooperating with the Board of Park Commissioners, the City has acquired several tracts of land contiguous to stream valleys for park purposes. By reason of the availability of a large number of otherwise unemployed men, working through the Emergency Work Bureau, the city has been able to clear these lands, to open roads, and thus to enlarge its recreational facilities.

#### *Bureau Of Standards*

The creation of the Bureau of Standards carried with it the abolishment of the Municipal Laboratory Committee and the Inspector of Weights and Measures, and the transfer of their duties and functions to the new organization.

The Laboratory Division conducts a large number of tests on a wide range of materials, such as paints, metals, alloys, varnishes, bituminous materials, coal, oils, cement and construction materials of all kinds, the service being available for all municipal departments and bureaus. An average of 7,000 such tests are run

annually. All cement used either by city forces or on city contracts is tested and bagged, the operation involving an average of 1,500,000 bags of cement annually.

The Division of Weights and Measures is charged with the responsibility of supervising, inspecting, and testing all weighing and measuring devices used commercially in the city. The annual number of inspections in rendering this service approximates 170,000. Weighing or measuring instruments found to be correct are tagged to show that they have been approved. Those found to be in error but capable of adjustment are corrected and then given the seal of approval. Instruments or measures incapable of adjustment are condemned and destroyed. A growing tendency toward the elimination of dry capacity measures is observed; and the substitution of net weight or numerical count in connection with commodity sales of materials now measured will be a real service to the public.

The cooperation of the United States Bureau of Standards has been of real help to the operation of the Municipal Bureau.

#### *Bureau Of Transportation*

This bureau is vested with the supervision of passenger transportation for the various city bureaus and departments, the Police and Fire Department equipment excepted. A number of large passenger cars are maintained for dispatch service for the use of department and bureau heads and such of their assistants as may be designated. The department or bureau receiving this service is billed on a flat daily or hourly basis, plus a fixed rate per mile, dependent on the type of car used. Chauffeurs are also furnished at the rate of 50 cents per hour.

Smaller cars are assigned to assistant engineers, inspectors and similar employes of the various departments and bureaus, whose duties require them to make daily tours of inspection, and the Bureau of Transportation is also reimbursed for this service on a flat rate, plus a mileage basis.

An accurate cost record being kept, whenever a material savings can be effected, the flat rate and mileage charges are proportionately decreased. Major repair work is done at the Gay Street Yard by

the forces of the Bureau of Mechanical-Electrical Service. Minor adjustments and repairs are made in the municipal garage in the basement of the Municipal Building. The majority of cars are stored in the municipal garage, the remainder being kept in various city yards convenient to the person to whom they are assigned.

Cars on dispatch and assignment cover about 1,900,000 miles annually, and the cost of this operation, by the exercise of rigid economy, has been reduced from about \$165,000 in 1929 to \$121,507.76 in 1933.

### *Bureau Of Stores*

This bureau, which came into being about six months after the creation of the Department of Public Works, is responsible for the ordering, storing, distribution, and delivery of materials and supplies for the various bureaus in the department, the reclamation of useless materials and supplies, and the disposal of salvage. When any bureau needs material of any kind, a requisition is forwarded to the General Storekeeper, who is designated as head of this bureau. If this material is not in stock, requisitions are in turn issued to the Central Purchasing Bureau for their purchase.

Storeyards are maintained at the various yards of the Bureau of Water Supply, Highways, Sewers, Mechanical-Electrical Service, and Street Cleaning, where supplies and materials averaging about \$500,000 in value are usually on hand. Purchases in 1931 amounted to about \$1,375,000 but due to decreased activity in all bureaus this amount fell to \$1,072,645.27 in 1933.

The market for scrap material of all kinds has been at a very low ebb for the past year, and revenue derived from this source has been correspondingly low. Salvage from the two incinerators in 1932 brought in a return of about \$31,333.47.

### *Bureau Of Smoke Control*

This bureau has been organized only since 1932, and its activities have to date been confined to the assembling of information, to the investigation of complaints, and to the formulation of rules and regulations. A general educational campaign by means of interviews with operators of plants where a large volume of smoke

issues from a stack have been carried on with a view to having the owner voluntarily take preventive measures. It was also the policy of the bureau to set its own house in order before telling others to do so, to which end inspections were made of the boiler equipment and firing methods in several public schools and in the City Jail. It was found that if careful attention is given to firing and close supervision exercised over this work by plant superintendents a great deal of unnecessary smoke can be eliminated.

#### *Summary And Conclusion*

While each bureau of the department has its own policies to form and follow and its own duties to perform, their success depends to a large extent on the co-ordinating of these functions and the co-operation given each other. Similarly the success of the Department of Public Works depends to a large extent on the splendid co-operation given it by the Departments of Finance, Health, Law, Public Safety, and other boards and commissions, as well as the various Public Service Corporations with whom daily contact is maintained. The members of the City Council, by their contacts with constituents, are also very helpful to the department in rendering service to the public. But the paramount force in the whole organization is the whole-hearted support and co-operation given by Mayor Howard W. Jackson.

## THE DEPARTMENT OF EDUCATION

By DAVID E. WEGLEIN

Graduate Baltimore City College, 1894; A.B., Johns Hopkins, 1897; Ph.D., 1916; A.M., Columbia, 1912; Assistant Principal Elementary Schools of Baltimore, 1897-1900; First Assistant Teachers Training School, Baltimore, 1900-1902; Teacher and Head of Pedagogical Department, Baltimore City College, 1902-1906; Principal Western High School, Baltimore, 1906-1920; Instructor in Education, Johns Hopkins, 1917-1921; Associate in Education, 1921-1928; Associate Professor in Education since 1928; Assistant Superintendent Public Schools of Baltimore, 1921-1924; First Assistant Superintendent Public Schools of Baltimore, 1924-1925; Superintendent Public Schools of Baltimore since 1925; Fellow, A. A. A. S.; Member N. E. A. and Department Superintendence same; Maryland State Teachers Association (ex-president); Educational Society of Baltimore (ex-president); Phi Beta Kappa; Phi Delta Kappa; Member Board of Trustees Eutaw Place Temple; Author, *Correlation of Abilities of High School Pupils*, 1916.

THERE is no department in the municipal government that affects the general body of citizens, both directly and indirectly, more than the Department of Education. When one considers the great number of individuals concerned and the many families affected, it can be readily understood how important this department is to the city's growth and prosperity. Besides building employees and other personnel the public school system now employs between 4,000 and 5,000 teachers. There are nearly 125,000 day students and over 12,000 night school students, a total of over 137,000 different individuals or more than one-sixth of the total population of the city. The citizens of Baltimore may be considered to be the stockholders of the Education Department, and they are represented in the government of the Department by the Board of School Commissioners, who constitute the Board of Directors.

The way in which the Board of School Commissioners is selected, the number of members, the length of term, and the caliber of membership—all are very important in determining the

kind of school system the citizens will have. The School Department underwent a great change when the present City Charter was put into effect. This took place, as far as the schools are concerned, in 1900. Prior to that time, the School Board was composed of one member from each ward in Baltimore City, so that, before the change made by the new Charter, the membership of the School Board was over twenty. Students of educational administration consider a board of that size too large, and they are all agreed that for the efficient management of schools a school board should be made up of a small group of individuals. The members of the School Board, prior to 1900, were elected by the City Council. It was the custom in those days for the City Councilman who represented the ward in question to nominate an individual for any vacancy that occurred, and through what might be called "Councilmanic courtesy," the members of the Council approved the recommendation. It is generally considered that ward representation on school boards is not good, nor is district representation very much better.

Students of school administration are of the opinion that school board members in large cities should represent the city at large, and no particular district, organization, or any other body. The purpose of this is to have the members work for the best interests of the schools as a whole, thereby bringing about not only a unification of the system but also a study of what is best for all concerned. Therefore, the new Charter provided for a Board composed of nine members to serve without pay. These members are appointed by the Mayor, each for a term of six years. It is further provided that the terms of all the members should not expire at any one time as such an event might lead to a sudden change in school policy, which, in general, would not be considered a wise procedure. Therefore, it is provided that the terms of one-third of the membership of the Board should expire every two years. In this way there would always be a majority of experienced members on the Board at any time, and the newly appointed members could gradually become acquainted with their duties. The Charter provided that the members of the School Board shall be chosen by the Mayor "from among those he deems most capable

of promoting the interest of public education by reason of their intelligence, character, education, or business habits. In the selection of members of said Board, and in their action in the administration of the public schools, ecclesiastical and party ties shall not be regarded, so that the public schools may be entirely out of the field of political and religious differences and controversies."

Mayor Thomas G. Hayes, who was the first Mayor elected under the new Charter in 1899, appointed the first School Board under the provisions of the new Charter, and the members took office simultaneously on March 1, 1900. Three of them were for terms of two years, three others for terms of four years, and the remaining three for terms of six years. The successors at the expiration of these terms have been appointed for terms of six years each. The Charter requires the Mayor to appoint the President of the Board. Mayor Hayes appointed as the first President, Mr. Joseph Packard, a distinguished lawyer of Baltimore. The other members of the original School Board under the new Charter were Daniel C. Gilman, President of the Johns Hopkins University; Alcaeus Hooper, who had been Mayor of Baltimore from 1895 to 1897; Thomas Baer, Mrs. Samuel D. Schmucker, Dr. William Rosenau, Charles H. Evans, A. B. Cunningham, and James H. Phillips.

The new School Board was organized in March, 1900. One of the first steps it took was to move the headquarters of the School Department from the City Hall, where it had been for years, to a building at the corner of Madison and Lafayette Avenues in a residential section of the city, and more closely in contact with the schools themselves.

The School Board is organized into several committees—the Committee on Rules, the Committee on Accounts, the Committee on Buildings, the Committee on Attendance, the Committee on Health Education and Physical Education, the Committee on Vocational Instruction, and the Committee on Commencements.

The Committee on Rules, as its name implies, has to do with all the rules and regulations of the School Department. All matters pertaining to the fixing of salaries are referred to this committee, for which reason it is one of the busiest committees of the

School Board. The School Board meets regularly on the first and third Thursdays of the month at 4 P. M., and the Committee on Rules has its regular meeting on the Monday preceding the regular School Board meeting. The work of the committee while very large is always kept up-to-date, and matters referred to the committee are acted upon promptly for report to the School Board.

The Committee on Accounts has assigned to it all matters having to do with the business affairs of the School Department, and keeps in close touch with everything pertaining to the Business Division. This committee meets regularly on the Monday following the regular School Board meeting. The City Charter provides that all purchases amounting to more than \$500 shall be advertised through the Board of Awards. The Board of Awards refers to the School Department the bids which are received on account of the advertised specifications. The Committee on Accounts then has a meeting to which the several bidders are invited. The Business Division, in the meantime, has tabulated the bids and reports the results to the Committee. The Committee announces what will be recommendations made to the Board of Awards, and any bidder is given an opportunity to be heard on any disputed question. Among other branches of work coming under the supervision of this Committee are purchases involving less than \$500, which are made through the Central Purchasing Agent, and matters pertaining to various types of building employees, such as engineers, janitors, janitresses and public attendants.

The work of the Committee on Buildings is devoted largely to questions pertaining to the construction of new buildings. They are constructed out of the proceeds of city loans, the expenditure of these loans being made under the direction of a special body, the Public Improvement Commission. This Commission has a special School Committee to which is referred all matters pertaining to new school buildings. The School Committee of the Public Improvement Commission and the Committee on Buildings of the School Department have joint meetings at which matters pertaining to the selection of school sites and the construction of new school buildings are considered. The Enabling Act, under which the Third School Loan of 1927 was authorized, provides definitely



for the approval by the School Board of the plans and specifications for all new buildings constructed under that loan. Among other matters referred to the Committee on Buildings are those pertaining to the alteration of old buildings, and matters affecting school playgrounds and athletic fields.

The Committee on Attendance, as its name implies, has referred to it all matters pertaining to the Attendance Department. Formerly, the parental schools, one for white and the other for colored boys, came under the jurisdiction of this Committee, but since January 1, 1933, these two schools have been closed and another method of dealing with truancy is being used.

The Committee on Health Education and Physical Education concerns itself with all matters relating to the health of children and teachers and other employees. The Health Department of Baltimore is given jurisdiction over all matters pertaining to contagious and infectious diseases. The Health Department, also, has charge of the medical examination of pupils. Instruction in health education is provided for pupils by the School Department. This committee has jurisdiction not only over matters relating to health education, but also whatever is related to physical education and athletics.

The Committee on Vocational Education has jurisdiction over all matters pertaining to Vocational Education, not only the instruction that is given in the Vocational Schools proper, but vocational training given in other types of schools, such as senior high schools and junior high schools.

The Committee on Commencements has general charge of the regulations pertaining to public commencements, which are held regularly by the senior high schools.

It should be noted that Mayor Hayes set a high standard in the appointment of the original School Board under the new Charter, and the example set by him has been generally followed. The present School Board is one of unusually high caliber. The members are as follows:

President Raymond S. Williams

Dr. Joseph S. Ames

Mrs. Howard Willis Ford

John H. Duncan  
Mrs. Louis H. Levin  
Dr. John Ruhrah  
Dr. Norman B. Cole  
Dr. Charles O'Donovan, Jr.  
John D. Steele

The Board of School Commissioners, in recent years has, in general, adopted a plan strongly recommended by authorities on educational administration, namely, that a School Board is a legislative body which passes upon and adopts educational policies, and looks to the executive staff to put these policies into effect. Professional matters are referred to the Board of Superintendents for recommendation. This method of procedure has produced unusually good results. The Board of School Commissioners, which is a lay body in so far as education is concerned, represents the public, and its chief function is to determine what educational policies shall be followed in the operation of the school system. It must necessarily depend upon its paid administrative staff to look after the professional work involved. This staff, after studying the educational needs of the system, makes its recommendations to the School Board, proposes plans for the improvement of the school system, and after the School Board has acted officially in the adoption of plans and policies, then the executive staff is charged with the responsibility of putting these plans and policies into effect. This division of the work of the School Department, which has been in operation for a number of years, has had a great influence in making possible the great amount of progress which has characterized the development of the school system in the last decade.

The chief executive of the School Department is the Superintendent of Public Instruction. He is appointed by the Board of School Commissioners as are the Assistant Superintendents of Education, who, together with the Superintendent, constitute the Board of Superintendents. The Board of Superintendents, as has been mentioned above, is charged with the professional administration of the school system under the jurisdiction and approval of the Board of School Commissioners. Examinations to determine

the eligibility of individuals for teaching positions are held by the Board of Superintendents. Recommendations for appointment and promotion are made by the Board of Superintendents to the School Board, and if approved by that body become effective. The Charter provides that the members of the Board of Superintendents shall be "persons of education and experience in the management of schools, and they shall not be less than twenty-five years of age at the time of their appointment." They hold office at the pleasure of the Board, and attend School Board meetings so that they may be available to give information, when requested, upon subjects pertaining to the schools. The Superintendent of Public Instruction attends meetings of all committees of the School Board. The Board of Superintendents meet regularly once each week, and more frequently if necessary, in order to consider and formulate recommendations to be made to the School Board in regard to any changes in plans or policies which, in the professional opinion of the members of the Board of Superintendents, should be advocated. The Board of Superintendents at its meetings keeps regular minutes of its transactions, and these are presented regularly to the School Board for the information of the latter Board. The Assistant Superintendents are given assignments which may be described as functional, that is, each one is assigned to duties of a special nature for the entire system. In former years it was customary for officers of this type to be assigned to one portion of the city, and in that section would have supervision over all types of school work. The functional assignment is considered far better under modern school conditions. One of the Assistant Superintendents has charge of the elementary schools; another is assigned to secondary schools including senior high schools, junior high schools, and vocational schools. A third Assistant Superintendent has supervision over all matters pertaining to the training of teachers and the examination of candidates for teaching positions, summer schools, and many matters pertaining to the general administration of the school system. Another Assistant Superintendent has charge of the Business Department. It may be stated, in passing, that in former years school systems very often organized the Business Division as a separate

one, reporting directly to the School Board and not to the Superintendent. It has been found that this is not a good plan. For the proper unification of the work of the school system, and the efficient administering of it, there should be unit control in the management. This necessitates that the individual who has charge of the Business Department be under the Superintendent, and the result is better administration of the entire school system. Certainly, it has been the experience of Baltimore City that this plan of unification of supervision and control has led to a great improvement in the co-ordination of the work of the Business Division with that of the other departments of the school system.

There are a number of special divisions of activity in the school system and these have at their head a director; for example, there is a Director of Vocational Education, one of Health Education and Physical Education, one of Art, one of Music, one of Colored Schools, and several others.

The regular part of the school system is divided into three portions: the elementary school consisting of the kindergarten and grades I to VI inclusive; the Junior High School covering grades VII, VIII and IX, and the Senior High School including grades X, XI, XII. For this reason, the plan is usually known as the 6-3-3 plan. In former years, most school systems in the country were conducted on the 8-4 plan—eight elementary grades and four high school grades.

The general plan and organization of the school system is to adapt the work of the schools to the needs, the interests, and the ability of the children. Scientific investigation has shown that children differ from each other greatly. Therefore, provision must be made in any school system, if the work is to be done efficiently, for individual differences among children. As soon as pupils enter the first grade, they are given a special test devised for the purpose, and then they are grouped roughly into three main divisions, the average, the slow, and the bright. Generally speaking, statistics indicate that 60 per cent. of all children may be put into the average group; about 20 per cent. in the slow group, and 20 per cent. will be included among those termed bright. After the preliminary classification is made in the first grade, children

are moved from one section to another on the basis of their classroom work; if the teacher finds that the initial classification has not been the correct one. The group of children called average are taken through the regular curriculum at the normal pace so that, in general, they will complete the work of the primary grades I to III inclusive) in three years; the intermediate grades (IV, V, VI) in three years; the Junior High School in three years, and the Senior High School in three years. The slow group are taken along at a less rapid pace, and the instruction is adapted to the amount the children can accomplish. It may take an individual child in this group three and one-half to four years to complete the work of the three primary grades. When a child on account of lack of ability falls markedly behind with classroom work, and is about two years back of the regular place in grades, there is some indication that they may be so far below normal in ability as to call for classification in another group. In that event, the principal of the school requests the Division of Special Education to give this pupil a special examination known as the Binet test, and if the result of this examination shows that the child falls in the group known as mentally sub-normal, he is then transferred to what is called an "opportunity class." This group includes children whose intelligence quotient range from 85 to 65 on a scale where 100 is normal. If the intelligence quotient should be between 65 and 50, the child is assigned to a still different type of class called "special center," and any child whose intelligence quotient falls below 50 is judged to be an institutional case, and not to be taken care of in the public schools. The work in both the "opportunity class" and in the "special center" is planned to meet the needs of the individual child. The curriculum is more manual and less academic than the usual one. The class is approximately one-half the size of the normal class so that the children may receive the special education which their particular needs require. The group known as bright are given an opportunity to move ahead more rapidly than the normal pace, and they may be able to complete the work of the elementary grades (I to VI) in five to five and one-half years.

Due to the reorganization of school systems generally through-

out the country, the tendency in recent years has been toward the 6-3-3 plan. This makes for better education for the child and for that reason it has been gradually adopted. Children enter the kindergarten at the age of five, and from the kindergarten they enter the first grade at the age of six. Some parents prefer to have their children enter first grade directly at the age of six. Our investigations have shown that the children who have had a year in kindergarten make a better record in the first grade than those in general, who did not have the advantage of kindergarten experience prior to entering the first grade. From what has been stated it will be seen that a child making normal progress through the grades would reach the end of the elementary school at the age of 12, the close of the Junior High School at the age of 15, and be graduated from the Senior High School at the age of 18.

In the intermediate grades (IV, V, and VI) provision is made also for pupils who are below normal in ability. There are "opportunity classes" for pupils in this division, and the work of these classes bears a similar relation to that of the regular pupils as the corresponding arrangement made in the primary grades. There are provided for intermediate grade pupils centers known as pre-vocational classes. These are for over-age and backward boys and girls who can not do the work of the regular curriculum satisfactorily, and who are approaching the time when they will withdraw from school at the close of the compulsory attendance age. In the pre-vocational classes, the work is adapted to their special needs, one-half of it being manual work, and an effort is made to prepare them for some kind of occupation adapted to the amount and kind of ability they possess. Provision is also made in the intermediate grades for the acceleration of bright pupils so that they may advance at a rate greater than the normal. Summer schools are provided both for pupils who have to make up deficiencies, and also for those who wish to advance more rapidly. These summer school opportunities benefit the individual child, and are also better for the school system, since children are enabled by these schools to go through the regular grades in a way more adapted to the needs of the individual child. It will be seen from what has been stated that the work of the elementary schools

is arranged so as to care, as far as possible in a large system, for the needs of the individual pupil.

The Junior High School, which is a new type of organization first organized in the United States about twenty-three years ago, and the beginning of which was introduced into Baltimore fourteen years ago, is a type of school between the elementary school below and the high school above. It is sometimes called an intermediate school, and this name is perhaps, more appropriate because it indicates the place in the system. In the Junior High School where pupils are, in general, beginning the adolescent period of their lives, attention is given not only to individual differences in regard to the amount of work children can do, but also the different types of work for which they may have special talent. The curriculum provides for opportunities for the pupils to try various kinds of work, both manual and academic, so that not only the pupils, but their parents, may ascertain by actual experience what particular abilities the children may have, and also along what lines success is not likely to occur. For this reason, the Junior High School is often called the try-out school. Every effort is made through the curriculum to enable the pupil to determine what particular subjects ought to be selected in the Senior High School, which comes next in the program, and the parent has the opportunity also to find out what occupation or profession the child is best adapted to enter. The Junior High School is really a bridge to span the gap between the elementary school below and the Senior High School above. So well has this function been performed that it has been found that whereas in former years many pupils dropped out of the first year of the high school, because of the gap existing between that grade and the highest grade of the elementary school, now a very much larger percentage is successful in meeting satisfactorily the requirements of the Senior High School. All of this shows that the organization of schools, the formulation of curricula, and the adaptation of methods of teaching, are all based on careful scientific and professional study. Indeed, it may be said that twentieth century education differs from that of preceding years largely because it is based so much on scientific procedure.

In the Senior High Schools a number of curricula are offered to pupils, whereas in years gone by everyone had to take the same curriculum, usually, an academic one. Since pupils differ so markedly in the types of ability they possess, it was only natural in years gone by, that the majority of pupils whose ability was not especially along academic lines were eliminated, and only comparatively few survived. It is now thought that a public high school should provide curricula for pupils of different kinds of ability, so that each one may secure the kind of work which he needs because of his special aptitudes and interests. The provision for several curricula instead of one does not necessarily mean a lower standard, but it does indicate that the modern world requires the services of people trained along different lines so that they may take their places in life with success.

On February 28, 1933, there were enrolled in the elementary schools 84,911 pupils; in the Junior High Schools, 22,375 pupils, and in the Senior High Schools, 14,818 students. These figures will give some idea of the relative size of the several divisions mentioned.

In the foregoing statement no mention has been made of the special provisions for physically handicapped children. This group of pupils includes those who are crippled, some who are deaf or hard-of-hearing, some with visual defects, open-air class pupils, (those who are anaemic and under-nourished), the cardiac group (those with weak hearts), and some who, because of physical disability, are unable to attend school at all, and are taught at their residences by what are known as home teachers. Two new buildings for physically handicapped children are now being completed. One of these is for white pupils and is located at North, Wheeler, and Warwick Avenues, and the other for colored pupils in the block bounded by Franklin Street, Schroeder Street, Mulberry Street, and Arlington Avenue. These are one-story buildings because they are to be occupied mainly by crippled children, and every possible provision is made for proper educational facilities for this type of child. Special provision is made for the children having defects in sight and hearing, and also for other types of physically handicapped children. Children with speech defects



are not segregated in special buildings, but they are taught at certain times in the regular school building which they attend. The teachers of speech correction go to these buildings, where they give instruction to the children with these special defects. The mere statement of the kinds of opportunity offered to physically handicapped children will indicate how much the school system is doing toward special adaptation to the individual needs of the particular child.

Vocational Education covers a considerable portion of the work done in the school system. There are four separate schools known as Vocational Schools, but a considerable amount of work such as commercial work, which is vocational, is conducted in the regular school buildings. The special Vocational Schools are the following: The Boys' Vocational School, at Howard and Center Streets, in which a number of trades are taught, such as pattern making, plumbing, electricity, radio, machine shop, auto repairing, etc.; the Mergenthaler School of Printing, in which instruction is given in various types of printing work; the Girls' Vocational School, in which girls are taught such trades as dressmaking, millinery, tea-room service, personal hygiene, power machines, etc.; and the Colored Vocational School, in which classes are taught in vocations that lead to different types of employment. The total number of pupils in the four Vocational Schools on October 31, 1934, was 1,288 in the white schools and 512 in the colored schools, a total of 1,800. As a part of the Vocational Education Division, part-time continuation classes are conducted in a number of department stores in the city. Junior employees between the ages of 14 and 18 are given instruction along lines which are adapted to meet their needs and prepare them for promotion to higher types of positions.

The training of individuals for positions as teachers in the elementary schools is carried on in the case of white students at the Maryland State Normal School at Towson. A training school for teachers was conducted by Baltimore City from 1901 to 1924, when the Baltimore City Training School was merged with the Towson Normal School. The Training School for teachers for

the colored elementary schools is the Coppin Normal School, which is operated as a part of the Baltimore City system.

A complete system of night schools is operated by the school system. The work includes that of the senior high schools, junior high schools, and elementary schools. Special types of work included are Americanization classes, citizenship classes, and classes in vocational educational work. Approximately 12,000 pupils are enrolled in the night schools.

There are many ways in which educational procedure, at the present time, differs from that of the nineteenth century. One of these has already been mentioned, namely, the attempt to adapt the work of the schools to the needs, interests and aptitudes of the individual pupil. Another characteristic of modern education is the fact that it is based more upon scientific methods than those that were pursued several generations ago. Educators are no longer satisfied to use merely opinion as the basis for their plans, but they require facts definitely determined before they are willing to proceed. This attitude is illustrated by the development which has taken place in the field of testing. Through scientific investigation, there have been developed various types of standardized tests, which when applied give fairly accurate information in an objective way about the abilities and achievement of children. The most important kinds of tests which are used in the schools are probably—(a) the so-called intelligence tests, and (b) the tests in achievement in school subjects.

The great development in the use of intelligence tests has taken place since the World War, during which psychological tests were employed very effectively in dealing with soldiers who were taken into the army in the draft. These tests are expected to give an index of the general ability of the individual, and in school work we secure by means of the so-called "intelligence quotient" another angle from which to study the pupil in relation to his progress through the schools. We do not rely entirely upon the intelligence quotient in classifying pupils according to ability, but we use this index to enable us to come to a conclusion when we are studying the problems relating to an individual pupil. Group intelligence tests are given to children at several intervals during the school year, and whenever a case seems to be doubtful,

then an individual Binet test is given by the Division of Special Education.

The standardized achievement tests have been used very successfully for years. These tests cover the work in the more important school subjects, such as reading, arithmetic and spelling. In the Baltimore school system a general testing program is carried on at the beginning of each half-year, namely, in the months of September and February. The subjects in which the tests are conducted are varied from time to time. All of these tests are "objective" in character, that is, the scoring of the answers is not determined by the opinion of the individual who marks the paper, but whether or not an answer is correct is settled in an objective manner. After these tests are given throughout the city school system, the results are placed by the teacher on what is known as a class analysis chart, which tells at a glance the achievement of each pupil in each subject in the test. Copies of these analysis charts are made for the principal, supervisors, and superintendents. These charts are used by the teacher and principal to provide plans for remedial work for the children who need such treatment. This is the reason the tests are given at the beginning of the term instead of at the end. The test results disclose what assistance each pupil needs from the teacher, and the latter is then in a position to provide the necessary help. The results of the testing program constitute one of the best means available for helping to improve the teaching in the various classrooms.

One of the divisions of school activity which has been introduced during the last decade or so has been the Division of Guidance and Counselling. The staff in this division includes the educational and vocational counsellors in the various senior and junior high schools. These are teachers who are trained to teach pupils about the requirements necessary to enter the several vocations, and to give information in regard to curricula which will prepare for any given vocation. The counsellors, in addition to giving class instruction, also are in a position to give advice to individual pupils. In this way many cases of failure are prevented and a great many pupils are helped in determining which is the best choice of a curriculum or vocation. Of course, no

school would attempt to determine which vocation any individual child should enter, as this is a matter to be determined by the parents of any particular child. The introduction of the guidance program in the school system is just one example of how additional services are being provided in the modern school in order to help the pupil to prepare himself to become an active and efficient member of society.

No description of the school system would be complete without mentioning the work of the Business Department. This division is in charge of an assistant superintendent. The field covered by the Business Department may be sub-divided into two main activities: (a) those relating to educational supplies and equipment and (b) those having to do with the maintenance and operation of school buildings. The purchase and distribution of educational supplies and equipment constitute an important part of the activity of the school system. Supplies of the right kind adapted exactly to the need of the teaching process, and purchased at the least possible cost commensurate with the quality of material required for the work, must be delivered to the schools promptly and must be accounted for in an accurate manner. Since the reorganization of the Business Division some years ago, there has been marked economy achieved in the cost of supplies and equipment, and great improvement in the distribution of these necessary items so that when the individual teacher needs them for instructional purposes they are on hand.

The Division of Maintenance and Operation of School Buildings, as its name implies, has to do with everything that concerns the physical plant. All of the repair work for school buildings in recent years is carried on by this division. It is so well organized and administered that the results attained are extremely satisfactory. For the same amount of money a great deal more in the way of repairs to school buildings has been accomplished, and our school plant has, in general, been kept in good condition. Under the head of the operation of school buildings are included all the building employees, such as engineers, janitors, janitresses and public attendants. It need hardly be stated that the operation of this division is an important one since it means much to the

health, comfort, and efficiency of pupils and teachers. Everything pertaining to these employees is on a strictly merit basis and the improvement which has resulted in recent years is noteworthy.

It is naturally impossible, within the limits of this article, to give a complete description of every phase of activity included in the Department of Education but it can be readily comprehended, from what has been stated above, that the organization, administration, and supervision of a modern school system is a highly complicated and professional undertaking. When a school system is operated on a strictly professional basis, and when merit alone determines advancement, the results can not help being good, and it should be gratifying to all Baltimoreans to know that the school system of their city is among those in the front ranks of municipalities of the United States.

## PUBLIC SCHOOLS

by MRS. O. v. H. BAUERNSCHMIDT

Marie O. v. H. Bauernschmidt was born in Baltimore, and educated in the Baltimore Public Schools. For more than five years Special Manager of the Children's Hospital School.

In 1901 she helped to establish the Babies' Milk Fund Station in the industrial community on Locust Point, coming in close contact with School Number 76 and its principal, Miss Persis K. Miller. This school and its principal enjoy an international reputation.

The public school question became the principal issue in the mayoralty campaign of all political parties in 1919, and one year later a group of citizens formed an organization, now known as The Public School Association, through which they proposed to force the successful candidates to keep their pre-election promises. Mrs. Bauernschmidt has served without compensation as its Executive Secretary; a position she now occupies after fifteen years of uninterrupted service.

Mrs. Bauernschmidt's knowledge of the history and the tradition of the Public Schools of Baltimore is second to that of no other citizen. She has indefatigably worked for the welfare of these schools and much of their achievement is through her untiring and unselfish efforts.

**D**URING Colonial days in Maryland many attempts were made to provide public instruction. Lack of funds, differences of opinion, religious and social, prevented progress. Parents were not compelled to educate their children, and no money was made available through taxation for public education in the counties or the City of Baltimore until after the Revolutionary War.

It is interesting to note that money was raised, however, through lotteries for the support of the few academies which were established, and that a tax of four pence per gallon was levied on all liquor imported, the revenue going to support King William School, later St. John's College.

When the income from imported liquor failed to produce the amount needed for the support of the academy an export duty was laid of nine pence per skin upon the skins of bears, beavers, wildcats, foxes, wolves, elks, and deer.

As early as 1717 the Colonists passed a law imposing a tax of twenty shillings upon Negroes imported, the money to be used "for the advancement of learning and toward the encouragement of one public school in every county within the province."

That little or no progress had been made in convincing the Colonists of the need of tax supported schools is found in the fact that it was not until 1799 that poor female children were provided with an education, and then only through the efforts of the Parish of St. Paul's Church; one year later the first male school of Baltimore was incorporated through the efforts of the Methodists.

An act passed in 1812 taxed each bank twenty cents on every \$100 in capital stock paid in, the proceeds going to the establishment of a general system of free schools throughout the State of Maryland. This money not being sufficient, in 1816 taxes were laid on the well-to-do, "for the education of the poorer classes of society." Here, then, was the first resort to direct taxation for public education.

Maryland joined the ranks of States providing public schools by the passage of a school law in 1826. One section of this law authorized the Mayor and City Council to organize a system of common school instruction. This act allotted a time in which the city might secure for itself the independent organization of its school system, free from legislation other than her own, and the appropriation of her revenue to the instruction of her own population.

After much delay the City Council availed itself of the privileges of this act by passing an ordinance on March 1, 1828, authorizing the establishment of six male and six female schools. The Council failed, however, to make an appropriation for their erection or support.

In April, 1829, the President of the School Board, in addressing the City Council, stated, "There are 175 schools, male and female, with an average of 30 as the number of scholars. Private schools constitute the largest part of the schools in the city. These schools have an enrollment of 5,250 children. The Charity Schools have 1,000 children enrolled, making a total of 6,250 children in school.

The census shows 14,297 children and says all children ought to be at school. If it is possible for society to bring three-fourths of her whole number, say 11,000, within the pale of education, leaving the other 3,000 to that necessity which no human power can control\*, we have 5,000 children left who receive no steady nor uniform, nor enlightened instruction, in a word, who will arrive at years of discretion without being accomplished in a good English education. We shall not say one word in favor of general education. We shall take it for granted that every benevolent man feels that education is a blessing and that every intelligent man knows that it is a want."

The Council attempted to relieve the situation by giving authority for the establishment of one or more schools, but again made no appropriation.

Confronted with this situation but with the census report before them the School Board, with Jacob Small, President, resolved on July 21, 1829, to establish four schools, one for each sex, in the eastern, and a like number in the western section of the city.

The only available money for Baltimore's first School Board was \$1,431.41, which had accumulated from State appropriations for public education made in the years from 1825 to 1828. With this money the Board employed two male and two female instructors, each appointed for six months. The salary was \$400 for the male and \$200 for the female teachers per annum.

The School Board authorized the President to advertise for rooms. So, on September 28, 1829, "In a house on Bond Street" and "Under the Presbyterian Church on Eutaw Street," the *first public school system* in Baltimore was established.

Children were admitted to school by permission of the Commission. Applications were laid before the Board, which met every Tuesday morning. The Board recommended that "Such judicious arrangements be made that the citizen, every industrious man, whether rich or poor, may be enabled to educate his own children at his own cost." "People," they said, "had too much pride and independence to send their children to charity schools." In estab-

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\*The 3,000, which at that time were "left to that necessity which no human power can control," were colored children.



lishing a fee of \$1.00 per quarter the Commission said they were establishing pay schools, "To so educate the public that they would demand not only compulsory schools and school age, but *free schools and free text books.*"

Under the administration of Joseph Cushing, President of the Board in 1830, the first school building was erected at Aisquith and Pitt Streets. The building, 75 by 45 feet, was first used for school purposes on December 8 of that year.

As all children paid \$1.00 per quarter, the receipts from this source met the current expenditure, including the new building, which the Board said, "Was constructed in 1830 by Messrs. Metzger and Boyd in a faithful manner, and was finished under the immediate supervision of Mr. W. F. Small, who furnished plans, drawings, and estimates for the front. We are indebted to that gentleman for a building which with very little extra expense produces a pleasing effect by the harmony and sobriety of its coloring and the just proportion of its parts." In 1836 the City Council increased the number of School Board members from 9 to 13.

The first senior high school, known as the Central High School, was established on March 7, 1839. In 1840 the first night schools were opened, the public press expressing its opposition to their establishment. One man wrote, "These schools will only provide warm places where beggars and loafers can find shelter from the cold." And three years later they were discontinued.

The first Superintendent of Schools was appointed in 1849, at which time the Board said that they considered this act, "one of the most important improvements which has ever been made to the public school system." Later, in speaking of this new position, the Board reported that all the beneficial results anticipated by this act had been realized, a fine compliment indeed for the Rev. J. M. McJilton, who was the first Superintendent appointed and who served in that capacity for seventeen years, the longest term enjoyed by any Superintendent to date.

Night schools were reopened in 1855, while in 1857 a "floating school" was established for the education of boys destined for nautical life, but it was abandoned several years later.

The education of the colored child was left to the Association for the Improvement of Colored People, until July 23, 1867, thirty-seven years after the opening of the first public schools for white children. At this time the City Council passed an ordinance requiring the Board of School Commissioners to proceed at once to establish as many separate schools for the education of colored children as might in the judgment of the Board be necessary. The ordinance also provided that no distinction because of color should be made in the employment of teachers for these schools.

Small wonder that white teachers were needed to teach colored children, since no provision had been made for the education of colored people, and so white teachers presided over these schools for twenty-one years. But on May 3, 1888, the City Council made it compulsory for the School Board to employ colored teachers for colored schools.

During the Civil War period the number of families arriving in Baltimore from Germany was so great that provision for the education of their children made necessary the establishment of English-German schools in 1874. These schools continued in existence until the United States entered the World War. During the hysteria of that period public sentiment forced the School Board to forbid the teaching of the German language in the public schools. This foolish ban was not lifted until 1930.

Manual training was first introduced in 1883, when the Baltimore Manual Training School (now known as the Polytechnic Institute) was established.

Although the system of education had developed from its establishment in 1829 (the School Commissioners being elected from the different Wards), little or no attention had been given to the question of public education at election times. Other than promises to have school buildings erected in certain neighborhoods, little or no discussion is recorded as to what was being taught in the schools, or how it was being taught.

In the early days the School Commissioners were deeply interested in the necessity of creating a demand for public education and in getting adequate appropriations to meet their modest needs.

Their efforts were rewarded at the close of the Civil War, when women of refinement sought and secured employment in the public school system. This changed the attitude of the public toward the public schools. Slowly, of course, at first, but definitely taxpayers began to realize that a system of public education was a public necessity and not a public charity.

The pupil enrollment in public schools increased rapidly in the early eighties, and with the increased enrollment came increased appropriations, and with this came an increase of interest in them on the part of the practical politician. Hence the interest at election time only in the erection of school houses and jobs. Small wonder then that by 1895 public opinion began to be aroused and to demand not only a change in the conduct of the affairs of the public school system but also in all other departments of our municipal government.

The people now began to realize that Baltimore, erected as a town in 1729, consolidated with Jonestown in 1745, and incorporated in 1796, had lumbered along for a century with its original charter, to which they had demanded few strengthening amendments.

Women's organizations and organizations of teachers protested against the poor school system and political interference with it; but the voices of the women were as voices in the wilderness.

The school system was under the control of one man, John T. Morris, who served as President of the Board from 1869 to 1898, with only one term (that of Dr. William H. Diffenderfer in 1871), interrupting his long period of service.

The first outburst against the public school system came in 1895, when Mayor Alcaeus Hooper, wishing to improve the Public School System, attempted to remove the School Board and to appoint one of his own selection. His attempts to do this produced a storm that broke over the City Hall when the School Board met in the City Council Chamber. The Board refused to be removed, and continued to hold its meetings. They locked the doors of the City Council Chamber to prevent the new Board from assembling. During this controversy Mr. Charles C. Stieff recorded his opposition to the attitude of the Board by resigning.

Mayor Hooper invited the board he had appointed to meet in his office, and for a few months Baltimore enjoyed the services of two Boards of School Commissioners. It was then that the courts decided in favor of the old Board.

The courts, by the way, were not only called upon at this time to interpret the law with regard to the power of the Mayor to remove the School Board, but they were likewise called upon to pass upon the validity of the high-handed action of the City Council which in 1896 attempted to take away the entire appointing power of the non-partisan Mayor and vest it in the legislative branch of the city government.

This procedure was made possible by the features of the city charter permitting the corporation to pass ordinances regulating the manner of appointing its officials and allowing the City Council, by a three-fourths vote, to pass ordinances over the Mayor's veto. The attempt was defeated by the decision of the Court of Appeals.

The revelation of the possibilities for evil inherent in the old municipal organization as well as the actual loss and embarrassment occasioned to the city's affairs left a deep impress upon public sentiment. The desire for a reorganization of the municipal government on the part of the people culminated in the passage of an ordinance in November, 1897, authorizing the newly elected Mayor, William T. Malster, to appoint a Commission of eight persons to draft a new charter for the City of Baltimore, to be submitted to the General Assembly for enactment at the current session.

Pending the adoption of the new charter there was much bitterness in political circles. Small wonder then that the politically controlled Board of School Commissioners lived through strenuous times during the period of 1897-1898.

The record book for the School Board for this period carries a big ink spot. Under the ink spot there is a notation, by J. T. Foley, which reads, "The book received ink spot when Meisz shot at Mr. Wacker, Commissioner from the 18th Ward. Desk was upset in the confusion and ink spilled." Be it said for the School Board, "Meisz" is not recorded as one of its members.

Thomas G. Hayes was the moving force on the Charter Commission, which promulgated what in reality constitutes the present Charter government of Baltimore City.

The Charter provisions governing the Department of Education have been one of the instrument's greatest blessings to our citizens.

The late Miss Julia Hayes, sister and devoted companion of Thomas G. Hayes, was for many years a teacher in the public schools of Baltimore. Thoroughly acquainted with the school system, Miss Hayes made her contribution to the clarification and the strengthening of the laws governing the Board of School Commissioners. This was particularly true in reference to the protection which the charter provides for public school teachers, against political interference with their appointment, promotion, or removal from office.

The provisions of the new charter became operative in 1900 during the administration of Thomas G. Hayes, who was elected Mayor in 1899. The charter provides for a Board of School Commissioners consisting of nine members, to be appointed by the Mayor, and specifically states that in their selection ecclesiastical and party ties shall not be regarded, so that the public schools may be entirely out of the field of political and religious differences and controversies.

Mayor Hayes appointed, under this new charter provision, Mr. Joseph Packard, President, and Messrs. Thomas Baer, A. B. Cunningham, Charles H. Evans, Daniel Colt Gilman, Alcaeus Hooper, James H. Phillips, Rev. Dr. William Rosenau, and the first woman School Commissioner, Mrs. Samuel D. Schmucker. This Board in 1900 appointed James H. VanSickle Superintendent of Schools, which position he filled until 1910.

As vacancies occurred on the Board leading men in the community were appointed. Among them we find the names of such worthy citizens as Dr. Ira Remsen, B. Howard Hamman, John E. Semmes, George A. Solter, Kirby Flower Smith, Dr. Hans Froelicher, Gen. Lawrason Riggs, Carroll T. Bond, Dr. John M. T. Finney, Eli Frank, and Dr. John H. M. Rowland.

When Mr. VanSickle took charge of the school system he found it antiquated and inadequate, and with the support of his Board he undertook the task of giving Baltimore a modern system of public instruction. This plan called for the training of teachers and their supervision, the introduction of modern methods of teaching to teachers already in the system and of a curriculum fitted to the needs of the child, the adoption of new text books, and the renovation and rearrangement of the old school buildings. While asking for increased financial support for the schools from the City Hall, naturally Mr. VanSickle was turning a deaf ear to all requests from political bosses and ward heelers for jobs, or promotion, for their friends.

Since repairs to school buildings were under the control of the Building Inspector, Mr. VanSickle was forced to protest against the wrongs which he encountered.

When the Free Text Book Bill was passed in Maryland it was heralded as a great blessing to public education, and it is a blessing; but even this blessing made its contribution in the field of public school political corruption. To the lasting disgrace of some textbook publishers in this country, during the last quarter of the nineteenth century, it must be said that they frequently sold books through political pull, when they could not sell them on their professional merit. Baltimore was one of the cities blighted by their touch. To the textbook publishers Mr. VanSickle was an anathema. From the beginning of his administration until his dismissal in 1911 he was the storm center of the city's political machine. This machine was materially strengthened in its opposition to Mr. VanSickle by the activities of a textbook publisher's agent, who, visiting the schools, helped spread the propaganda against Mr. VanSickle. The political bosses and their lieutenants made a thorough job of their campaign of propaganda. They raised the cry "Down with VanSickleism." Doubtless Mr. VanSickle was not perfect, and perhaps had he been a bit more familiar with the ways of the political gentry, in time, their opposition to him might have weakened, at least this is the opinion held by many of his friends, although I do not share it.

Organizations of men and women interested in education at-

tempted to stem the tide of opposition to the School Board and Mr. VanSickle. The men who appreciated the seriousness of the situation were not influential in politics and the women had no vote. There was no organization at the time prepared to meet the politician on his own ground. The campaign against the School Board and Mr. VanSickle continued through the administrations of Mayors Robert McLane, E. Clay Timanus, J. Barry Mahool, all of whom supported the School Board. But in 1911 the political machine strengthened itself for battle against the School Board and Mr. VanSickle.

Mayor Preston removed from office on July 5, 1911, Dr. John H. M. Rowland, Dr. John M. T. Finney and Mr. Eli Frank (now Judge Eli Frank), who had been appointed by Mayor Mahool but who had not completed the six months of service, during which, under charter provisions, they could be removed from office.

To the positions on the Board of School Commissioners made vacant by the resignations of Mr. Lawrason Riggs, Mr. Robert M. Rother and Mr. George A. Solter, Mayor Preston appointed Sidney P. Tanhouser, Richard J. Biggs, and Albert L. Fankhanel. At this time, September 20, 1911, in his communication to the Board of School Commissioners, Mayor Preston also announced the appointment of Mr. Thomas McCosker as President of the Board.

Naming three men of his own selection to succeed these men whom he had removed, Mayor Preston gained control of the School Board. Every effort was made by the Mayor's appointees to persuade Mr. VanSickle to resign, which he flatly refused to do, since there were no charges that could be preferred against him. Next came an open session of the School Board, when by an act of the Board Mr. VanSickle was dismissed, July 10, 1911. The Board met at 4:00 P. M., with all members present, including Drs. J. M. Delevett and Albert T. Chambers, and Mr. Henry Joesting, the newly appointed Commissioners.

Immediately following this act, on July 12, 1911, Mr. George A. Solter (now Judge Solter) resigned, in protest against this action of the Board. On September 8, 1911, no longer able to bear with the intolerable conditions brought on by these changes Messrs. Lawrason Riggs, Robert M. Rother, and Hans Froelicher, the first

named as President and the other two as members of the Board of School Commissioners, resigned; and on September 11, 1911, Mr. Froelicher's position was filled by Mr. Howard M. Emmons.

Mr. Thomas McCosker and Mr. David D. Kennedy were the only two members of the Board appointed prior to the election of Mayor Preston who remained with the new regime.

With the change in the School Board personnel came the removal from office of Mr. VanSickle, and the appointment of Francis A. Soper as his successor. Mr. Soper had been for many years connected with the Baltimore City school system, where he had won for himself the esteem of both pupils and parents alike; but Mr. Soper was an ill man and not strong enough for the position which his friends always believed had been forced upon him. So, it was not long before politics again permeated the entire system.

Mr. VanSickle had established a Training School for Teachers, opened in 1901 in the building at Fayette and Greene Streets. This training school, together with teacher's supervision, provided Mr. VanSickle's enemies with ammunition among a group of teachers to whom the new order of things was very distasteful.

The teaching force disturbed under Mr. VanSickle's regime was soon organized under the regime of Mr. Soper. A combination was formed of political leaders and a small group of public school teachers. Soon this combination forced the resignation of Mr. Soper and the appointment of Mr. Charles J. Koch to succeed him in the office of Superintendent.

The teaching force, meantime, had become disrupted, due in no small part to the connection of a little group of teachers with political organizations. The professional group of teachers resented the activities of this little group but were powerless to oppose them. Things went from bad to worse, and soon the small group of teachers who had allied themselves with the politicians realized the mistakes which their teacher leaders had made. The damage was done.

Many of the public school teachers, in their efforts to get the schools out of politics and back on a professional basis, turned for help to the leaders of the Woman's Civic League, a young organi-



zation at the time, which had manifested great interest in the public school system.

The teachers' organizations and the Woman's Civic League together made repeated demands for public school improvements, but they were women—and women without votes—in consequence of which their voices were raised with poor effect until the year 1919, a memorable one in the history of the Baltimore Public Schools. Early in that year it became apparent that Mayor Preston would be a candidate for re-election, and that his opponent at the primary election would be Mr. George Weems Williams.

This campaign proved one of the most interesting in the city's history. The public schools, their deplorable condition and political interference, became the principal issue. The campaign managers for Mr. Williams were aided by members of the Woman's Civic League, by groups from the school teacher organizations, and by the friends of public education who had facts, figures, and photographs, which they gladly presented for the use of the Campaign Committee. Mr. Williams was victorious in the primary election. In the general election, however, he was defeated by his Republican opponent, William F. Broening. In this campaign the principal issue was once more "The Public School." One of the weaknesses of the primary election system was made manifest at this general election, when (it was an open secret) the defeated group in the Democratic party threw their forces in with the candidate on the opposition ticket.

Immediately following this election a group of men and women banded together for the specific purpose of securing for the city's children what the politicians have promised, namely, a sound system of public education. From this group there developed an organization now known as the Public School Association of Baltimore City. Its members began a strenuous campaign for the appointment to the Board of School Commissioners of men and women who would meet the Charter requirements and eliminate politics from the control of the public school.

Mayor William F. Broening in the first year of his administration appointed Mr. Isaac S. Field, Mr. John W. Edel, Mr. Fredk. J. Singley, Mr. Addison E. Mullikin, and Mrs. Harry Parkhurst to

fill vacancies on the Board of School Commissioners. He also appointed a Survey Commission and secured \$25,000 with the help of the City Council for the purpose of the survey.

In 1920 at the close of the schools for the summer vacation the attention of the Public School Association was called to an alleged conversation about promotions between Mr. Charles J. Koch, Superintendent of Public Education, and one of the teachers. The Public School Association asked that inquiry be made concerning this. At the conclusion of the inquiry there was a difference of opinion among the members of the Board as to what should be done about it. These differences resulted in the resignation of Mr. James W. Chapman, President; Mr. John H. Ferguson, and Mr. Sidney Tanhouser, members of the Board who had been appointed by Mr. James H. Preston. Mrs. Harry Parkhurst, who had been appointed by Mayor Broening, also resigned. Accepting their resignations, Mayor Broening appointed Mr. Isaac S. Field to be President of the Board; and to expedite the Board's business he made one appointment immediately, that of Mr. Charles F. Steiner in order to give the Board a sufficient membership to constitute a majority. This Board, consisting of five members, namely Mr. Isaac S. Field, Mr. John W. Edel, Mr. Addison E. Mullikin, Mr. Fredk. J. Singley, and Mr. Chas. F. Steiner, removed Mr. Charles J. Koch and appointed as his successor Dr. Henry S. West.

Realizing the importance of strengthening the hands of this School Board, by securing for them capable colleagues, the Public School Association campaigned vigorously for a representative School Board, asking Mayor Broening to invite Dr. Frank J. Goodnow—then President of Johns Hopkins University—to accept one of the vacancies caused by the wholesale resignations.

To the credit of Mayor Broening (Rep.) be it said, he willingly acceded to this request. Dr. Goodnow came from his summer home in New Hampshire, upon the invitation of the Mayor, and agreed to accept the appointment when he was assured that there would be no political interference in the affairs of the School Board. This promise to keep politics out of public schools being faithfully kept, not only by Mayor Broening but by his successor, Mayor Howard W. Jackson (Dem.), Dr. Goodnow continued as a mem-

ber of the Board for twelve years, resigning only because of ill health in 1932. After appointing Dr. Goodnow, Mayor Broening filled the remaining vacancies by appointing Warren S. Seipp, Theodore E. Straus and Mrs. J. W. Putts.

Immediately upon its organization this new Board took up the question of a survey of the public schools. The Mayor's Survey Commission, having been unsuccessful in their efforts to have a survey made, the Mayor authorized the School Board to do the work. They appointed Dr. George Drayton Strayer, under whose supervision a survey was made of the city's schools.

Following the election of Mayor Howard W. Jackson in 1923, from whom the Public School Association had also secured a promise of non-political interference with public schools, three vacancies occurred on the Board of School Commissioners. To these vacancies he appointed Mrs. John Wesley Brown, Mrs. Louis H. Levin, and Mr. John W. Marshall.

On November 5, 1925, Dr. David E. Weglein became Superintendent of Public Schools, succeeding Dr. Henry S. West, under whose administration the Strayer Survey had been made and the foundation laid for a better school system.

During this period, while Baltimore was straightening out her difficulties within the public school system, much was being accomplished to strengthen the hands of those in charge of public education.

In 1912 the State of Maryland passed the first of the compulsory education laws, which laws have since been materially strengthened. It is our hope that they are now obsolete, due to the Federal ban on child labor. In conjunction with the compulsory school law, laws were likewise passed forbidding the employment of children under the age of sixteen without a permit, and the granting of permits only for economic reasons for the employment of children between the ages of fourteen and sixteen.

Friends of the city school system were successful in having the courts satisfactorily interpret several provisions of the City Charter, one of which was the decision that salaries for teachers must be fixed by the Board of School Commissioners. The women teachers won for themselves, from the State Legislature, a law which provides

equal pay for equal work in the school system without regard to sex. This law also provided tenure of office for married women teachers.

The records of the School Board contain some very interesting information. They tell us, as an example, that the so-called "fads" and "frills", namely, art, music, physical education, have been part of the public school curriculum for more than half a century; while home economics and kindergartens were introduced more than thirty years ago. These departments, the records show, were not suggested by the *educators*, but a place was made for them by public demand. This also holds true for the first vocational school, which was opened in 1918. For many years professional educators were unwilling to give professional recognition to vocational education. This department, so vital in the development of our boys and girls, had a hard struggle before it gained its deserved place in the curriculum of public education. It is not an exaggeration to say that the public and not the professional people in education fostered vocational education. The Junior High Schools, first opened in Baltimore in 1919, were introduced into the school system by the educators. The public was slow in recognizing their value. Today Baltimoreans fully appreciate them. So, we see that "fads" and "frills" were introduced at a time when we are led to believe "men lived in a saner age." Sane indeed, and safe, in my opinion, were the men and women who had these valuable subjects placed in the curriculum of the public school.

When vacancies occur on the School Board it has been the policy of the Public School Association to suggest no names to the Mayor. This work has been well done for several years by a Committee, which consists of Dr. Joseph S. Ames, Chairman; Dr. John M. T. Finney, and Mr. Joseph C. France, dean of Baltimore's legal profession. These gentlemen submit a list containing five names to the Mayor for his consideration. The list is accompanied by a letter, in which the Committee asks the Mayor to consider the names which they have submitted, and if none are acceptable to him, he is to fill the vacancies with the names of persons whose qualifications for appointment are at least equal to the qualifications of the persons who have been suggested. In vogue for nearly

twelve years, this plan has been most successful. The roster of the School Board today speaks for itself.

In 1926 Mayor Howard Jackson selected from one of these lists the name of Mr. William Lee Rawls, whom he appointed as President of the Board. Mr. Rawls took up the work so ably begun by Mr. Isaac S. Field. The school system made steady progress under his administration, which continued until 1932, when, because of circumstances over which he had no control, Mr. Rawls asked Mayor Jackson to excuse him from accepting reappointment, which Mayor Jackson not only had offered him but had promised to do if elected.

Mr. Raymond S. Williams was selected by Mayor Jackson to succeed Mr. Rawls. Mr. Williams found a harmonious School Board and in Dr. David E. Weglein a competent Superintendent. In the presentation of his first budget, as President of the School Board, Mr. Williams was confronted by a situation equal in its difficulties only to that which confronted Mr. Lawrason Riggs in the beginning of Mayor Preston's regime. Baltimoreans may be proud of the fact that the difficulties which confronted Mr. Williams were not of their making, but were due to critical economic conditions, from which the whole world was suffering, while the conditions which confronted Mr. Riggs were to a very large part directly due to the stupidity of the voters, first in permitting the schools to be dragged into politics, and, next, in following a group of political agitators.

The budget of Mr. Williams' Board for 1933 was reduced by more than one and one-half million dollars. Confronted by this serious situation he and his Board went to work and, together with Dr. Weglein, made a study of the entire public school business. Beginning at the top and going to the very bottom of the system they eliminated everything that could be eliminated without serious detriment to the children or the system.

Mrs. John Wesley Brown and Mrs. Louis H. Levin, two women who are professionally trained and temperamentally fitted to work with each other for the good of the school system, were reappointed at the expiration of their first terms. The city will ever owe them a debt of gratitude for the work which they have done. Mayor

Jackson appointed Mr. J. Alan Fledderman to the School Board, and at no time in the history of the public schools has the Business Department of the school system had so able an administrator. Mayor Jackson deserved the praise which he got for appointing Dr. Joseph S. Ames to succeed Dr. Goodnow, and for the appointment of Dr. John Ruhrah.

Two new buildings have been erected for the education of physically handicapped children, one for white children and one for colored children. These buildings are equipped with the most improved facilities for aiding these unfortunate children and for the treatment of infantile paralysis. Pools, similar to those in use in Warm Springs, Georgia, which have so greatly benefited President Roosevelt, are included in the equipment. Dr. John Ruhrah played an important part in planning these schools.

Since 1919, when Baltimore began getting her public school system in order, the voters have authorized the expenditure of more than thirty-three millions in loans for school building purposes. There is a \$10,000,000 loan authorized by the Legislature, but it has not as yet been submitted to the voters. The first loan, authorizing \$6,000,000 for new buildings and \$1,000,000 for repairs was spent under the jurisdiction of the Public Improvement Commission and the Building Inspector's Department. The second loan, \$15,000,000, was spent by the Public Improvement Commission, to which an ordinance of the Mayor and City Council had given authority to organize their own Building Bureau, thereby doing away with the Building Inspector's Department, other than such supervision as its charter provided. In the expenditure of these two loans the Board of School Commissioners had no voice other than to approve sites and approve plans.

With the expenditure of these two loans came serious conflict between the Public School Association and the Public Improvement Commission. The Public School Association protested against the manner in which specifications were written, which allowed substitutions by contractors, and the manner in which contractors were permitted to award subcontracts. As mute evidence of the justice of the Association's complaints against faulty school-house construction stand the Clifton Park Junior High School and the leaky

walls of the Forest Park High School. The former building, by order of the School Board, is inspected annually by the Building Inspectors' Department, and the latter after the expenditure of much money and time no longer leaks. A number of other schools, including the Frederick Douglass High School for colored children and several smaller schools, gave evidence of the need for the legislation which was finally secured. Legislation written into the Enabling Act for the third loan for \$10,000,000, Special Loan for Handicapped Schools, \$1,500,000, and the \$10,000,000 not yet voted on, gives to the Board of School Commissioners an equal voice with that of the Public Improvement Commission in all questions pertaining to the erection of school buildings, including the matter of specifications and sub-contractors. To the School Board alone belongs the right to determine school sites and approve school plans.

A decade and a half ago Baltimore's public school system was in miserable condition. Today it has a proud position, ranking among the first cities in the country in the field of public education. Not judged by her financial appropriations to public education, but judged by her achievements in that field Baltimore ranks among the best. Why is this so? It is so because the citizens of Baltimore have willed that it shall be so, and proves again the truth of the statement that we get the kind of government we deserve.

Close contact with the school system for a period of fourteen years convinces me that the charter provisions for appointing the School Board, the rules governing their acts, as well as the provision that moneys for the operation of the school system shall be provided by the Board of Estimates, is the best system under which Baltimore can operate her public schools.

Eternal vigilance on the part of the citizens, and a willingness to vote on primary and general election days is the price the citizens must pay if the future generations are to enjoy that which Baltimore has now established in her Department of Public Education. The interest of the citizens in their public schools has warranted the best, and the best they are receiving.

## PUBLIC IMPROVEMENT COMMISSION

ALPH C. SHARRETTS, *Executive Secretary* in collaboration with  
WEBSTER SMITH, *Chairman*.

Mr. Smith received his early education in the public schools of Baltimore, graduating from the Baltimore Law School at the age of 19. On attaining his majority he opened up an office for the practice of business law.

He was a Lieutenant in the United States Naval Reserve during the World War and upon his honorable discharge in 1919 he resumed his practice of law.

He was made Chairman of the Public Improvement Commission of Baltimore in 1930 and during his service (he resigned in 1933), thirty-five schools or additions to schools were built and other big construction projects were completed, including Pretty Boy Dam, the water tunnel between Montebello and Druid Hill reservoirs, the Curtis Bay Bridge, the Guilford, Vernon and Pikesville Pumping Stations, representing a total expenditure of public funds of \$15,000,000 approximately.

He was in 1934, a candidate for Governor in the Republican primaries.

Mr. Sharretts was educated in the Public Schools of Baltimore and the Baltimore City College; Johns Hopkins University, A.B.; University of Maryland, LL.B. Secretary of New Annex Advisory Commission, 1919; Secretary to the Public Service Commission, 1920 to the present time, 1934. Secretary to the Public Athletic League, 1908; President Edmondson Terraces Improvement Association, 1912; President Community Improvement Association, 1918.

**T**HE advantages of having special commissions to function in the execution of municipal improvements financed out of loan funds has long been recognized by the people of Baltimore. An enumeration of these advantages is essential:

With the comparatively large sums made available by loans and the constant demand to reduce the tax rate it is never an easy task to draw a clear line of demarkation between loan funds and tax levy funds when one man or board has both sources of money under his control. A commission upon which the duty is imposed of seeing that its money is used solely for the purpose for which it was voted, is constantly on the alert to see that the tax levy is not



reduced at the expense of the loan funds. Such a commission is also less apt to be dominated by those in authority nor is it likely to be affected by political influences. The regularly constituted departments are relieved of demands made by the public and are able to make their recommendations based on the city's interests generally, rather than as a result of pressure from some particular section. While many of these reasons may not seem forceful to the average citizen, to those who have been in actual contact with the problems and have experienced the inherent difficulties it becomes convincingly evident that the interests of a large city are best served by the creation of a special commission for the expenditure of special loans.

Instances of the merits of such a policy occurred in the building of the City Hall and the Court House, in the acquisition of certain of our parks, and in various other municipal improvements. About the beginning of the present century their creation became more frequent. A few outstanding instances of commissions being charged with important and vital improvements will be discussed below:

The Electrical Commission was created in 1898 during the administration of Mayor Malster. Its business was to bury overhead electric wires and to develop a system of conduits upon which the City collects rentals.

The Baltimore Fire in 1904 was largely responsible for the creation of three very effective commissions having loan funds at their command: the Burnt District Commission, the Sewerage Commission, (both appointed in 1904 under the Administration of Mayor McLane), and the Paving Commission in 1911 under Mayor Preston.

The functions of the Burnt District Commission were to engineer and to supervise the rehabilitation of that large section of the city which had been destroyed by fire insofar as the streets and incidental utilities were concerned.

The Sewerage Commission functioned first in the development and extension of sanitary sewer lines, the effect of which was to rid the city eventually of the obnoxious cesspool nuisance. Baltimore was about the last in rank among the large American cities in its

progress for sewerage development, there being only one below it. The opportunity afforded by the burnt district was the incentive for the fine piece of work done by the Sewerage Commission, to which our own Commission years later added many and material improvements. Its first loan was for \$10,000,000. It eventually spent about \$30,000,000 in adding a storm water system and (the major project) in placing Jones Falls underground.

The Paving Commission, although created some years after the fire, had its origin largely in the activities of the two other bodies, whose work when finished had to be properly surfaced for traffic uses. Its first funds consisted of the proceeds of \$5,000,000 voted by the Legislature in 1908. With the formation of the Paving Commission certain functions of the Commissioners for Opening Streets—one of the chartered agencies of the City, which in 1910 had also been delegated a special Commission for paving in the New Annex of 1888—were taken over from the latter body.

It may be of interest to know that in the expending of loans certain requirements of law exist that are to some extent unique in Baltimore. Before the City may obligate itself for a loan it must secure the approval of the State Legislature; an Ordinance must be passed by the Mayor and City Council and be ratified by the people at a municipal election. If the proceeds are to be expended by a special commission, the practise has been to pass an appropriate ordinance for this purpose defining the personnel, powers, and duties of this body.

It remained, however, for William F. Broening to conceive and initiate the creation of a commission that would have as its duty the expenditure of loans for a variety of purposes. Problems of great moment confronted him when he was inaugurated in May, 1919. The war period, during which improvements were largely at a standstill, had just ended. Only one year before, the city had trebled its size by annexing from Baltimore and Anne Arundel Counties about sixty square miles to its previous thirty, and the residents of this addition, faced with the increased taxes that their change in status brought about, were clamoring for improvements of all kinds.

Streets, bridges, and sewers were demanded by a multitude

of improvement associations and communities. A water famine was and had been imminent for some years previous. Harbor developments to take care of the tremendous increase in shipping were felt to be urgent. Strange as it may seem now, it was necessary at that time for all vessels coming into the Port of Baltimore to arrange with private interests for docking privileges, and even then they had to remain at anchor in the harbor awaiting their turn. More money was needed for the extension of the conduit system. Police sub-stations and engine houses were necessary in the New Annex. Schools had been allowed to drop far behind the needs of the city years before annexation, and many sections of the Annex were entirely without school facilities. School buildings generally were in a woeful condition. Many of them were dangerous, not only from a structural point of view but also from fire and disease.

So difficult was the situation and so manifold the problems that it seemed to Mayor Broening entirely beyond the scope of the existing city machinery, not only to handle the work to be done but even to decide what programs should be adopted. In this emergency after numerous conferences with representatives of the communities in the New Annex, which was most persistent, he appointed in October, 1919, a body designated as the New Annex Advisory Commission. It was headed by Robert Garrett, a man widely familiar with conditions in the New Annex, of which he was a resident. It embraced in its membership not only representative citizens of the New Annex but also the engineering heads of those city departments that were most directly related to the work that it was expected to do. Its active membership was fifteen. Committees, largely headed by the engineering heads of City Departments were appointed.

About four months were devoted to an exhaustive study of the needs of the Annex. Finally a report was made to the Mayor on February 5, 1920, covering improvements that when completed would cost over \$52,000,000. For the purpose of immediate financing, the program was limited to three years, during which time it was estimated that approximately \$22,000,000 would be

spent on water improvements and \$10,000,000 on those miscellaneous items referred to above.

As a practical proposition, it was apparent that the success at the polls and in the Legislature of this New Annex Program would depend upon similar improvements for the Old City, in which a majority of the electorate resided. In the Commission's report, therefore, recommendation was made for \$22,000,000 for water and \$20,000,000 for various improvements, these sums to be divided between the Old City and New Annex in varying proportions. Upon receipt of this report the Mayor, in consultation with his advisers, amended the recommendation in the legislation to be presented at Annapolis to \$25,000,000 for water and \$26,000,000 for general improvements.

An interesting incident in the course of this legislation, the effect of which was to give a Republican Mayor control over such large sums of money in the hands of a Democratic Legislature, is reported, although we are not sure of its authenticity. One of the committees before which the bills were pending demanded of the Mayor the names of the men he would appoint to administer the loans if they were approved by the people. Suffice it to say, the bills were approved and an ordinance drawn and approved by the Mayor and City Council for ratification, the Mayor announced the names of the men he would appoint. The loans were approved by an overwhelming majority, and on the day after election, November 5, 1920, the members of the Public Improvement Commission were sworn in.

Its first Chairman was Robert Garrett. The five appointed members of this non-partisan commission were divided as provided in the ordinance between the two political parties in the proportion of three to two. Messrs. Jacob Epstein and William Kalb, together with the Chairman, represented the three Republican members; and Messrs. Henry D. Harlan, a former chief judge of the Supreme Bench of Baltimore City, and J. Barry Mahool, a former Mayor, were the two Democratic members. Under the provisions of the ordinance which, by the terms of the act of the Legislature, had to be passed before the money could be spent, the Mayor and

Chief Engineer were made ex-officio members of the Commission making seven in all.

Since it is impossible within the confines of a chapter such as this to say all that should be said regarding the formative period of this important city agency, only some of the more important features of the ordinance creating the Commission will be discussed. As first conceived, the life of the Commission depended upon the existence of the loan funds voted upon by the people. As will be mentioned later on, this feature was changed in 1932.

The first duty imposed upon the Commission was the election of an Executive Secretary. At the first meeting, Ralph C. Sharretts, who had been the Secretary of the New Annex Advisory Commission, was appointed. Like Judge Harlan, Mr. Mahool, and Mr. Kalb, members of the Commission, he has held his position since his appointment.

Out of the mass of details and the multitude of improvements to be started with the first money given to the Commission, three major items presented themselves:

1. The providing of a new water supply and the averting of a famine;
2. The furnishing of speedy relief to the educational system in the form of new school buildings; and
3. The completion of the topographical survey of the New Annex then in progress, without which it was impossible to properly construct streets, sewers, conduits and so forth.

The Commission was fortunate in having the advantage of the existing report on the water supply that Mayor Broening had previously arranged with Messrs. Nicholas S. Hill and James S. Fuertes to make. This report being actually available at the time the Commission was appointed, it was necessary only to select certain of the alternative plans submitted by them before going ahead with the work. After careful deliberation it was decided to raise the dam at Loch Raven from elevation 188 to elevation 240 above sea-level. With the distribution mains that were recognized as most urgent and the acquisition of private water companies, the vast water program, the cost of which since 1920 has been approved

by the people to the extent of \$42,500,000, was launched. Incidentally, under the terms of the 1918 Annex Act, it was necessary for the City to acquire the private water companies operating in the New Annex before its own mains could be extended into their territory.

The City was equally fortunate in having a study of the school situation in progress by Dr. George Drayton Strayer, of Columbia University and his corps of assistants, previously ordered by Mayor Broening. However, it was not possible to make the rapid progress that the occasion demanded, because this report was not completed, nor was it finished and analyzed until quite some time after the appointment of the Commission. Its importance, nevertheless, was so great that with the very limited amount of money available in the first "General Improvement Loan" (\$6,000,000 for new school buildings, and \$1,000,000 for repairs) it was decided to defer the actual selection of a program until its information was made available to the School Board and they, in turn, could prepare their recommendations to the Commission. Except, therefore, for the completion of several schools then in process of building by means of previous school loans, and the purchase of a few school sites that were certain of inclusion in the Strayer report, little was done until 1922. This was undoubtedly the most trying period in the life of the Commission, as may be readily understood when it is realized that with a program ahead, which in actual appropriations for schools since 1920, has aggregated in legislative approval \$42,500,000 and in approval by the voters of \$32,500,000, the Commission had only \$6,000,000 to spend. It was not such a difficult matter as to repairs, because they were concrete problems that could be approached promptly, and in the first calendar year after the Commission was appointed over one-half million dollars were spent.

Since the total amount entrusted to the Commission's care would seem to be of interest not only as evidencing the extent of this program but also as indicative of the progressive approval of its work by the people, the following table shows the loans, their purposes, and the dates of their approval by the voters.

1920—General Improvement Loan .....	\$26,000,000.00
Schools, Old City .....	\$4,250,000.00
Schools, New Annex .....	1,750,000.00
Schools, Repairs—Old and New City .....	1,000,000.00
Sewers, Old City .....	5,000,000.00
Sewers, New Annex .....	3,000,000.00
Paving Bridges and Street Opening— Old City .....	3,000,000.00
Paving Bridges and Street Opening— New Annex .....	3,500,000.00
Harbor Improvements and Bridges .....	2,500,000.00
Conduits, Old City .....	750,000.00
Conduits, New Annex .....	400,000.00
Police and Fire Old City .....	250,000.00
Police and Fire New Annex .....	600,000.00
1920—Water .....	15,000,000.00
1922—Schools .....	15,000,000.00
1923—Water .....	10,000,000.00
1927—Water .....	10,000,000.00
1927—Schools .....	10,000,000.00
1930—Schools, Handicapped Children .....	1,500,000.00
1931—Water .....	7,500,000.00
	<hr/>
	\$95,000,000.00

The several loans above listed were all placed by their respective ordinances under the supervision of the Public Improvement Commission. As the years passed it became evident that the tenure of office of the members of the Commission would be much longer than originally intended, namely the life of the first approved loans. It was further apparent with the changes that had taken place in the personnel of the Commission, (the resignation of Mr. Epstein and his replacement by Mr. Allan Cleveland, and the resignation of the Chairman Mr. Robert Garrett in 1930 and his replacement as Chairman by Mr. H. Webster Smith) that a modification of form was desirable; and this change was initiated by Mayor Howard W. Jackson in 1931. An explanation of this change occurs in the 1931 Report made by the Commission to Mayor Jackson which should be quoted:

“When the Commission was conceived and created by legislative action and municipal ordinance in 1930, it was not expected

to be a continuing body, but its life was specifically limited in the creating ordinance to the existence of the funds from the loans then created. For this reason and probably for this reason alone, the Public Improvement Commission unlike the Port Development Commission, created at the same time, consisted of a membership, other than the ex-officio members, the terms of whose office was indefinite and supposedly during the life of the Commission unless vacated voluntarily, by death, resignation or otherwise. There was no thought that these appointments would be for life. Such a status for a Commission of this kind was repugnant to our form of government when considered in relation to a permanent body. At the same time, with the constant addition of new loans and with the probability that with a city such as ours these loans would continue to be floated for one purpose or another, there were obvious advantages to be gained by having such body a permanent agency for the control of loan funds. This became apparent to you as it was to other students of our municipal government and the result was the passage of Ordinance No. 169 which was approved by you on November 14, 1931. This Ordinance was incorporated in the minutes of the Commission under date of November 16th 1931. Under the provisions of this Ordinance, with which the members of the Commission were in complete accord, after their resignations had been placed in your hands, you reappointed them for the following terms, beginning October 1st, 1931, respectively:

Mr. Allan Cleveland .....	1 year
Mr. William Kalb .....	2 years
Mr. J. Barry Mahool .....	3 years
Judge Henry D. Harlan .....	4 years
Mr. H. Webster Smith, Chairman .....	5 years

Thenceforth the appointment of the Commission members will be for a term of five years. No change was made in the ex-officio membership of the Mayor and Chief Engineer, Mr. Bernard L. Crozier, holding the latter position at the time. The Ordinance further empowers the Public Improvement Commission to spend the proceeds of any loan or any other fund or funds which may



be appropriated to it in the annual Ordinance of Estimates. In other respects for all practical purposes, the provisions of the original ordinance creating the Public Improvement Commission (Ordinance No. 376, Approved July 2, 1920) were reaffirmed.

The origin of the Commission and some of the fundamental facts concerning it having thus been briefly sketched, certain of its functions and the policies that have helped to bring about whatever success has attended its work will now be touched upon.

The Commission meets every Monday throughout the year. Although its meetings are open to the public it has not the attendance and public character of such bodies as the Board of Estimates or the Board of Awards, although its meetings are always attended by the press. It would be difficult to carry on its work if this were true. It is nevertheless the policy of the Commission to keep the public fully informed as to its activities. One of the criticisms that might be made, if it is a criticism, is that the public is not informed of every action of the Commission; but in the very nature of things this is impossible because of the multitude of details that come before it and because of the lack of news interest in most of them.

The work of the Commission is handled when necessary by specially appointed committees, such as the School Committee and the Water Committee, but none of the committees are generally empowered to act for the Commission, being required to report back their recommendations to Commission for its action. The School Committee under the Chairmanship of Mr. Mahool is the usual contact with the School Board through a similarly appointed committee of that body. This has proved of great assistance, especially since the more recent school loans have required the approval of the School Board of plans and specifications and of the selection of school sites. The policy, however, has always been, regardless of the powers of the Commission, to act only upon the School Board's recommendations as to location, size, cost, design, and character of buildings. The Water Committee under the Chairmanship of Judge Harlan is called upon to function when any situation involving considerable study or prolonged discussion is necessary.

The general policy of the Commission is to have recommenda-

tions made to it by the engineering department heads, such as the Water Engineer, the Harbor Engineer, et al, all such recommendations bearing the written approval of the Chief Engineer of the City.

Time and experience have shown that the character of improvements recognized by the Commission must be in accord with the provisions of their respective ordinances and seldom does a difference of opinion develop as to the legitimacy of the recommended project.

In only one branch of its work has the Commission found it desirable to create its own agency for carrying out its program; namely, in the construction of school buildings, engine houses, and police sub-stations.

In 1923 in order to relieve the office of the then Building Inspector of the tremendous volume of this work, the Commission created with the approval of the incumbent what it designates as its Bureau of Construction. Its functions are to supervise the designing of buildings, the preparations of plans and specifications, and the actual supervision of the construction work. The present Engineer in charge of this Bureau is Mr. H. J. Leimbach. His organization consists of a corps of engineers, inspectors, and office help, each person being trained for his particular work and approved by the City Service Commission. This is a flexible body increased or decreased from time to time as the program demands. The result of this work is to secure strict adherence to the specifications, thus assuring well-constructed and economical school buildings with a minimum of expense.

At various times figures have been prepared to show what it costs the city to have the Public Improvement Commission and its Bureau of Construction function. Early in 1933 such a computation showed that for an expenditure of \$16,186,412 in the years 1930, 1931 and 1932 for all improvements, these agencies represented less than  $\frac{3}{4}$  of 1% of total expenditures. When applied solely to the cost of schools and police sub-stations, excluding cost of field inspection, which would have been required without the existence of the Commission, the operations of the Bureau of Construction represented 1.61%. A fair average cost for the Public

Improvement Commission and the Bureau of Construction for all construction work on schools, fire engine houses, and police substations would be about 2%. The character of work obtained, in the opinion of the Public Improvement Commission, more than justifies these expenditures.

The Supervising Engineer is in constant touch with all the work. In addition to his frequent visits to each job he attends the weekly progress meetings that are held on every job, at which are always present representatives of the contractor, his sub-contractors, the architect, the mechanical engineer and the Commission's inspectors. These meetings have been found to be very effective in solving immediately the various problems that always occur on construction work; even in this work no changes in plans or substitution of materials for those specified are permitted without specific approval of the Commission and of the School Board.

An interesting side light of the Commission's work is included in the communication that was sent to every employee engaged upon its work. While the occasion for this communication arose out of an instance occurring in 1930, the statement of policy in reality represents the attitude that the Commission has taken since it began to function. In part this communication reads as follows:

This Commission wishes to assure everyone of its employees that no employee of the Commission need fear discharge, demotion or discrimination because of politics or the influence of politicians. The Commission has not and will not be influenced by political considerations in the expenditure of the loans which it supervises, or in the agencies it employs. It demands from its employees that they be loyal and obedient to their superiors, and that they shall perform their several duties efficiently, honestly and diligently. While so doing they shall have the support and protection of the Commission, and in order that the Commission may be able to better extend this protection, it now enjoins upon its employees that if any attempt is made to influence them in the performance of their duties, or in their freedom of political action by any direct or indirect threat of discharge, demotion or lack of preferment, through political influence, full information thereof shall immediately be brought to the attention of the Commission by the employee

in question through its Executive Secretary, or some one of its members. Failure to give this information will be regarded as disloyalty to the Commission and a violation of its orders.

The Commission also directs its employees that they shall not, directly or indirectly, suggest or indicate to contractors the source from which materials and supplies should be procured; that they shall not prepare, or cause to be prepared, specifications in such a manner as to favor the product of any particular manufacturer or supplier and thereby eliminate competition. When a particular product is desirable and cannot be obtained through competitive bidding, it shall only be inserted in the specifications after the attention of the Commission has been directed to it and the specific approval of the Commission obtained.

No departures by contractors from the plans and specifications which have been adopted by the Commission shall be permitted by those having supervision of the work of the Commission except as directed by the Supervising Engineer with respect to school work, and the Chief Engineer of Baltimore City with respect to water, paving, sewer and harbor work, each of whom shall, as promptly as possible, report such departure to the Commission in writing with his reasons for authorizing the same.

A feature of this school work that has been of particular interest has to do with the acquisition of property. This new policy was inaugurated at the suggestion of Mr. Smith and approved by the Commission as an experiment. Again we turn to the 1931 report of the Commission to explain a change in the policy of the Commission that thus far has worked out well and seems to be an improvement over the old system adopted when the Commission started its work:

#### PROPERTY PURCHASES

A new departure from the previous policy of the Commission was made during the year and dealt with the purchase of property. Therefore, the method of property acquisitions was to have a real estate committee consisting of Messrs. J. H. Strohmeyer, John H. Butler and Charles J. Dabler, after appraising a given site that

had been agreed upon by the School Board and the Commission as suitable for school purposes, to negotiate for the purchase thereof. This was done usually through the use of undisclosed representatives of the Real Estate Committee in order to avoid divulging the city's interest in the initial purchase. Under the method pursued, the brokers employed by the Real Estate Committee, collected commissions from the owners of the property, the Real Estate Committee, of course, being paid by the City. This was the method common to all large corporations, railroads, etc. and in many cases unquestionably saved the City large amounts and at the same time provided adequate compensation to owners. It had, however, certain elements that were constantly subject to criticism, the most outstanding of which was the collection by those men employed by the Real Estate Committee of fees from the owner, and the payment by the City of a fee to the Real Estate Committee for the same acquisition. This feature was obnoxious to the School Board and to me. I am not certain that had I been on the Commission at the time this work was started in 1920, in the light of the methods then known and used, that I would not have been perfectly satisfied to go along, but with the passage of years came a change in methods and at the time we were in a position to proceed with the purchase of the property at Frederick and Fulton Avenues the proper policy seemed to be one of complete candor as far as the public was concerned. Consulting with various experts and after noting the success of the Pennsylvania Railroad Company in its large property purchases, I recommended a change and the Commission adopted my recommendation so far as the property was concerned.

#### NEW METHOD DEFINED

Briefly, the policy recommended and adopted is this: For the purchase of a particular tract of land or building location a committee of experienced realtors is named. Prior to commissioning them to buy the property, and in fact before any publicity has been given to the fact that this property is desired by the City, a registered letter is sent to the owner of the property advising him that the City intends to acquire it. An appraisal is then made by the committee, for which each of the three members is paid \$25.00

per lot up to \$10,000, \$35.00 per lot from \$10,000 to \$25,000, \$50.00 per lot from \$25,000 up to \$50,000 and \$100.00 per lot over \$50,000.

Thereafter the Secretary of the Commission starts negotiations with the owners on the basis of the appraisal and failing to secure results with reasonable efforts, one of the Real Estate Committee is chosen to continue the negotiations, for which he is allowed \$50.00 per lot where purchase price is over \$5,000, including ground rent, if any, and \$100 per lot when the purchase price is over \$5,000. If results are not speedily obtained, the matter is submitted to the City Solicitor for condemnation but not for further negotiation. The testimony of all these Real Estate experts is available in such cases without any additional compensation beyond the schedule first above mentioned.

In the particular case for which this policy was adopted it worked out very satisfactorily and without an actual condemnation case going to trial. Several cases were submitted to the City Solicitor and preparations for trial made but settlements were possible in all cases. The prices obtained were mutually satisfactory and the knowledge that the city was the purchaser avoided one of the most exasperating elements that obtained under the old system, namely the employment by the owner of some one to help him in his dealings with the City. It also avoided what has undoubtedly happened in the past, namely, the purchasing or optioning of property from the owner by someone who had been appraised of the city's intention to buy before this information was available to the owner.

The results of our negotiations for the eight leaseholds, four reversions and two sub-reversions included in the property needed for an addition to School No. 48 was, as follows:

Upon a valuation of \$46,280.00 and a justifiable purchase price recommended by the Real Estate Committee the property was acquired at a cost of \$45,597.27.

As has been stated above, the scope of this chapter is too limited to go into details, but as we have already transgressed, we cannot refrain from submitting a few statistical facts about schools that we are sure will be of interest. The Commission has com-

pleted or, within a few months, will have completed 59 school buildings of elementary, junior, and senior high school grades, with a designed capacity of approximately 60,000 pupils. Among those to be completed within the time named are two schools for Handicaped White and Colored Children, which will provide the most modern facilities for the education of these young members of society whose future without these schools would be far less happy. The City College, Western High School, and the several junior and senior high schools included in the list are all examples of the finest class of school buildings in the country.

With the completion of Loch Raven Reservoir in 1922 and the increase in water impounded therein from 2,000,000,000 to 22,000,000,000 gallons, the city had a breathing spell from its threatened water famine; but, as the years went on and the city developed, it became more and more apparent that other steps in the program worked out by Hill and Fuertes would have to be taken, so that as early as 1925 the process of continuing impounding the water of the Gunpowder River back of the second dam was begun. This dam was to be known as "Prettyboy" from the name of a small creek emptying into the Gunpowder near the location of the dam. The long task of securing the necessary land was not completed until 1930. During this period plans for the dam were completed and construction work was started in the same year. For all practical purposes this project was completed on Sept. 18, 1933, on which date the water back of the dam had been impounded to within approximately one foot of the top of the dam, which, when full, will provide an additional available supply of 20,000,000,000 gallons. The whole Prettyboy project represents a cost of approximately \$4,110,000, of which the dam itself represents about \$2,380,000; bridges, \$237,490; roads, \$431,396; land, \$642,000; clearing, \$128,000; and engineering, \$286,000. 7,380 acres of land were acquired at an average cost of \$80.72 an acre. The water from this dam will be permitted to flow down the river bed when the Loch Raven Reservoir supply needs replenishing. The total investment in water improvements on the Gunpowder, as developed out of funds of the Public Improvement Commission since 1920, is about \$8,111,785.00.

Supervision of Prettyboy Dam was handled through the office of Chief Engineer Bernard L. Crozier, whose representative on the work was C. B. Cornell. Under him was an organization of trained men, the result of whose work, faced with unexpected foundation difficulties, which necessitated the expenditure of large amounts in excess of those anticipated, has been a great satisfaction to the Commission.

Right here, may we again refer to the advantages of publicity in connection with the work of such a commission as the Public Improvement Commission and may we also pay tribute to the fairness of the press toward the Commission and their painstaking presentation to the public of its difficulties and its mounting costs. Except for the co-operation and fair dealings accorded by the newspapers, the public would not have been informed and the Commission would certainly have suffered criticism that it could never have lived down, even though unmerited. While it has been discouraging and unfortunate in the extreme that the costs of this project have been so large and so much greater than expected, there is consolation in the fact that even had we known of the under ground conditions that were found to exist, it would, nevertheless, have been cheaper to construct the dam where it is than at any other place on the river, because of its natural contours and topography. If there were no other instances that prove the value of the Commission's policy of open meetings and full publicity as to its affairs, this one case would be sufficient to convince us that any public agency expending public funds which does not take the public into its confidence through the press, is almost certainly doomed to adverse and destructive criticism.

We must pass over the details of paving and sewerage, an extensive program for which was developed in the first few years of the Commission's life; of conduits, upon which the Commission had an exhaustive report and recommendations made by Major Clayton W. Pike of Philadelphia, an electrical engineer of national repute; of bridges over navigable waters, such as the Curtis Bay bascule draw; of the acquisition of land for harbor development, such as the area on which the Western Maryland Piers were built; and of the building of numerous engine houses and police sub-



stations. Even in the annual reports of the Commission it has been impossible to give the space that these improvements deserve. We hope that before long the time will come when it will be possible to prepare a report that will set forth the work of this Commission in detail.

A feature of the Commission's activities, of which it has been justly proud, is its accounting system. From its inception it was apparent to the Commission that if its funds were to be spent equitably and if it were to know at all times exactly where it stood financially, it must have its own accounting system. Among its first acts was the selection of Howard C. Beck, Sr., an experienced accountant, employed by the City, to devise an accounting system for the Commission. His familiarity with the City's accounting system made him particularly competent to give the Commission what it wanted. The system that he installed, with few, if any, changes, has been constantly in force and under the able control of the three Chief Accounting Officers that have held this position: namely, Chas. A. Woolsey, Frank J. Brandt (deceased), and the present incumbent, Charles T. Bagby, Jr. It has proved the backbone of the Commission's ability at all times and at a moment's notice, not only to know the status of a particular loan but the details and sub-division of every project, no matter how small, upon which the Commission has placed its approval for the expenditure of its funds. While it does not handle the actual money, and draws its vouchers on the City Comptroller for payment, there is that cooperation between the offices, and that recognition of its system that prevents any charge against our funds without the prior approval in writing of the Commission's accredited representative. Without such a system and the close contact and knowledge that it gives, it would be impossible for the Commission to perform its work with satisfaction or without the possibility that its funds might be overexpended. Thus far we have dealt with the proceeds of the loans specifically placed in the hands of the Public Improvement Commission by the Ordinances authorizing them.

In conclusion we desire to refer to another group of loans, the supervision of which was assumed by the Public Improvement

Commission in 1932. After the change in status above referred to, Mayor Jackson, recognizing the advantages of co-ordinating the work financed out of loans as distinguished from levy funds and for other reasons, requested the Commission to supervise the expenditure of the loan balances existing at the time from the proceeds of loans that had been previously designated for expenditure by the department involved. Again we find it convenient to quote from one of the reports of the Commission to Mayor Jackson, in this case that for the year 1932, to present the facts:

In the early part of October, 1931, you asked the Commission if it were willing to undertake the supervision of the expenditure of the balance remaining in these loans. On March 5, 1932, the Commission received a communication from Mr. Fallin, Clerk to the Board of Estimates, submitting in detail the loans involved, the balances remaining, both encumbered and unencumbered.

A question arose as to the legal status of the Commission as to the expenditure of these loans which was referred for settlement to the City Solicitor. His opinion, submitted with his letter of May 19, 1932 indicated that the transfer of these loans to the Commission could be accomplished by a resolution of the Board of Estimates as to those loans which it had retained under its supervision and by a request from those departments of the Department of Public Improvements to which supervision had been given over certain loans under previous provisions of the Ordinance of Estimates, but he further stated that the actual distribution of funds by the Public Improvement Commission could only be justified through the passage of an Ordinance clothing the Commission with power to expend them. This could be accomplished either through the passage of a special ordinance or by designating in a subsequent Ordinance of Estimates the Public Improvement Commission as expending agency. Pending adoption of one or the other of these suggested methods, in compliance with your request, the Public Improvement Commission has exercised a limited supervision over all loan expenditures except those of the Port Development Commission, if any. The method followed has been for the departments previously charged with the approval of the Chief Engineer any improvements desired by them. These, in turn,

have been considered carefully by the Commission and when approved have been the subject for recommendations by the Commission to the Board of Estimates. In the case of the award of contracts out of these loans, extra copies of the Commission's communications have been sent to the Board of Estimates for transmittal to the Board of Awards, thus providing that authority required by the Board of Awards from the Board of Estimates, because of the powers as to these loans reserved to the Board of Estimates in the Ordinance of Estimates.

Although not germane to a volume of this character and probably inviting the charge of self-conceit, we cannot refrain from commenting upon one phase of the work of the Public Improvement Commission, which, in these times of stress and distress, turmoil and taxes, seem to be entirely lost sight of; namely, the increased value of the city plant,—a value enhanced not so much by the large capital expenditures made, as by the far-reaching results of these physical improvements. In civic welfare Baltimore is a healthier City by reason of its water and of its sanitary and storm-water sewerage systems. In educational facilities, Baltimore's advancement during our thirteen years of activity has, we venture to assert, equalled that of any other City in the United States. In highway development, with much yet to be desired, Baltimore is immeasurably better off than when our work began. The old cobble stone streets, once so universal and, even with the extensive prior work of the Paving Commission, so prevalent in 1920, are now even scarcer than the horse-drawn vehicles, whose lumbering rumble thereon made rest and quiet impossible. In the matter of protection, Baltimore is a safer and more attractive City with the complete elimination of overhead wires in the business and most other sections of the City, a modern fire-alarm signalling system, many engine houses, and numerous outlying police sub-stations.

With the return to normal conditions, which sooner or later are bound to come to our beloved City, we have that faith in its people that convinces us that they will not question the privilege of the Public Improvement Commission to record its accomplishments in the words of its illustrious predecessor in material accomplishments: "veni, vidi, vici."

## CITY SERVICE COMMISSION

by WALTER L. CLARK

Educated Baltimore City College and Maryland University School of Law, 1902; Member American Bar Association; President Maryland State Bar Association; Baltimore City Bar Association. Author—"Investigation and Adjustment of Liability Claims"; Counsel for Maryland Casualty Company until 1921, when he resigned to enter general practice of law, specializing in insurance and suretyship. Lecturer on Evidence, University of Maryland.

**I**T HAS long been recognized that the so-called patronage, or spoils, systems, although an aid in building up political machines, is hardly effective in the construction of such administrative units as are necessary to operate a State or City government efficiently and economically. Private enterprises are uniformly operated more effectively and certainly cheaper than governmental organizations, not because of their compactness but rather because of the system of administering their affairs, the original selection of employees, and the method of building up the organization by weeding out the unfit and indolent and substituting for them a trained and industrious personnel.

It is, of course, impossible to get trained and industrious employees unless there is offered to them not only fair compensation for their work but a reasonable assurance that their positions will be permanent and will carry with it the chance of merited promotion. These inducements are the real foundation of Civil Service plans and of the various types of merit systems necessary to carry out that reform.

Civil Service reform began many years ago in England and resulted in the gradual development of a system of selection and promotion based upon merit rather than upon political or personal favoritism. The reform made its first real appearance in this country during the latter half of the nineteenth century, and due to the activities of the various reform associations compelled the

passage of the Federal Civil Service Act in 1883. This statute, among other salutary innovations, required the competitive examination of applicants for governmental positions to determine their fitness for the position rather than their party affiliations. It exempted all *employees from political service* and from contributing to campaign funds.

It is the purpose of this chapter to give a brief outline of the provisions of the Baltimore City Charter establishing the "Merit," or "Civil Service," system for the City of Baltimore and its procedure, with the hope that the facts will be helpful not only to persons in the system but also to those who by virtue of their professional or civic interests may desire to become better informed.

On November 5, 1918, during Mayor Preston's administration, the City of Baltimore through its voters, adopted as a sub-division of the City Charter certain sections (203-A to 203-Q inclusive), which constitute what is generally called the Merit System. This sub-division received a majority of over 24,000 votes, and became operative on April 1, 1920, with the appointment and organization of the Commission. Although many public attacks have been made upon this part of the Charter, and many open threats have been voiced to seek its repeal, there has been no serious attempt to put the matter up to the people of Baltimore. The Merit System is too close to the hearts and minds of the great majority of voters and municipal employees to make the result even doubtful.

By Section 203-A of the Charter the Mayor is required to appoint three men as members of the City Service Commission. These men serve without pay for a term of six years. The original appointments were made so that one Commissioner goes out of office every two years, thus permitting the Commission to have at least two experienced men at all times to carry over with them the experience and knowledge of previous Commissions. The first Commissioners were Edwin G. Baetjer, who was elected president; George R. Gaither and Charles C. Homer, Jr. Of the present Commissioners one is in his second consecutive term; another has served one full term, and is now filling out the unexpired term of a Commissioner who resigned because of ill health; and the third has served approximately two years.

The Charter is so drawn that both major political parties are represented on the Commission, and no Commissioner is permitted to hold any public office of profit.

The actual detail and clerical work of the Commission is supervised by a trained secretary and chief examiner. Its records are open to any employee and to the public.

By the authority of the City Charter the Commission has adopted and promulgated certain rules intended to carry out the letter and spirit of the statute. These rules may and are changed from time to time as changing conditions and new problems present themselves. The Charter provisions and rules are published in pamphlet form. A limited number of the pamphlets are available for persons who have real need of the information.

The functions of Civil Service are essentially three: First, to compel the selection of city employees from a list of persons who are proved to be qualified by education and experience to perform the City's work in an efficient manner; second, to protect those employees from dismissal because of their politics, religion, or, in fact, any reason other than inefficiency, or lack of work; third, to provide for the promotion of employees to better positions at higher salaries whenever such vacancies occur.

It is not, however, the function of the Commission nor within the scope of its authority to interfere in any way with the department heads in the operation of their various departments and bureaus. These department heads are necessarily subject to the general control of the Mayor as the head of the City government.

Under Section 203-D of the charter the Commission was required to and did classify all municipal offices and positions in the city to which appointments are made by any person other than the Mayor and City Council. The only exception to this arises under the school system. Persons holding positions involving duties in teaching and supervisory capacities under the School Board are especially exempted from the supervision of the City Service Commission and are under the control of the School Board. Those who were in the city service at the time the charter became operative were automatically inducted into the Merit System in the classes established by the Commission.

The original classifications have been changed, sub-divided, and combined from time to time as the need of re-classification became apparent. At present there are 448 classes of positions. A description of the duties of such positions and qualifications of applicants therefore is kept available at all times.

The classes fall into several groups: The Exempt Division, for which examinations have been found to be impracticable; the Competitive Division, where it is deemed practicable to determine the fitness of applicants by competitive examination; the Non-Competitive Division; and the Labor Division, the latter including only unskilled, or what is equivalent to unskilled, labor.

Of the Labor Division little need be said. Persons desiring positions as laborers register at the Labor Bureau and submit to a physical examination. If they are found to be fit they are available for employment in common laboring work. As there is no competitive examination there is no order of appointment. The entire labor list is available to appointing officer (Rule 8).

The exempt division includes the following positions, established by Rule 5; the Secretary and *Chief Accounting Officer* of the Public Improvement Commission, the Pilot, and the *Chief Examiner and Secretary* of City Service Commission.

The Non-Competitive Division (Rule 7) is intended to cover positions for which it is impracticable to conduct competitive tests. The classes within this division are established by special order of the Commission.

Referring particularly to the all important Competitive Division the following comments may be made as to the reasons for examination and the method of selection used by the Commission. Every Department head who desires to fill a vacancy occasioned by resignation, dismissal, increase of work, etc., must apply to the City Service Commission for a list of persons eligible under the charter to fill that position. The list so supplied may be the re-employment list, if there be such, for the class in which the position falls. If there is no re-employment list, the Department head is supplied with the names of five persons on the eligible list.

The re-employment list contains the names of all persons who have previously occupied similar positions in the service of the

city and have been laid off or furloughed because of lack of work, lack of departmental funds, or the abolition of the position. By reason of their previous status they receive preference in re-employment and are to be appointed in the order of seniority. If there is no re-employment list available, the appointment then must be made from the eligible list of those who have passed the fitness test with the highest ratings for the particular class.

It is the duty of the Commission to hold fitness or competitive tests and maintain, insofar as practicable, lists of persons who are found to be qualified to fill the positions in the various classes of employment. The eligible lists for the different positions are under the constant supervision of the secretary, and whenever there is a scarcity of personnel, examinations are scheduled and held. By this means the lists are maintained at a fair level for practical purposes. If there is no re-employment or eligible list for a certain position and a call is made for such an employee, a competitive examination is scheduled and held at once, and an eligible list made up from such examination ratings is certified. Occasionally, if an unusual emergency exists, and if there is no re-employment or eligible list, a temporary employee is permitted to be employed until an examination can be held and a permanent appointment can be made. The temporary appointee holds his position only until an eligible list is certified to the Department. Then the permanent position must be made from it. The Commission, however, looks with great disfavor on temporary appointments and only approves them in cases of great emergency and for very limited periods of time.

The examinations or fitness tests are usually conducted by the Commission acting through its Chief Examiner and Assistant Examiners. The Commission, however, has always called upon specially qualified persons to assist in examinations for technical or special positions. In all examinations papers are numbered and are not signed by the applicant. The numbers are keyed to the applicants' names in a separate record, and the papers are examined and rated anonymously, so that at the time the Examiner does not know whose paper he is rating. This prevents even a suspicion of favoritism. After the applicants have been rated for any particu-



lar position, those who have passed go on the eligible list in the order of their marks and are certified in the same order when vacancies occur.

It must be understood that the Commission does not make appointments of any kind. Its function is limited to keeping and supplying lists of persons found to be qualified to the Department and Bureau heads desiring new employees. A list of the five persons passing the examination with the highest marks, together with their ratings, upon request, is certified to the appointing officer. From this list he has the right to appoint anyone. He may choose the highest or the lowest of the five, but one of the five must be appointed. No positions in the competitive class can be filled by anyone except from the eligible lists. The effect of this system is obvious. The Department head is not deprived of his right to make the final selection and pick that one of the five who seems most likely to fit into his department. It may, and doubtless does, happen that some influence or favoritism enters into the actual appointment; but the favoritism does not affect the administration of the City's affairs, because any of the persons certified is competent to perform efficiently the work of the City.

After the Department head has properly made an appointment, he sends a notice to the Commission, so that the name of the employee can be placed upon its roster and payment of salary may be approved by the Commission. During the first six months of employment the employee is on probation and may be removed at the will of the Department head. This power may seem somewhat arbitrary; but, if the employee is removed, the Department head must appoint another person from the eligible list so that the City will be efficiently served. After the employee has served six months, he is then given permanent status and is entitled to the full protection of the City Service Plan.

When the probationary period is over and the employee has permanent status, he can be separated from the service by either voluntary resignation, by layoff due to lack of work, or by the abolition of his position, or for some other cause deemed sufficient by the Department head. If the employee is laid off, his name goes on the re-employment list, and he is then entitled to preference

in appointment if a similar position becomes vacant. Contrary to the general idea, the Commission has no power to interfere unless the dismissal is for one of the causes prohibited by the charter.

By Section 203-L, it is provided that no person shall be discharged from the classified service, reduced in pay or position, or suspended on account of his political or religious opinions or affiliations, or for refusal to contribute to any political fund or render any political service.

The Commission's interference, therefore, is limited to removals which have had their origin in politics or religion. The same section specifically states that the department head shall have the right to remove, dismiss, reduce, or suspend an employee for any cause other than the causes referred to above, which, in his opinion, may interfere with the efficient discharge of his duties. Obviously, it was never the intention of the charter to give the Commission authority to control the department heads in their handling of employees, unless their actions originated in politics or religion.

The charter does require that notice be given to the employee of the ground of his dismissal, and gives him the unqualified right to have the Commission investigate his removal and determine whether the charter provisions have been violated. By Rule 55, an employee receiving notice of removal may, within five days, file a written request with the Commission to investigate the cause. These investigations may and sometimes are initiated by the Commission without request. In either event, if the Commission finds no evidence that the dismissal resulted from political or religious causes, it is approved. On the contrary, if such causes are found to exist, the dismissal is disapproved and reinstatement is ordered. Occasionally the aggrieved employee demands and the Commission allows a hearing, at which both the dismissed employee and the department head are permitted to produce evidence in support of their respective contentions. As soon as possible after the conclusion of such hearings, the Commission passes an order which reflects its decision on the facts and either compels the reinstatement of the employee or approves his dismissal.

The present Commission has uniformly ruled that, in view of

the general authority of the department head to dismiss for all causes not political or religious, the burden of proving the prohibited causes is upon the employee. He is required first to produce *some* evidence, either direct or circumstantial, that his discharge was brought about by reason of politics or religion. If he cannot do so the dismissal must, under the charter, be approved. This point is emphasized because of the confusion existing in the minds of many employees and some attorneys, who apparently believe that the department head is required first to offer evidence tending to prove a good cause for the dismissal. Doubtless the cause of the confusion lies in the last paragraph of Section 203-C and in Rule 56, which give some of the causes for discharge.

The last paragraph of the Section referred to does not give the Commission any power to reinstate an employee because of his wrongful dismissal. Its purpose is to require the Commission to make a report to the Mayor whenever its investigation shows that any department head has abused the authority given him by making appointments or removals for reasons other than the good of public service. Upon receipt of such report the Mayor is authorized to remove the offender forthwith, without further hearing.

As a check on the rulings of the Commission, any employee feeling aggrieved may file a petition in court for a mandamus. In such proceeding the court determines whether the Commission has exceeded the powers granted to it in the charter. If it has exceeded such power, its action is manifestly void.

Whenever, by reason of resignation or other separation from the service, a position becomes vacant in any department that can be filled from the department itself, notice is given to the Commission and a promotional examination held to determine which of the persons in the line of promotion is entitled to the position. Promotional examinations are held from time to time, as the circumstances require. This method of administration permits the City to offer to its employees a real career, in which merit will receive its just reward.

In addition to the activities set out above, the Commission maintains a roster or employees' service record and certifies all pay-rolls of the City, after checking them against the roster in order

to determine that employees receiving compensation have been regularly appointed. It passes on all transfers from one position to another and upon all reinstatements.

Through its several medical examiners it keeps a record of the physical examination of all applicants for positions, and checks up all absences from work claimed to be due to illness or accident, disallowing pay if the claims are found to be untrue. It controls all leaves of absence and classifies all new positions.

In ordinary years the number of applicants (exclusive of laborers) ranges from 5,000 to 6,000 a year. The number increased greatly in 1931 and 1932. In the latter year 12,416 persons applied for positions. In addition to this number, approximately 10,000 applied for laboring work.

The offices of the City Service Commission are located on the ground floor of the City Hall, at the corner of Fayette and Holliday Streets. They are under the general supervision of the secretary and chief examiner, and embrace not only the rooms necessary for meetings, hearings, and general clerical work but also a room especially fitted up for the purpose of conducting tests.

## THE CITY PLAN

by JOSEPH W. SHIRLEY

Educated in Private Schools of Baltimore. Pennsylvania Military College, C.E., 1891. Field man, Topographical Survey Baltimore City, 1894. Chief Engineer, Topographical Survey, Baltimore City, 1900-1925. Engineer, Bureau of Plans and Surveys, and Chairman of the City Plan Committee, 1925-1927, appointed by Mayor Howard W. Jackson. Re-appointed by Mayor Jackson in 1931 and is still occupying that office. President of the Commission on City Plan, appointed by Mayor Jackson. Maryland Emergency Housing and Park Commission, 1934, appointed by Governor Ritchie.

**T**HE first city planning done in Baltimore was at the time of the establishment of Baltimore town in 1729, when the small tract of land now comprising the down-town business and banking district was laid out into sixty one-acre lots and opened for settlement. For a number of years thereafter the extensions to Baltimore town were made in the form of additions on which a street plan and lot plan were designated, and it was not until 1816 that there was a definite annexation of part of Baltimore County to the then thriving town of Baltimore. This addition brought the area of the town to 14.7 square miles.

A commission, consisting of a number of leading citizens, was formed to lay out this new territory in streets and avenues and this commission employed one Thomas Poppleton to survey and prepare this plan. A few years thereafter a street plan covering the entire area, and afterwards called "Poppleton's Plat", was adopted. In view of present conditions, it seems that Mr. Poppleton neglected to use to the best of advantage in his plan the radial highways that had been constructed leading from the important waterfront of the town into the country surrounding. These highways were of great value to the transportation system of the back country desiring to reach an outlet to the sea. Although Mr. Poppleton provided for a very few extra wide thoroughfares he did, however, lay out a

great number of streets 66 feet in width, paralleling each other at short distances with a system of cross streets arranged for in the same manner. Although this so-called gridiron plan is not entirely in keeping with the modern idea, it does provide a large amount of street space and is extremely helpful in handling the tremendous load of traffic which has been developed since the incorporation of the plan. Since its adoption, "Poppleton's Plat" has been the guiding plan in the street opening program followed by the municipality within the territory included in the 1816 extension.

In 1888 a further extension of the limits of Baltimore City was authorized by the State Legislature and voted favorably upon by the residents of the territory proposed to be annexed. This extension increased the area to 32.19 square miles.

For several years prior to the annexation of 1888, a "belt" was being built up lying just outside of the corporate limits of the city with little or no control in the manner in which streets and avenues were being laid out and constructed, and a confused system of highways was rapidly developing. Upon taking over the new area the city authorities realized the great responsibility of establishing a systematic plan, and compelling the adherence to this plan, for all future development. This was the first step taken by Baltimore in which might be termed modern City Planning. Upon the advice of capable and farseeing officials, a comprehensive topographical map was prepared. At the time, this map was considered to be the finest and most complete of any city in the United States. It was upon this map and the information it contained that a street system for the territory annexed in 1888 was laid down and authority from the Legislature was given to the city to refuse to accept as a public highway any street, lane or alley which did not conform to this plan. With this rather limited but effective power, the new territory was developed under the direction of the Topographical Survey Commission, and the result gave to Baltimore a rather good system of highways.

In 1918 an annexation was made bringing total area of the city to 91.93 square miles. The survey which had been made for the previously annexed territory was extended over the new area, and as a result, the "Major Street Plan," now being followed by the

city, was developed. Although the municipality lacked a number of laws and regulations which were in use in other cities, it did maintain an active city planning body as part of the regular routine of city government. This committee enjoyed the confidence of the great majority of land developers, and through a highly co-operative spirit much was done to guide the development along reasonable and practical lines. Planning in Baltimore up to this time, as in practically all other American cities, was limited largely to that of developing a Main Street and Park Plan. Since the beginning of serious city planning in the United States, this science has developed not only to include in its plan the location of a street and park system, but also the location of such features as public buildings, traffic studies, the location of monuments, the coordination of railroad systems and facilities, the development of piers, wharves and shipping facilities, the location of air ports, etc., and Baltimore has for some years been working along these lines.

The Commission on City Plan, authorized by the State Legislature in 1910, this being the second to be established in the United States, was for a time more or less active, but after the annexation of 1918 its duties were largely taken over by the City Plan Committee, which had been authorized by the Board of Estimates.

It does not seem necessary on account of all the publicity and arguments which have been used in recent years, for the justification of a plan for a growing city to go into those arguments at this time. It is therefore assumed that city planning already has been sold practically to all wide awake communities.

Since the space allotted for this feature of the city government, namely, the City Plan, does not permit going exhaustively into all the features which make up the City Plan, it will, therefore, be necessary to limit this article to the one very important foundation feature of a complete plan, that is, the development of the street system.

A very large proportion of the area of any closely built-up community must be set aside for street purposes, and practically all of the other features of the plan depend upon it. After the study of Baltimore for its street needs, a Major Street Plan was adopted and as the city grows individual streets or portions of this plan

must be constructed in order to take care of the erection of buildings to supply the needs of the citizens. These street beds are acquired as needed by various methods. By the deeding over to the city of the actual beds of the street by the developers of subdivisions, the city only accepting from these subdivisions streets which would conform to the city's plan. After accepting the deed for these streets, the obligation is upon the city to care for them. In some cases these streets have been opened and improved by private interests, the city's task under these circumstances simply would be the maintenance of these streets. In other cases, only the rights-of-way were deeded and under certain restrictions the city would then grade and pave these streets and maintain them. Often the case arises where the beds of streets needed can only be acquired by the exercise of the right of Eminent Domain. Baltimore's method in this procedure is as follows: Whenever the city is ready to exercise this right of Eminent Domain, a plat is prepared showing the location, length and breadth of the street proposed to be opened. This plat is drawn to a scale which enable all structures and other features which would fall in the bed of the street to be shown, and may be prepared and filed by the city administration, or filed by private parties after the plat has been prepared by some competent surveyor. The plat is then filed with the board known as the "Commissioners for Opening Streets." This Board consists of three paid commissioners who maintain an office and organization for work at all times. After the plat has been filed, a notice is inserted in two of the daily newspapers twice a week for two consecutive weeks, stating that an application will be made to the Mayor and City Council of Baltimore for the condemnation and opening or closing of such and such a street in accordance with the plat filed in the office of the Commissioners for Opening Streets. This plat becomes a public record and any individual who is interested may see it at that office. After the time of the notice has expired, an ordinance is prepared and introduced into the City Council to authorize the city to proceed through the Commissioners for Opening Streets to condemn and open the highway in question. This ordinance after having been read the first time in the Council, is sent to the Board of Public Improvements to report as



to the desirability of the opening or closing. This Board sends the ordinance to the Bureau of Plans and Surveys as to the accuracy of the plat and description, to the Commission on City Plan as to its relation to the Major Street Plan, and to the Commissioners for Opening Streets to check up as to the filing and advertising. When the ordinance is returned from these three bodies, it is passed upon by the Board of Public Improvements and sent to the Board of Estimates with its recommendation. The Board of Estimates passes upon the advisability of the city assuming such expense as it may incur, and a report from the Board of Estimates, together with the reports of the other bodies, is sent to the City Council with the proposed ordinance. The City Council then passes or rejects the proposed ordinance. If passed, the ordinance is forwarded to the Mayor for his action. Before the Mayor acts the ordinance is sent by him to the City Solicitor for his opinion as to its legality. Should the Mayor approve the ordinance, an order is given to the Commissioners for Opening Streets to proceed with the opening or closing. This Commission then calls upon the Bureau of Plans and Surveys to prepare what is known as the Final Condemnation Plat. This plat shows in great detail the dimensions by metes and bounds of each individual property to be acquired, as well as all buildings and other structures.

The Law Department of the city, in the meanwhile, prepares abstracts of titles of all the land affected by the opening. Upon the receipt by the Commissioners of the completed plat, together with the legal grade establishment, they, by advertisement and notices, inform all owners of land affected by the proposed opening that they will hold a hearing for the purpose of fixing prices on the land to be acquired. This first notice brings about the beginning of the negotiations which will be carried on by the Commissioners until they are ready to make a final return as to the cost of acquiring the bed of the highway. The Commissioners have authority to place benefit assessments on such property as in their judgment will be benefited by the opening of the proposed street. The general rule followed in fixing damages and benefits, is as follows: The Commissioners view the land through which the proposed street is to go and in their judgment put a value on the whole tract, as it

then stands, which will be effected by the opening. They then place a value on the land which will be left to the owner after the street is opened, taking into account the cost to which the owner will be put to bring the remaining parts of his land to a grade which will conform to that established for the street. By comparing these two values, they are able to determine by taking the difference between them, whether the city is to pay for the land to be taken, and if so, how much, or if the owners are to pay to the city an amount in accordance with the estimated benefits. There are often cases where the benefits and damages offset one another, and no money is passed by either parties for the transaction. The owner of the land may be agreeable to the findings of the Commission, but if not, he has the right, within thirty days, to appeal to the court for the determining of a proper value of the land so taken. This may or may not agree with what the Commissioners for Opening Streets have awarded. The city itself also has the right to appeal from the award of the Commissioners and its case is tried in the same manner. After the question of awards for damages and benefits has been settled, the city then proceeds to accept deeds in fee simple for the land which they have acquired for the opening of the street. Many years ago the city accepted only rights-of-way for street purposes for public use over private lands, but in recent years whenever the city acquires a strip of ground for highway purposes, it obtains a fee simple title.

In 1932, under special ordinance by the Mayor and City Council, the Commission on City Plan with nine members was revived and new members representing financial, architectural, legal and engineering ability were appointed, with a nominal salary paid to its President. Among the other duties outlined for the Commission, it is required to consider a financial set-up to carry out such plans for amendments which are made from time to time. These additional powers put it in a rather advanced position as compared with some Commissions in other cities, and if the spirit of the ordinance is carried out in a practical way, the development of a comprehensive plan should move along in a very regular and well-ordered manner.

In order that the municipality shall have more definite control

of its plan, the 1933 session of the State Legislature enacted a law known as Chapter No. 584, approved April 21, 1933, an extract of which is as follows: "For the purpose of promoting the health, security, safety, order and general welfare of the community, the Mayor and City Council of Baltimore are hereby empowered to provide by ordinance that the Commission on City Plan be authorized to prepare a plan or plans for the physical development of the City of Baltimore; to provide that such plan or plans recommended by the Commission for the development of the said municipality, include among other things the general location, character and extent of the streets, water-ways, boulevards, parks and other public ways, courts and open spaces. The general location and extent of public utilities and terminals, also plans for the removal, widening and vacanting of any of the foregoing ways, grounds and open spaces and provide for the official adoption of such plan or plans and the recording thereof among the land records of the Superior Court of Baltimore City; likewise to provide by ordinance that the Commission on City Plan may adopt regulations for the subdivision of land within the territorial limits of the City of Baltimore and also to provide for the approval by the Commission on City Plan of any plat for the proposed development of any subdivision; to provide procedure for the reservation of locations of mapped streets for future public acquisition and to adopt rules to regulate building structures in the beds of such reserved streets laid out on the official plan or plans adopted by the municipality pursuant to this Act.

"That the plan or plans shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality designed to promote health, security, safety, order and the general welfare of the people, including among other things, adequate provisions for traffic, the promotion of safety from fire and other dangers, adequate provisions for light and air, the promotion of good civic design and arrangement; and adequate provisions for public utilities and other public requirements.

"That in order to carry out the objects and purposes of this Act, the Mayor and City Council of Baltimore by ordinance may

provide penalties for the violation of any of the provisions of any general ordinance adopted pursuant thereto."

At the time of this writing the Law Department of the municipality is in course of preparing an ordinance to be submitted to the City Council to enable the municipality to avail itself of the powers recently granted by the Legislature. Some few years ago, the United States Department of Commerce, under Mr. Herbert Hoover, then Secretary of that Department, after much investigation by a board of eminent engineers and city planners, prepared what is known as a "Standard Enabling Act" which could be used as a basis for city planning legislation needed by the various states and cities. The legislative act above referred to, and the ordinance now in course of preparation, are based largely upon the provisions of this standard act which is being successfully carried out in 32 States. It has passed the test of a number of courts and it appears to be one which will enable a community intelligently, fairly and legally to carry out its plans.

## "ZONING IN BALTIMORE"

by JEFFERSON C. GRINNALDS

City Planning and Zoning Engineer. Educated Baltimore City College, 1904; University of Virginia (Engineering Department, 1904-1907); University of Maryland (LL.B., 1915, special studies, 1922-1924); Johns Hopkins (special studies, 1915-1917, 1922-1925); Member—American City Planning Institute, National Conference City Planning, National Housing Association, National Conference on Street and Highway Safety. Author, *Zoning Laws for Raleigh, N. C.*, 1922; *Frederick, Md.*, 1929; *Salisbury, Md.*, 1932, and numerous articles on City Planning and Zoning. Assistant Engineer Topographical Survey Commission, Baltimore; Commissioners Opening Streets, Baltimore; City Plan Commission, Baltimore; Three different zoning commissions, Baltimore, 1921-1929; Instructor, City Planning, Johns Hopkins University, 1924-1926; Lecturer, Zoning, Goucher College, 1924, and at University of Maryland, 1925.

**U**NDER our form of government the interests of the individual must be sacrificed in deference to the interests of society of which he is a member.

It may seem a hardship to one who contemplates the purchase of a house at considerable expense for the purpose of converting it into a restaurant to discover that he is prohibited by law from doing so. The location is in a neighborhood of dwellings where restaurants and business establishments are excluded because in the operation of places of business there results a certain amount of noise from increased traffic, there are bright lights not in harmony with dwelling uses, there are many people drawn to the stores, where by reason of all these and including the merchandise, the fire hazard is increased. The location of fire houses, police stations, water and sewer pipes are all related to the uses of the buildings. Together with the engineering factors there is to be considered the desirability of protection to residential neighborhoods—a great good which flows from the division of a city into districts for residence and districts for business. The result is that the right of the individual who wishes to invade for commercial purposes, a residential district, must be sacrificed in favor of the many who

wish the atmosphere of their neighborhood preserved solely for home owners. The preservation by law of a community for a definite type of activity or use is termed "zoning." The rights of citizens to be protected from the invasion of their neighborhood by interests distasteful to them must be preserved. Many elements are to be considered, not only usage, but building heights, protection of schools, hospitals and church properties, light and sanitation. Such protection can be afforded only by passing "zoning laws" such as are in effect in all large cities and many of second, third and even smaller magnitude.

An Act of the General Assembly of Maryland in 1927 authorized zoning of certain cities in the State including Baltimore. The Act says that those municipalities were:

"empowered to regulate and restrict the height, number of stories, and size of buildings and other structures, the percentage of lot that may be occupied, the size of yards, courts, and other open spaces, density of population and the location and use of buildings, structures, and land for trade, industry, residence, or other purposes."

The Act says further that

"For any or all of said purposes the local legislative body may divide the municipality into districts of such number, shape, and area as may be deemed best suited to carry out the purpose of this Act; and within such districts it may regulate and restrict the erection, construction, reconstruction, alteration, repair, or use of buildings, structures, or land."

The State Enabling Act gives the purpose for which such regulations are to be passed, and it is significant that they are equivalent to the things which should be considered in passing on particular permits under a certain ordinance approved by the Maryland Court of Appeals. In the State Enabling Act they are set forth in more detail, largely by name instead of by class. Section 1, Paragraph 3, of the Act reads:

"3. Purposes—Such regulation shall be made in accordance with a comprehensive plan and designed to lessen congestion in the streets; to secure safety from fire, panic, and other dangers; to promote health and the general welfare; to provide

adequate provision of transportation, water, sewerage, schools, to avoid undue concentration of population; to facilitate the adequate provision of transportation, water, sewerage, schools, parks, and other public requirements. Such regulations shall be made with reasonable consideration, among other things, to the character of the district and its peculiar suitability for particular uses, and with a view to conserving the value of buildings and encouraging the most appropriate use of land throughout such municipality.”

Pursuant to the authority conferred on the municipality by the Act, a commission was appointed in 1927, which made a careful study with the aid of members of the Board of Zoning Appeals and its staff. This Board was acting under a tentative ordinance, pending a comprehensive one. All technical help then was furnished by the Board of Zoning Appeals without additional expense. The Commission, composed of thirteen members, was appointed by ordinance of the Mayor and City Council. It was authorized to do the work, make a preliminary report to the City Council and a final report. After the final report, the work of the Commission was finished, and it, thereafter having no official status, ceased to exist. The report of the Commission was in the form of a comprehensive zoning ordinance, the passage of which it recommended. This Commission prepared the zone plan and ordinance which were submitted to the Council as required by the Enabling Act. All the procedure mentioned in the Act was complied with. The Council considered the ordinance for a period of about eighteen months, during which time public hearings were held, amendments were considered, expert advice was obtained from Mr. Edward M. Bassett, of New York, and all who came to set forth their views were given a hearing. The members of the Zoning Commission, with their technical advisors, inspected the whole City minutely, and sometimes the City Council went out for such inspection on particular locations. The intention was to produce a plan and ordinance, which most nearly complied with the requirements of the act and the decided law of the State, with the needs of the community and with the approval of the citizens insofar as all of these could be harmonized. Therefore, Ordinance

No. 1247, approved March 30, 1931, became the new zoning ordinance, and is now in effect.

### IT IS CONSTITUTIONAL

After the first ordinance of 1923 was enacted and until 1931, a line of zoning decisions has come from the local courts in Maryland, the Court of Appeals, other state courts and the United States Supreme Court. Since the passage of the new ordinance, the validity of the use provisions and the division of the city into districts has been sustained by the Court of Appeals. In several matters of detail the court has held that the authority of the Board of Zoning Appeals to make exceptions or variances is limited. This will be discussed later.

There is now no constitutional obstacle in the State of Maryland to the division of the city into districts and suitable and appropriate regulations for the several districts. After the area district case, decided in 152 Md. 671, there is no question about the validity of reasonable area regulations, and as far back as 1908 in 108 Md. 220, the validity of height regulations was sustained.

### BRIEF OUTLINE OF THE ORDINANCE

#### USE DISTRICTS

What is now called the new zoning ordinance, divides the City of Baltimore into four use districts, namely, industrial use district, second commercial use district, first commercial use district and residential use district. There are provided in the ordinance seven area districts and five height districts. Briefly, in the industrial use district all uses of land and buildings are permitted except that a few uses, specifically named in the ordinance, require a special ordinance of the Mayor and City Council. In the second commercial use district, all uses are permitted, except those specifically named in a list and which are usually regarded as heavy industries, the operation of which results in the emission of obnoxious odors, fumes, gases, dust, much smoke or excessive noise



or vibration. In the first commercial use district all uses are permitted, except those which are excluded from the second commercial use district and a few others named in the ordinance. This district is regarded as the ordinary retail business district, although wholesale and warehouse business is permitted. In the residential use district all uses are permitted except those which are excluded from the first commercial use district and a list of others which must be excluded in order to carry out the purposes set forth in the State Enabling Act. Generally, business is excluded from this district and dwellings, churches, schools, libraries, hospitals, etc. are permitted.

#### AREA DISTRICTS

The seven area districts are called:

- A Area Districts
- B Area Districts
- C Area Districts
- D Area Districts
- D-Restricted Area Districts
- E Area Districts
- F Area Districts

The A area district is approximately coincident with the downtown business districts which are first commercial. This district is approximately bounded by the high pressure water service for fire protection. In this district the maximum percentage of the area of the lot may be covered and the minimum amount of open space is required on the lots. It is the district in which the population is least dense, not because the buildings are farther apart, but because there are fewer people living in the buildings downtown and because so many buildings have no occupants as residents. It is the district also where there are the most ample provisions for fire protection. There is an economical side, too, because it is the high land value district. This district is coincident with part of the residential use district which portion is provided for the largest apartment houses and situated opposite portions of Druid Hill Park and Johns Hopkins University grounds, regarded as permanent open spaces.

The B area district is coincident with the second commercial use districts and the industrial use districts. First, it may be said that the second commercial use district extends over and includes much of the old part of the city surrounding the central business district and particularly those parts where the transition from residence to business is going on, particularly in many of the older dwellings which are not equipped like more modern ones and, therefore, much less in demand as dwellings. The B area, second commercial use districts extend out along the railroads to the north and west of the centre of the city, and the B area, industrial use districts cover the water-front and the railroads adjacent to it. These districts include the industrial sections of the city of Baltimore, known as Canton, Highlandtown, Locust Point, Ferry Bar, Westport, Cherry Hill, Fairfield and Curtis Bay. The entire lot may be covered by buildings used for business in the B area district. The B area district includes also the older residential sections of the old City of Baltimore built up with ordinary three-story brick houses in rows which were so popular a number of years ago. Where the B area is coincident with this residential use district, some open space is required on the lot and buildings may not cover the entire lot.

The C area district includes the main arterial thoroughfares which are also in the first commercial use district and some of the newer residential sections. In this district front yards are required, rear yards are required and there is a limitation to the percentage of the area of the lot that may be covered.

The D area district includes the latest of the two-story porch-front house development in rows in residential use districts. Front and rear yards are required, and the size of the building is limited.

The D-Restricted area district includes only several small portions of the entire area of the city and is intended to permit houses in groups of not more than six units to the group and with an open space between the groups. Other open spaces are required similar to those in the D area district.

In the E and F area districts, front and rear yards are required, and the size of the building is limited to a maximum percentage of the area of the lot, and there is the added restriction that a side

yard is required for each house, if the building is a semi-detached house, and two side yards are required for a detached house. The sizes of the yards are set forth in the ordinance. In all the area districts, except the A area district, the number of families per acre that may be housed on a lot is limited. Stated in another way, there is required a minimum amount of lot area per family in those districts.

### HEIGHT DISTRICTS

There are five classes of height districts, namely:

- Two and One-half Times Height Districts
- Two Times Height Districts
- One and One-half Times Height Districts
- One Time Height Districts
- Forty-Foot Height Districts

The two and one-half times height district is approximately coincident with the downtown central business district, with the high pressure water service and the A area district. The name of this district needs explanation: It means that buildings may be constructed in this district to a height not exceeding two and one-half times the width of the street on which lot abuts.

The two times height district is a classification particularly designed to be coincident with the A area district which is intended for the higher apartment houses in the residential use districts near Druid Hill Park and Homewood.

The one and one-half times height district is coincident with all the second commercial and industrial use districts which are in the B area district, and it includes also the main arterial thoroughfares which are in the first commercial use district.

The one time height district is that portion of the residential use district, B area district which is referred to above as being the older parts of old Baltimore now developed with three-story brick houses in rows.

The forty-foot height district is, as its name indicates, a district where buildings may be constructed not exceeding forty feet in height, notwithstanding the width of the street. This

forty-foot height district includes generally all of the new two-story brick house development, almost all of the suburban detached cottage development and much vacant land available for both uses hereafter.

There are provided in the ordinance exceptions to the height regulations so that architectural design is not restricted and so that things like steeples, flag poles, radio towers and some other items are not limited. The height regulations being intended, among other things, for protection against fire hazards and to prevent the obstruction of adequate light and air to buildings and streets, the exceptions include such structures as are not used for dwellings and even to a very limited degree are they entered for other purposes. Their design and size are such as to have very little effect on access of light and air.

#### METHOD OF SELECTING DISTRICT BOUNDARIES

The boundary lines shown on the district maps were selected by the Zoning Commission after careful studies and were passed as part of the ordinance by the Mayor and City Council. As a matter of practice, when the Zoning Commission made studies and surveys throughout the city, it did so in an effort to establish district boundary lines, to classify uses, to lay off certain districts for certain uses, to prepare a zone plan and appropriate regulations for it. Although the Commission and the Council laid out the districts and gave due consideration to the things which would determine such boundaries insofar as practicable, it was impossible to apply all tests to determine the relation of an individual building or lot to the items contained in Section I, Paragraph 3 of the Act, *supra*. The tests were applied particularly with respect to district boundary lines in relation to these items. It was not practicable for the City Council to go out and inspect all the buildings and lots. The City Council examined the plan with reference to the items mentioned above and determined that there was a proper relation between the districts and those things upon which the district boundaries were determined.

There was provided in the ordinance that in cases where a

minute study was required, there would be a Board of Zoning Appeals to make these studies, which Board, acting according to a definite rule and within limits, could make a determination which must be standard with respect to a given set of facts. Upon whatever facts the district boundaries were determined, it is certain that some of those facts changed after the survey but before the ordinance was passed, and some have changed since. Examples of these changes might be in the uses of buildings, buildings razed, new structures, buildings destroyed by fire, removing or adding fire houses, schools, parks, transportation facilities, churches, dwellings, filling stations, garages, water pipes, fire hydrants, fire alarm boxes, police stations, sanitary and storm-water sewers, stop and go lights, safety zones, "no parking" signs, electric street lighting, or there may be laid out new streets, or streets may be opened, closed, widened, regraded, paved or declared boulevards, bridges built or removed, and numerous other physical changes.

#### DEGREE OF ACCURACY

The boundary lines were situated with a high degree of accuracy, but, as in all other engineering work, a degree of error cannot be avoided. The authority of the Board of Zoning Appeals to make exceptions near the boundary line is the usual method of providing for a correction in the degree of error. It should be noted here that the ordinance is intended to protect against hazards from fire or disease or menace to the health, safety and morals. With these purposes in view, the lines were made quite restrictive, including what is termed a "factor of safety" against the hazards. The authority to make exception is again available where such exception may be made without minimizing the real safety but encroaching perhaps upon the "factor of safety" in a specific case where the facts would warrant.

The boundary lines were determined by reference to certain physical features either existing or proposed or necessary for the community. If, for instance, a boundary line is determined by the end of a sewer or line of transportation, a street, building, park or any one of a number of other conditions, the thing that

determined the location of the boundary line has a sphere of influence parallel to it or a certain distance from it in one or more directions. A concrete problem would be this: If the boundary line were to be located with respect to a large water main or a very wide street, should a district terminate at the end of either of these, beyond the end or before the end is reached, and in any one of these conditions the influence still exists.

From the facts above presented with reference to the method of selecting district boundaries, the degree of error, the factor of safety and the sphere of influence, it is obvious that the same result could not be produced in every case, notwithstanding the same rules apply. It is easier to harmonize the rules with respect to a district boundary than with respect to individual buildings. All such matters were considered by the Commission and the City Council and the impracticability—in fact, almost impossibility of the Commission or the Council considering every individual building in the city and applying all tests to it, lead to the only solution otherwise, namely, a Board of Appeals to pass on individual cases as they arise.

### BOARD OF APPEALS

These are the engineering problems confronting the Commission and the Council. There is only one accurate, adequate and certain way to solve them so that a property owner may get the benefit of every fact which relates to his right to get the permit. The method is by a competent Board trained in this work to make a minute study or survey in each case when a permit is applied for. A full study of the facts relating to a particular lot and building can be made by such a Board, where it was not practical by either the Zoning Commission or City Council.

The authority of the Board to make exceptions has been limited somewhat by three recent decisions of the Court of Appeals. In these, the rule conferring such authority was criticized, and it is necessary to try to devise a different rule specifying more particularly the limitations and the conditions under which the Board may so act. The rule must be definite so that it can be so applied

in each particular case in order that under a given set of facts the decisions will be uniform.

The ordinance and maps seem to fit the conditions in the City of Baltimore remarkably well. Fair evidence of this is that since March 30, 1931 until March 1, 1934, a few days less than three years, there were adopted by ordinance only eighteen district map changes. All of these but two or three seem to be improvements to the zone plan, and with respect to the others, there are reasonable arguments both for and against. It is probable that a majority of these ordinances need not have been passed had there been an adequate rule for an exception to be made by the administrative Board of Zoning Appeals, the members of which have acquired much specialized information and knowledge on the subject. It is a continuing Board and was intended for this purpose. Many other ordinances have been introduced, and not passed, to effect a change of district in particular cases where the Zoning Ordinance prohibited the proposal and where the Board of Zoning Appeals was without authority to make the exception. There have been, in three years, thirty-five such ordinances. It is safe to say that in the case of over three-quarters of these, an adequate rule for the Board of Zoning Appeals to act under would have permitted some reasonable use in a meritorious case and where local conditions justified it.

This Board of Zoning Appeals was established by the ordinance pursuant to the Legislative Act. The following is from Paragraph 32 of the ordinance:

"The Board of Zoning Appeals is hereby established. It shall consist of five members and they shall be appointed by the Mayor for a term of four years in accordance with the provisions of Section 25 of the City Charter, provided, however, that of the first appointed members, one shall be appointed for a term of one year, one for a term of two years, one for a term of three years and two for a term of four years. One member shall be designated by the Mayor as Chairman. Annually thereafter the Mayor shall appoint members for terms of four years to succeed those whose terms have expired. Vacancies shall be filled for the unexpired term of any member whose term becomes vacant. The members of the Board of Zoning Appeals shall be removable for cause by the Mayor upon written charges and after public hearing."

## APPLICATION OF THE LAW

From observation during a period of three years, it appears that the ordinance is working out reasonably well except for the cases where an exception would be justifiable if the ordinance permitted it, or where there might be a slight change of location for a boundary line; otherwise, except for the property specially situated and falling within those classes referred to above which require individual study, the plan fits the conditions remarkably well. Occasionally, there might be an appeal for a place of business in the heart of a residential use district, but there is no question about how the ordinance applies. It is prohibited. The applicant is told that the proposal is in a residential use district, is prohibited by the terms of the ordinance and the Board is without authority to grant it. The more difficult cases to determine are those near the boundary lines of districts since the Board is without an adequate rule to apply where relief seems necessary and warranted by the facts. There are cases also arising relating to extensions of non-conforming uses. These are sometimes near a boundary line, but wherever situated the problem is, first, to determine whether the place has been heretofore used for a non-conforming use or if it can be regarded as arranged, intended or designed to be so used, such architectural arrangement having been made prior to the passage of the ordinance.

Numerous times applicants desire permits in districts where the proposed uses are excluded or in districts where the area regulations do not permit the size yards, open spaces or population density as proposed. Many insist on making application, receiving a disapproval from the Building Engineer (the officer in charge of applying the law) and then taking an appeal to the Board of Zoning Appeals. Where the proposal is not permitted under the law or where there is no rule by which the Board may make an exception, it disapproves the permit. Some applicants have taken an appeal to the Baltimore City Court. In the case of an applicant for a permit which is not granted by exception or because an exception may not be made, there is no way for him to get the permit without the zoning district is changed by ordi-



nance of the Mayor and City Council. From what has been said above with reference to such ordinances, it is clear that the law is being carried out quite effectively.

### ZONING ORDINANCE AND MAPS

For the use of those who require the information, the Zoning Ordinance has been printed in pamphlet form and is available at the office of the Board of Zoning Appeals. The zoning districts are shown on two maps, one entitled "The Use District Map" and the other entitled "Height and Area District Map." The names are self-explanatory. The scale of these maps is a little more than a quarter of a mile to the inch. They are for sale at cost and are handled by the Bureau of Plans and Surveys in the Municipal Office Building, the department which handles all maps which are published by the City for sale to the public.

### SUMMARY

There has been set forth above some reference to the State Zoning Law, a description of the present Zoning Ordinance, some facts concerning the method of the selection of the district boundary lines and their relation to the things which determined them and the method of providing for inequalities. To perfect the system and its application, it is necessary to devise and adopt an adequate rule under which the Board of Zoning Appeals may function and which may be recognized as valid by our courts. From the experience of the last two years, it appears that the plan and its application fit the conditions in the city remarkably well.

## THE MUNICIPALITY'S PARK PROBLEMS

by J. V. KELLY

*Secretary-Treasurer, Park Board of Baltimore*

James Vincent Kelly, Georgetown School of Law, LL.B., LL.M. Practised law before the Supreme Court of the District of Columbia. Became affiliated with the Park Board Office in Baltimore, and in 1901 was made Secretary and Treasurer of that Board which position he has held ever since. Was one time Secretary-Treasurer of the Baltimore University School of Law.

THE City of Baltimore had attained to a population of 80,000 souls and to the respectable age of one hundred years before it included in its municipal functions for the first time, the care of a public park by appropriating money for such a purpose. And yet the City's Parks had both their beginning and major acreage growth long before recreational need in a social service sense was advanced as a reason for them.

The first Park was not the result of a public demand for such an addition to the tax burden but a gift of six acres by a public spirited merchant who chose to call his donation a "Public Walk" rather than a "Park." His generosity was richly rewarded as time ran on by the enhanced value of the adjacent property which he left to his children and grandchildren. The donor was William Patterson, the father of "Betsy Patterson" who gave Baltimore such social prominence in the time of Napoleon.

In the thirty years following the appointment of the first Keeper for Patterson Park the City acquired by gift and by purchase several additional Parks of six acres and less, which likewise created favored residential sections—providing as they did an outlook upon shade trees, lawns, paved walks and ornamental fountains. These neighborhood Parks, or "Squares" as they are called today, took on the names of Franklin, Jackson, Madison, Union, Lafayette, etc.—reflecting the political history of the days before

the Civil War and satisfying the park needs of the first three decades of the City's second century. Then in 1860 came the purchase of Druid Hill Park, which was the result of the practical idealism of a small number of prominent citizens who sought for a population of 212,418 the kind of recreation implied in the park definition of the time—"a place where the people may enjoy with their families, during periods of leisure, enlarged space and pure air."<sup>\*</sup>

To obtain a suitable area large enough for such use in common by the entire population the moving spirits, who had solicited and obtained the active cooperation of the public authorities, had to go entirely outside the City limits. The original purchase was 453 acres, all lying well beyond the jurisdiction of the Mayor and City Council and requiring on that account the creation by the State Legislature of a Park Commission with very unusual powers. Druid Hill has since been enlarged to its present 674 acres, and is as far within municipal boundaries as are the 805 acres of Central Park in New York.

Popular approval at the time of the purchase was not so enthusiastic or so wide-spread as to suggest that the project be financed out of the tax levy. <sup>contracting with private capital, which was</sup> So the authorities found a way by seeking Street Railway franchises at the time, to have paid to the City, for park purposes, 20 per cent. of the gross car fares collected. Fourteen years later the contract was modified by Ordinance No. 48 of 1874 which reduced the payments to 12 per cent. in consideration of the removal from the cars of certain "fare boxes"; a 4-cent fare for children and submission to a penalty of \$100.00 per day when the quarterly payments were not made promptly. The contract was modified again after a period of eight years by the State Legislature (Chapter 229 of the Acts of 1882) which reduced the 12 per cent. to 9 per cent. in consideration of a 5 cent fare for adults and a 3 cent fare for children, and this rate continued unchanged for a period of 50 years. Then by Ordinance No. 281 of 1932 the contract percentage was reduced further on a sliding scale, subject to conditions not fulfilled at the time this is written, so as to be 8 per cent. for 1933; 7 per cent. for 1934; 6 per cent. for 1935; 5 per cent. for 1936; 4 per cent. for

\* From Mayor's Message to the City Council in 1859.

1937, and 3 per cent. for 1938 and the years following, plus a payment of 20 per cent. <sup>of net income</sup> The margin of earnings over operating costs was \$413,000.00 for 1930, but thereafter there was no net income until 1934, when net earnings approximated the 1930 figures.

The City's revenue from this unusual source reached its peak in the year 1920, when \$1,177,653.87 was paid to the City for park purposes by the United Railways and Electric Company. The total payments from 1860 to 1934, inclusive, at the 20 per cent, 12 per cent, 9 per cent, 8 per cent and 7 per cent rates have been \$30,422,184.19\*

Leaving out of consideration the fares upon which no return was made under a Court ruling giving the Street Railways a pro rata reduction based upon the car mileage on city streets in its relation to the car mileage on private rights-of-way; and disregarding also the fares upon which less than 9 per cent was paid in connection with certain private rights-of-way acquired by the city, the carfares upon which the 9 per cent. was paid in the peak payment year totalled \$12,800,758.22. The twelve months which this covered included the last three months of 1919. For the calendar year 1920 the fares subject to the 9 per cent. amounted to \$13,038,364.72 and the whole fares collected reached a peak of \$16,248,113.83. At the 7 cent fare, which was put into effect January 1, 1920, after having been raised to 6 cents on October 1, 1918 and to 6½ cents on October 1, <sup>1919</sup>~~1920~~, this indicated that car-rides in the peak year numbered more than 232 millions. Owing to the increasing use of motor vehicles, especially taxicabs and the Railway Company's busses, the 9 per cent. basis had dropped to \$11,949,557.84 for the twelve months preceding the Stock Market crash of 1929, and the gross fares collected to \$15,496,692.92, which indicated slightly less than 155 million passengers at the then prevailing fare of 10 cents, or a drop of nearly 77 millions in the number of fares collected while prosperity reigned. It has

\* \$4,930,153.64 from 1860 to April 1, 1899  
 4,022,630.92 from April 1, 1899 to 1909  
 19,511,057.82 from 1909 to 1931, inclusive  
 1,958,341.81 for the years 1932, 1933 and 1934

\$30,422,184.19

been argued that this was due largely to the fact that the fare was increased to 7½ cents on June 1, 1924; to 8 cents on February 12, 1928, and to 10 cents on December 1, 1928, tending to close the gap between motor vehicle and street car transportation costs. With the beginning and increase of widespread unemployment the fares subject to the 9 per cent. dropped off further, under the 10 cent fare, to \$8,230,687.26 in the calendar year 1932, and the gross collections to \$10,803,081.15, showing a further decline to 108 million fares and a difference of 124 millions between the fares collected in the year 1920 at 7 cents and in the year 1932 at 10 cents. A return to 1928 prosperity and a 7-cent fare by 1938, would make twelve million dollars in fares the approximate basis of the 3 per cent. rate and leave the City's revenue for park purposes around \$360,000.00 per year. *(Actual for 1938 was \$239,058.89 with out return of 1928 prosperity—and without seven cent fare)*

This is so nearly the total return received by the City from the Street Railways at 9 per cent. in the year 1905 that the relation of the expenditures then upon 1,394 acres of park land to the expenditures <sup>now</sup> upon 3,648 acres is not without interest but space will not permit the details to be gone into here. However, the major park problem of the present and the near future is so largely financial, that some figures covering the last ten years of operation will be given later.

Persons who are removed from actual contact with the facts relating to Public Parks in Baltimore are prone to attribute the growth of the City's park system to a general public demand which had to be heeded by the public authorities. The records show that such was not the case when Druid Hill was purchased and that the subsequent acquirements of Clifton Park in the northeast section, Carroll Park in the southwest section and the enlargement of Patterson Park in the eastern section were dictated by sectional feeling rather than by studied public need. No evidence can be found of dissatisfaction on the part of the citizens generally with the acreage devoted to public parks at any time, although public spirited citizens with vision and foresight always have advocated park extensions, and persons with property to sell the City for such a purpose have been active in season and out. When the idea of a connected system or chain of parks was advanced

it came from the Municipal Art Society. And when a comprehensive plan, prepared by nationally known landscape architects for the Society had been adopted by the Park authorities the citizens attached to their approval of a loan to carry out one-third of the plan, a requirement that <sup>the</sup> money be expended equally in the four sections of the City. This forestalled the use of the loan for the acquirement of available land in the direction in which the City was growing most rapidly and led eventually to the use of part of the funds for construction work in the southeast section, where land was not so plentiful and had greater value for industrial use than for public parks. The citizens next voted down at the polls a proposed second million Park loan which effectively defeated the proposals by leaving them to be financed in a piece-meal way out of Park revenue over so long a period of time that rising land values finally made the completion of the plan prohibitive in cost. From 1905 to 1920 there was no current revenue available for land taking, but thereafter the Park Board managed, over a period of fourteen years (including 1933) to divert a total of \$1,462,472.36 to land purchases, all substantially in line with the Olmsted Plan.

In the meantime, the social service value of public parks had been advanced by the idealists who in 1906 had organized the Playground and Recreation Association of America. Their activities placed such emphasis upon children's playgrounds and outdoor recreational facilities as to gradually lessen the association of public parks with landscape architecture and to create a financial need of unprecedented proportions. The appeal went straight to the hearts of the mothers and fathers of growing children and created a public interest leading directly to larger expenditures upon recreational facilities than upon park extension and development. Upon land already owned and available for park use the capital outlay for swimming pools alone, including the pool buildings which in some cases serve as field houses, ran to over \$734,000.00. The operating cost of these pools over a period of seventeen years to the end of 1934, has averaged \$38,469.39 per year against an average annual collection of only \$22,808.74 in fees. The earlier pools were constructed with water areas two and three acres in

extent and gave Baltimore the distinction of having the largest swimming pools in the country, but later construction limited the size to Country Club proportions. The seven pools now in operation have a capacity taken together of 30,000 bathers per hour and have accommodated as many as 600,000 patrons in a single season of approximately one hundred ten-hour days. The number dropped to 219,633 for the season of 57 days, in 1934.

The segregated construction cost of five golf courses, not including the land cost of \$300,000.00 for 400 additional acres, required for two of them, has totaled \$190,000.00, plus \$496,565.40 segregated to golf construction on unemployment relief payrolls. In the beginning park golf was free, and the average annual cost of operating the 18 hole course at Clifton Park and the 9 hole course at Hillsdale Park was \$12,131.00. During the six years that fees have been collected the annual cost has averaged \$37,537.00, and the yearly collections \$32,463.00. Consequently, the park golf problem is not so much financial as it is social at the present time, the Park Board being confronted now with the demands of negro golfers that facilities be provided for them. The rounds played on all the courses from the beginning of the fee system to the end of 1934 have been \$640,220. The number dropped off from 144,380 in 1932 to 116,756 in 1933 and to 113,423 in 1934. The construction cost figures above include the Mt. Pleasant Park eighteen hole professional course which was not opened for play until June 30, 1934. This new course is much superior to the other Park courses and is expected to increase the numbers of players materially.

The capital investment in twelve concrete tennis courts lighted for play at night, separate courts being provided for white and negro players, in the ratio of ten to two, represents an outlay of \$31,272.27. The 25 cent fee per hour charged for the use of a court after 6.00 o'clock P. M., which was originated in September, 1933, has brought in, over a period of twelve months, a total of only \$814.00 of which the pittance of \$13.50 came from the colored courts. Other park tennis courts, ninety-four in number, represent a construction cost of \$50,000.00 and produce no revenue.

The thirty regulation baseball diamonds, modernized to pro-

fessional ball-park standards at a conservative estimate of \$1,000 each, produce no revenue except at the Knoop Meadow play field in Gwynn's Falls Park where the additional expenditure of \$19,292.92 for grand stand seats, field house accommodations and public comfort facilities in the years 1929 and 1930, has resulted in semi-professional baseball and a charge for seats during the season of 1934. The gross ticket sales for the season ~~will not exceed~~ <sup>were</sup> \$2,303.95 of which the City received 15 per cent.

Modernized and commercially manufactured equipment for children's playgrounds has cost slightly more than \$40,000, including cost of erection, but supervised play over a period of fourteen years down to 1933 has required a diversion of \$704,000 of park funds to the Playground Athletic League and its predecessors, the Playground Association and the Public Athletic League.

Organized or managed recreation led logically to a demand for a play field with accommodations for spectators where playground pageants and City-wide athletic contests might be staged. Stadium plans, including a finished model to scale, for the conversion of the circular bowl of the abandoned water reservoir in Druid Hill Park at the entrance from North Avenue, which was removed later (1924) at a cost of more than \$60,000 paid out of Park funds, had been completed and were on the point of being considered for adoption by the Park Board when a sudden change was made to the undeveloped park reservation of 49 acres centrally located in the northern residential section of the City and known as Venable Park, the land cost of which, in 1907 and 1908, had been \$73,578.75. To accommodate a much larger Stadium than originally planned to provide only for local athletic contests, an addition to the Park of nearly seven acres north of Thirty-Third Street had to be acquired at a cost of \$20,860, in 1922. In that year the Baltimore Stadium was begun and completed, to the point of being usable, at a cost of \$209,923.47, with a seating capacity of 43,000 for the opening football game on December 2, 1922, between the U. S. Army (Third Corps) and the U. S. Marines. Subsequent construction work, including a fireproof Stadium Building, the addition of 27,072 permanent seats for the Army-Navy game of 1924, ticket offices, enlarged press boxes,



broadcasting booths and score board, brought the entire cost of the undertaking to \$574,710.46, exclusive of land cost. Inasmuch as the whole of Venable Park outside the Stadium enclosure, is necessary automobile parking space under capacity use, the Baltimore Stadium may be charged up to capital equipment at \$669,139.21. However, by charging off the land cost of the space in Venable Park used for tennis courts and baseball diamonds, the Stadium investment may be cut down to a round \$600,000. Only the fact that the great outdoor sports theater was built <sup>in a public park</sup> by the Park Board out of funds devoted by law to park purposes, brings it within the scope of park problems. In a number of parks throughout the country there are athletic fields provided with seats for spectators up to 10,000, and these are sometimes grouped under the classification "Stadia." But of the 40 stadiums in the United States with a seating capacity above 30,000, only the Baltimore Stadium and Soldiers' Field in Chicago are located in public parks, and the Chicago structure in Grant Park is primarily a Ten Million Dollar War Memorial. The \$2,650,000-stadium in Cleveland is municipally owned and operated and the Sesqui-Centennial Stadium in Philadelphia was financed to the extent of \$3,000,000 out of public funds and left on the City's doorstep, but no other cities in Baltimore's class have such structures on their hands. From a park standpoint stadiums are of so little consequence that none is mentioned in the 1934 publication of Public Park Recreation Statistics, and in an earlier nation-wide survey of public parks stadiums are referred to briefly as being "designed primarily for highly organized competitive games and sports to which an admission fee is charged" rather than for public park needs. However, the building of the Baltimore Stadium at the beginning of what may be termed the "Stadium era" gave the City considerable prominence and so centered local interest upon it as a major park feature that the following data is submitted as a matter of general information.

In 1924 the original 43,000 wooden seats which rested upon earth embankments were increased to 49,710 and a substantial timber structure added to provide 20,396 elevated seats, making up the 27,000 seats already mentioned as having been provided for the

Army-Navy football game that year. Approximately 8,000 temporary seats, which were put in for that game, brought the actually used seating capacity to a peak of 78,000. The potential capacity is 80,000 seats as evidenced by the Park Board's unaccepted offer for the 1934 Army-Navy game. The 1924 game brought the City \$40,882.76 from ticket sales which covered the cost of nearly all the additional seats needed.

The seating capacity at the time this is written is 59,000, having been cut down by the removal of seldom used seat sections which had rotted out, and by changes made in other sections which it was considered worthwhile to rebuild. The life of the seats resting on the earth embankments having been established as five years, and replacements having established \$1.51 as the average cost per seat, taking both the straight and curved sections together, the economy of more permanent construction may be of interest. Estimates obtained in 1928 for replacing all of the seats with dressed Cypress boards supported on galvanized iron standards embedded in concrete girders showed the cost to <sup>be</sup> \$3.41 per seat more than for the original all pine wood construction. <sup>(\$4.92 in all)</sup> Assuming a forty year life only for the better type of seats it is difficult to justify the \$20,000 annual seat depreciation charge which has prevailed since the Stadium was built. The only other annual charges are for a Stadium Manager, Field Keeper, a Janitor for the building, one Policeman for day and night duty, and a laboring gang with Foreman, which entailed an outlay, including equipment and supplies, averaging \$6,772.49 for the years 1932, 1933 and 1934. For the whole of Venable Park, including the Stadium, the average was \$14,524.

From the angle of use and intangible benefits to the municipality, the records show that ~~336~~<sup>336</sup> events have been staged in the Stadium during the thirteen years that it has been available, and that more than two million persons (2,180,163) have occupied its seats. In this total are included 1,240,251 who attended the 171 football games. The games participated in by the U. S. Navy team brought to Baltimore thousands of football fans. Two games with Princeton University (1923-1925); one with the Army (1924); two with the University of Michigan (1926-1928); four with Notre Dame University (1927-1929-1931-1933); one with Ohio State University

(1930); one with the Southern Methodist University of Texas (1930), and one in 1932 with the University of Maryland, have shown the Navy's appreciation of the Stadium facilities.

Other out-of-town teams attracted to Baltimore by its widely advertised Stadium were the U. S. Scouting Fleet, University of Pittsburgh, U. S. Marines, University of North Carolina, West Virginia Wesleyan, Western Maryland College, University of Maryland, <sup>University of Florida</sup> Georgetown University, St. Johns' College, <sup>Virginia Military Institute</sup> American University, Washington and Jefferson College, <sup>Shenandoah College</sup> Boston College, Cooper Union, Montclair College and Bridgewater College, and Shenandoah College.

The Navy games aroused nation-wide interest but filled the Stadium to capacity on only two occasions—the game with Army and the 1929 game with Notre Dame. Subsequent Navy-Notre Dame games fell off to 59,000 and then to 37,000. The attendance at other Navy games averaged 29,000, which was pulled down from 32,200 by the 1932 game with Maryland. In these figures is the answer to local newspaper jibes touching the Stadium's voids. The unappreciative attitude of the Baltimore public indicated by the attendance at the Navy Games in 1932 and 1933, resulted in no Navy game for 1934.

Nevertheless the attendance at all Navy games adds up to 477,575 of the football total. City-Poly games account for 162,000; Western Maryland games for ~~152,000~~ <sup>132,300</sup>; Hopkins-Maryland games for 117,500; Third Army Corps games for 111,340; and Firemen-Marine games for 91,000, leaving 148,336 to be credited to 99 minor games participated in by local high schools and colleges.

Except at football games, the Stadium crowds ~~have~~ never exceeded 47,000 prior to the tercentenary events of 1934. However, the 195 other events have outnumbered football by 24 and account for more than 938,000 of the total persons assembled there. Field and track meets, playground and public school pageants, Marine Band concerts, military tournaments and a Marine pageant, a dozen lacrosse games, the Olympic try-outs for lacrosse, an industrial parade and other events to which no admission was charged, have brought out the largest crowds. Twenty thousand persons assembled at the Stadium in a driving rain (1927) to extend the municipality's greetings to Charles A. Lindbergh. In 1930, the

first Catholic Field Mass was attended by 35,000 persons, and the 1934 Tercentenary Field Mass filled every seat and more with an attendance of 83,000. That the Stadium meets a municipal need was again demonstrated by the Tercentenary Pageant in October, 1934.

As to tangible returns in the way of revenue, only \$151,665.29 was collected to the end of 1934. The average annual return has <sup>nearly</sup> been ~~\$12,506.27~~ <sup>\$12,500.00</sup>, ranging from \$48,733.07 in 1924 down to \$1,590.08 in 1934. The 1933 return was \$5,953.93. The records show that the Park Board, in line with municipal policy, allowed the use of the Stadium free for 109 of the 171 football games and for all of the other events except <sup>eighteen</sup> ~~sixteen~~. The <sup>eighteen</sup> ~~sixteen~~ events returned all told only \$1,389.66.

By allowing the free use of the Stadium to the athletic associations of the Baltimore City College and the Baltimore Polytechnic Institute, the Park Board has made it possible for these associations to finance themselves liberally, the net proceeds from a single game being as high as \$13,000—thus relieving the Department of Education <sup>and the tax-payers in turn</sup> of financial responsibility for its sub-department of recreation. The same benefits have accrued to the Police and Fire Departments which have built up their recreation funds through the use of the Stadium without a penny of contribution to its operating cost.

Just as a municipal need is met by the location of the Baltimore Stadium in a Public Park other modern needs allied with recreation are served by the location of the Maryland Yacht Club in Broening Park; the Oriole Gun Club in Gwynn's Falls Park, and the Public Parks Riding Club in Druid Hill Park. The latter club pays a nominal rental but the other two have the use of the property for long terms in consideration of capital expenditures upon improvements which become the property of the City at the end of the terms. In the case of the Yacht Club Park funds to the extent of \$163,445.23 went into a commodious boat house and other improvements which inure almost wholly to the benefit of the Club, but the annual regattas, water pageants and other club affairs give the City much the same prominence as do major

games at the Stadium and the intangible return on the investment may be said to be in proportion to outlay.

In modernizing its activities and its expenditures as above set forth to meet the social service needs of the various groups interested in special recreational facilities the Park Board could not substitute the new problems for the old. Increasing acreage piled up the original responsibility of caring for trees, shrubbery and lawns; providing roadways and paths, lighting and policing, benches, flower beds, drinking fountains and picnic shelters. Even undeveloped areas could not be allowed to grow up in weeds with the Health Department on guard.

It is from the angle of acreage that comparisons usually are made by the uninformed in checking up Public Park needs as between one City and another, both from the standpoint of population and in relation to expenditures. Bulletin No. 565 of the United States Bureau of Labor Statistics, published under date of May, 1932, reviews the park areas of the United States and tabulates the expenditures for park purposes in 762 cities of the country for the year 1930. This happens to be the year in which the pressure of unemployment relief, in the absence of any Municipal, State or Federal appropriations for the purpose, swelled the park payrolls in Baltimore and resulted in expenditures which exceeded the normal annual average by more than \$214,000. For cities in Baltimore's class, having approximately the same or a lesser park acreage, the figures are:

Baltimore .....	\$1,406,067.36
Boston .....	2,960,048.00
Milwaukee .....	2,367,376.00
Minneapolis .....	2,309,582.00
Detroit .....	1,838,596.00
Buffalo .....	1,579,837.43
San Francisco .....	1,619,005.00
Los Angeles .....	1,550,339.00
Cleveland .....	1,711,527.00
Cincinnati .....	1,152,564.00
Seattle .....	1,099,018.00
St. Louis .....	1,123,379.86
Washington, D. C. ....	1,217,085.00

The Baltimore figures are accurate, but such comparisons are meaningless unless the extent of park equipment in the way of special recreational facilities is substantially the same, and unless it is known whether the expenditures for lighting, policing, zoological collections, land acquirement, etc., are included in park accounting, as is not always the case.

Even where substantial uniformity exists the administrative and financial problems may be shown to depend less upon total acreage than upon the size, number, location and distribution of the park areas. If the existing 3,648 acres of park land in Baltimore were in a single large park the problems of management and cost would be greatly less than they are with the total made up of 113 separate units ranging in size from 275 square feet up to 674 acres and widely distributed in all sections of the City, with Fort Smallwood, one of the three waterfront parks, located seven miles outside the City line and ten miles further from base of operations. Fort Smallwood contains an even one hundred acres, and in the seven years since it was acquired from the Federal Government in 1927, has absorbed park funds for development and operation to the extent of \$285,000, and has returned a total of \$107,000 from concessions and bathing fees. The other two waterfront parks are Broening Park, with a fraction less than twenty acres, and the Fort Armistead Reservation—the former the home of the Maryland Yacht Club as mentioned above, and the latter a forty-six acre tract on Hawkin's Point which is as yet undeveloped for public use but which was shaped up at a cost of \$57,130.75 in welfare labor during 1933 and 1934.

There are fourteen other major parks, four of which are located in the four corners of the old City approximately the same distance from the City Hall and the others along the Herring Run, Chinquapin Run, Stony Run, Western Run and Gwynn's Falls Streams. They total up to 3,260 acres, and in the order of size, are as follows:

Druid Hill Park .....	674.61	Acres
Gwynn's Falls Park .....	628.12	"
Herring Run Park .....	572.22	"
Clifton Park .....	273.33	"
Mt. Pleasant Park .....	262.59	"
Hillsdale Park .....	160.08	"
Wyman and Stony Run Park .....	157.15	"
Carroll Park .....	138.40	"
Patterson Park .....	135.00	"
Hanlon Park .....	95.00	"
Venable Park .....	64.40	"
Western Run Park .....	40.00	"
Chinquapin Run Park .....	39.70	"
Riverside Park .....	19.70	"

The neighborhood parks, of which there are thirteen, range in size from one to nine acres and contain a total of 47 acres. Most of them are located in congested sections of the City where playground needs are pressing but both the residents and property owners hold divergent views as to the effect upon property values and upon residential use of substituting playground equipment for lawns and flower beds. The weight of expressed opinion, when canvassed, has been against playground equipment.

The park areas developed and being used exclusively as children's playgrounds, or held for that purpose, are fifteen in number, containing a total of 71 acres and ranging in size from one-half to a little short of twelve acres. These playgrounds are in addition to twenty other supervised play areas in the larger parks.

In boulevards and parkways there are nineteen units and a total of 96 acres upon which the maintenance of grass, trees, shrubbery and flowers involves administrative difficulties from a policing standpoint and a high per acreage cost.

Widely scattered, circles, triangles, grass plots and squares of which the one acre Memorial Plaza is the largest, number 49 units containing in all approximately eight acres. Eighty acres in a single unit without recreational facilities would be less costly to maintain.

In addition to the above 113 park units the Park Board in Baltimore has the care and maintenance of approximately 140,000

trees on the city streets. Not all of these trees require attention in any one year, but in 1934 the number of street trees removed, planted, pruned, sprayed, doctored or inspected upon complaint, totalled 43,853. The Ordinance giving the City jurisdiction over all street trees places the responsibility on the City Engineer and the Bureau of City Forestry was organized and operated down to 1921 under the Department of Highways. It was found then that it was not feasible to collect charges to cover the cost of street tree work when billed against private property, and the bureau was shifted to the Park Department. An amendment to the Ordinance has been proposed by substituting the words "Board of Park Commissioners" wherever the words "City Engineer" appear, but the Council has never acted, and although the Park Board is without legal jurisdiction the Forestry Division has absorbed \$296,705.57 of park funds in the past fourteen years, or an average of \$21,200 per year, only 30 per cent. of which may be fairly charged to the care of park trees.

Other park problems lying outside the park boundaries result from the City Charters' assignment to the Park Department of jurisdiction over all Monuments in the City. All of the City's thirty-five monuments are not outside the Parks, but a number of them are and the care of all of them involves responsibilities not very closely related to recreation, landscape architecture or floriculture. The Washington Monument requires a keeper and has to be heated and lighted, but the cost of caring for the others is small except when damage to them makes repairs necessary.

The facilities in <sup>all</sup> the ~~larger~~ Parks, other than for children and sports-loving youth, include 44 miles of paved footways, 7,400 benches, and more than 100 drinking fountains. There are 50 picnic shelters and 71 public comfort stations. The bridle paths measure nearly 2 miles and there are 30 miles of roadways. At the turn of the century the driveways were used by carriages only. The surfaces were soft and had to be watered daily to keep down the dust. A drive in the park was then a kind of recreation and the only relief possible from the scenes of closely built up city streets. Nowadays the possession and use of automobiles is so general that the beauties of nature for miles outside of Baltimore



in all directions are available to a large part of the population and the principal use of the park drives is to "get through" from one point to another. Even where the mileage through the park is somewhat greater, the drives are free from the congestion caused by motor trucks, street cars and the multitude of business vehicles on the city streets and in consequence the park drives have become automobile highways and are very little used for recreation. This highway use of the parks defeats to some extent their very purpose because of the dangers to pedestrians and particularly to children. Yet, the Park Board is asked from time to time to straighten out the curves and to build new straight-away roads to facilitate the speed of traffic through the parks.

The automobile also has multiplied many times the construction cost and maintenance of park roads which have to be resurfaced constantly. But since motor cars carry their own lights and may be driven at night in the parks as safely as on unlighted country roads they have not, as might be supposed, made additional park lights necessary. The need is attributable to problems of another nature which indeed are contributed to in some measure by the automobile, but only when parked and occupied by the indiscreet. Neither have automobiles materially increased the cost of park policing as is evidenced by the fact that Druid Hill Park required a sergeant and twenty-four policemen in 1904, and only a sergeant and twenty men in 1933. Motor equipment for the sergeant and two men does not equal ~~the~~ the \$5,200 which would be the annual cost now for four additional men.

The most generally patronized park attraction all the year round is the Zoo in Druid Hill Park. Automobile parking space in the vicinity of the Zoo is always crowded to capacity on Sundays. Even during the winter months there is little falling off in the crowds that go there, except in very severe weather. Of the 184 mammals in the Zoo the elephant, Mary Ann, is probably the chief attraction. In addition to the mammals there are in the collection 199 birds and 57 reptiles.

The cost of construction work at the Zoo since 1921, has been \$216,155.87 of which \$148,000 is represented by the stone building known as the Elephant House. Day in and day out the

cost of feeding the animals averages under normal conditions \$60.00 two-thirds of which is for food and forage and the other third for labor.

Band concerts in the parks ceased to be a park problem at the end of the concert season in 1932. Since that time the concerts have been paid for out of appropriations made by the Board of Estimates to the Municipal Director of Music. When paid for out of park funds the cost of the music averaged \$20,000 per year. Before the days of automobiles and radios, the attendance at each concert would run to ten thousand and more.

At the close of 1932 the Park Budget also was relieved entirely of contributions to the Playground Athletic League. The allocation had been \$55,000 per year since 1921. Whether other municipal benefits flowing from the Park Fund will cease to be enjoyed or be financed as the park concerts and the P. A. L. have been, only time can tell. A totalling of the figures given above will prove that the City's revenue from the Street Railways never has been ahead of the demands upon it. Assuming outlays for capital equipment and land acquirement to be at an end, the following comparison of the 1933<sup>and 1934</sup> operating cost with the annual average for the preceding ten years, will show that even abandonment of long established maintenance standards will not fit a 1938 park foot into a 1905 Park Fund shoe:

	1934 Cost	Annual Average for Preceding Ten Yrs.
Policing .....	\$82,339.66	\$82,512.94
Lighting .....	49,057.37	58,686.54
Park "Zoo" .....	15,817.17	23,197.22
Park Concerts .....		19,746.80
Street Trees .....	16,121.08	22,314.06
Debt Service .....	48,795.12	55,604.49
Recreation .....	200,655.06	302,143.14
Parks "au naturel" .....	281,140.94	359,580.91
Operating Outlay .....	\$693,926.40	\$923,786.10
New Construction .....	7,622.77	181,546.40
Land Acquirement .....	205.75	86,338.50
Total Expenditures .....	\$701,754.92	\$1,191,671.00

Debt service is down to \$48,795.12, where it will remain probably until the 1955 loan matures, but most other items reflect the 20 per cent. increase in the cost of materials for 1934.

Police contributions to balance the 1933 budget and the 1933 low price level for Zoo supplies account for the drop under average in these two items. Lighting cost for 1934 was brought below the ten-year average by cutting out scores of lights, reducing candle-power and economizing in servicing outlay. The cost for 1934 was \$11,755.45 under 1933. With all lights burning one-third of the total park area is entirely without lights.

The "Recreation" item includes golf courses, swimming pools, the Stadium, children's playgrounds, athletic fields and the care of all areas and buildings devoted to indoor and outdoor sports of any nature, including the supervision of play by the P. A. L. prior to 1933, and plus one-half the cost of supervision and accounting as well as one-half the cost of maintaining stables, repair shops, trucks, tractors, automobiles and other rolling stock.

The other half of these accounts is included in the item of "Parks," along with the care of lawns, park trees, shrubbery and flower gardens, conservatories and greenhouses, roads, guard rails, walks and bridle paths, benches, public comfort stations, drinking and display fountains, monuments, flag poles, tourist camp, Fort Smallwood (except bathing) and all expenditures of a miscellaneous nature which have to be charged as "unclassified" or to "emergency" when not re-occurring.

The scope of park work is indicated by the accounts listed. Under each account much detail is available for which there is no space here. Enough has been written, it is hoped, to picture not only the multitude of leaves on the tree of park problems but also the forked trunk of the tree and its historical roots.

## THE BOARD OF SUPERVISORS OF CITY CHARITIES

by NATHANIEL G. GRASTY

Studied for two years under Dr. Jeffrey R. Brackett, Professor of Sociology of Harvard University and Simmons College, Boston. Appointed Executive Secretary to the Supervisors of City Charities in 1900 and occupied that position until retirement in 1934.

**W**HILE the numerous enterprises of private charity justly receives due recognition from the public, that same public gives but little thought to the charity that is being conducted with the money they give in annual taxes.

The City of Baltimore through the Board of Supervisors of City Charities, disburses annually for the benefit of the sick, homeless, and destitute over \$1,600,000. This Board consists of nine members who serve without compensation. The terms of three expire each year, and their successors are appointed by the Mayor.

Though the city does nothing of what is called "outdoor" relief, such as food, fuel, clothing, rent as taken care of by private charities, it undertakes the care of many hundreds of destitute and neglected children, of the sick and the insane, of homeless men and women, of people stranded in the city, and of the aged poor. These are the left-overs, the multitude of those for whom the various charitable organizations in Baltimore are unable to provide. Private charity, of whatever kind, does not begin to meet the demand for help. It touches only the fringe of the problem. The vast bulk must be cared for by the city itself.

Naturally, however, the Board encourages every form of private charity. It is glad to have the churches, the homes, the institutions, the Salvation Army, the Jewish, the Catholic, the Protestant Charities do all they can—and they do much—to keep cases from coming upon the city. These organizations save the city's money. They cut down taxes. Yet with what all these organizations and others

do for the relief of the poor, the city, by way of supplement, is obliged to do much more.

Last year Baltimore cared for some 2,700 insane people. It looked after several hundred destitute and neglected children, placing a large number in private homes, efficient agents visiting them regularly and seeing that they were properly provided for. It treated over 30,000 sick and afforded hospital attention to more than 10,000. It maintained dispensaries and medical agencies, with physicians, both men and women, in charge to minister to the sick and to visit them in their homes. It transported to their friends, sometimes at long distances, a large number of people who had chosen Baltimore as a good place in which to be stranded, and it took care of thousands of homeless people. At the Municipal Tuberculosis Hospital, at the State Sanatorium, at Eudowood, and at the Hebrew Consumptive Hospital the city has hundreds of patients, many of them in the last stages of tuberculosis.

For all cases of the poor, apart from the work at the Baltimore City Hospitals, the Supervisors contract with various institutions on a per capita basis, no institution receiving a lump appropriation. For example, during the year hundreds of persons require hospital treatment. The Supervisors, therefore, select such private hospitals as they may need, requiring them to be conducted according to the highest standard, contracting with them for the year at so much a day for as many patients as the Supervisors estimate will need treatment. Before such a patient is charged to the city, the hospital is required to have a written authorization from the Supervisors. This condition applies to the insane in hospitals other than those connected with the almshouse and to children in institutions, to which the little ones are sent until they can be placed in private homes. Here they are visited regularly by agents of the Supervisors.

The Baltimore City Hospitals, the buildings of which everybody who takes a trip on the bay is familiar with, but which too few ever visit in the interests of charity, is the only institution maintained by the Supervisors. This is the almshouse. It shelters 2,311 persons. Over 1,000 men and women are in the almshouse proper. In addition, there is a tuberculosis hospital, with a capacity of 182 patients; a general hospital with 512 chronic patients and 244 acute;

and an insane asylum with some 320 inmates. This institution, with its 200-acre farm, its hospitals and equipment, its attendants, its physicians and nurses, apart from improvements which are constantly needed, cost Baltimore in 1933 \$592,309.63 to maintain. By sex and color the numbers are as follows: white men, 967; white women, 422; colored men, 540; colored women, 286.

The Baltimore City Hospitals attempt to give to their patients appropriate care without luxury. The interests of both taxpayer and patient are kept constantly in mind. Every patient, if possible, must be cured, not only for humanitarian reasons but because the expense of his maintenance for several years as a city charge, if he is permanently disabled, is often many times greater than that of the cost of his cure. To this end, means and measures that may quickly restore them to usefulness as citizens of the community are studied.

Even so, the Baltimore City Hospitals is the most tragic place in Baltimore. The flotsam and jetsam of life, the wrecks of humanity, men and women who once had happy homes and happy faces, who have seen better days, throng about one.

"Do you see that white-haired old woman with the fine features over there?" asked the attendant. "Well, she is a member of the ——— family. They were famous actors, you remember, a generation ago. And that old man scuffling along the corridor is a first cousin of the late General So and So. Great people in their day!"

Many of the inmates of the Baltimore City Hospitals, however, are not among those who can be "rehabilitated"; the causes of their poverty are now for them too remote to be "cured." Between 900 and 1,000 of the men and women who enter there die annually. And any one who can contribute to their happiness or minister consolation to their suffering are welcomed by the authorities.

There was a time when the operation of the institution was better than one might have expected under the circumstances, but the mortality from disease, especially from frequent epidemics, was high. The institution was about on an average level with that of similar institutions in the country, better than the worst, not so good as the best. Since then the change in conditions seems little short

of marvelous. The entire atmosphere of the place has been transformed; and with the recent expenditure of a special loan of \$2,500,000 for new buildings, improvements, etc., the old Bay View Asylum, now called the Baltimore City Hospitals, has become an institution of the first magnitude; and, though the large almshouse is not neglected, the new plant is recognized as a truly great hospital.

By the expenditure of additional funds the Supervisors of City Charities could readily put the work upon a scientific plane beyond any city in the country. We are not sure that the taxpayers, however, care so much for scientific records and methods and a higher tax rate as they do for practical results. As an example, when the duty of determining and passing upon the legal residence of persons requiring charity was studied some time ago, it was found that in a sister city about the size of Baltimore, it costs over \$30,000 annually to conduct the work. The Supervisors of City Charities are doing this work smoothly at an annual cost to the taxpayers of a few hundred dollars. Several years ago members of one of the social agencies appeared before the Mayor and the Board of Estimates to advocate a different method of dealing with children who annually become charges upon the city of Baltimore. The work, as conducted by another city was cited to show that it was alert to the welfare of the children.

The speaker was asked what it would cost to introduce the same system in Baltimore. He finally admitted that it would cost \$400,000 annually. I had studied the system in the city referred to and knew that it would cost Baltimore \$700,000 annually. If the Board of Estimates wish to expend that sum for the introduction of such a plan it can easily be introduced.

Despite the fact that the Department is short-handed, it is getting results, involving the interests of more than 60,000 citizens and affecting about 100,000 annually.

The annual expenditures of the Department, in detail, should interest every citizen. For the past year they were as follows:

## BUDGET FOR 1934

## SUPERVISORS OF CITY CHARITIES, BALTIMORE, MD.

## Salaries—

City Office.....	\$19,770.00	
Medical Agencies.....	8,560.00	\$28,330.

## Expenses—

City Office.....	1,540.00	1,540.00
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## Insane—

Mt. Hope..... 190 patients at \$200 per year.....	38,000.00	
Springfield..... 1,400 patients at 125 per year.....	175,000.00	
Spring Grove..... 1,000 patients at 125 per year.....	125,000.00	
Crownsville..... 456 patients at 125 per year.....	57,000.00	
Physicians' Examinations.....	2,300.00	
Emergency.....	700.00	398,000.00

## Reformatories—

Florence Crittenton Mission		
18 girls at \$ .65 day.....	4,200.00	
House of Good Shepherd		
90 girls at 200.00 year.....	18,000.00	
House of Good Shepherd (c)		
90 girls at 200.00 year.....	18,000.00	
House of Reform. Colored Boys		
300 boys at 200.00 year.....	60,000.00	
Maryland Training School Colored Girls		
50 girls at 180.00 year.....	9,000.00	
St. Mary's Industrial School		
375 boys at 200.00 year.....	75,000.00	
Montrose School for Girls		
40 girls at 180.00 year.....	7,200.00	
Montrose School for Girls Paroles.....	1,000.00	
Maryland Training School for Boys		
160 boys at 180.00 year.....	28,800.00	
Maryland Training School for Boys Paroles.....	2,100.00	
Emergency.....	700.00	224,000.00

## Hospitals

Mercy..... 55 beds daily at \$ 1.55.....	31,201.50	
1,000 out patients.....	1,550.00	
University of Md. 50 beds daily at 1.55.....	28,365.00	
500 out patients.....	775.00	



Maryland General 30 beds daily at	1.55.....	17,019.00	
500 out patients .....		775.00	
St. Joseph's .....	55 beds daily at 1.55.....	31,201.50	
500 out patients .....		775.00	
S. Balto. General .....	16 beds daily at 1.55.....	9,076.00	
300 out patients .....		465.00	
Franklin Square .....	24 beds daily at 1.55.....	13,615.20	
300 out patients .....		465.00	
St. Agnes .....	32 beds daily at 1.55.....	18,153.60	
200 out patients .....		310.00	
W. Balto. General .....	21 beds daily at 1.55.....	11,913.30	
200 out patients .....		310.00	
Provident .....	50 beds daily at 1.55.....	28,365.00	
300 out patients .....		465.00	
Crippled Children .....	29 beds daily at 1.55.....	16,451.70	
Children's Hospital School			
19 beds daily at	1.55.....	10,778.70	
Johns Hopkins .....	34 beds daily at 1.55.....	19,749.80	
Sinai .....	8 beds daily at 1.55.....	4,538.40	
Good Shepherd (Chronic)			
25 beds daily at	1.55 (3 mos.)	3,550.00	
Eudowood .....	32 beds daily at 1.55.....	18,153.60	
Jewish Home .....	6 beds daily at 1.55.....	3,403.80	
Florence Crit. Mis. .....	10 beds daily at 1.20.....	4,392.00	
State Sanatorium .....	50 beds daily at 100.00 per year	5,000.00	
University Obstet. .....	1,000 patients at \$8.50 each	8,500.00	
Johns Hopkins Obstet.			
500 patients at \$8.50 each .....		4,250.00	
Emergency .....		70,431.10	364,000.00

Children—

St. Vincent's Infant Asylum			
53 children at \$ .55 day .....		10,668.90	
Nursery and Child's Hospital			
21 children at .55 day .....		4,227.30	
St. Elizabeth's Home			
66 children at .55 day .....		13,285.80	
St. Francis' Home .....	8 children at .55 day .....	1,610.40	
St. Mary's Home .....	29 children at .55 day .....	5,837.70	
St. Katherine's .....	25 children at .55 day .....	5,032.50	
Henry Watson Children's Aid Society			
269 children at .55 day .....		54,149.70	
St. Vincent's Male Orphan Asylum			
90 children at .55 day .....		18,117.00	

St. Mary's Female Orphan Asylum				
90 children at .55 day			18,117.00	
Jewish Children's Society				
111 children at .55 day			22,344.30	
St. Barbara's Home	7 children at	.55 day	1,409.10	
St. Gabriel's Home Conv. Church				
15 children at	1.33	1-3 day	7,320.00	
Emergency			17,880.30	180,000.00
Dispensaries—				
	<i>Indoor</i>	<i>Out</i>	<i>Presc.</i>	
Eastern	\$1,076.00	\$100.00	\$24.00	1,200.00
Balto. General	1,376.00	500.00	25.00	1,901.00
City Medical Agency, Northwestern District				600.00
City Medical Agency, Northern				500.00
City Medical Agency, Southwestern				600.00
City Medical Agency, Southeastern				700.00
City Medical Agency, Locust Point				450.00
City Medical Agency, Curtis Bay				450.00
Emergency				1,599.00
Transportation of the Poor to Their Homes				2,200.00
Maryland Workshop for the Blind				45,000.00
Maryland School for the Blind				9,500.00
Mothers' Relief				104,914.95
Old Age Pensions				55,000.00
				<u>\$1,420,484.95</u>
Baltimore City Hospitals, Expenses—				
Provisions			205,000.00	
Fuel and Light			47,000.00	
General Expenses, Minor Repairs, Miscellaneous			45,000.00	
Repairs to Power Plant			10,000.00	
New Addition			29,000.00	336,000.00
Baltimore City Hospitals, Salaries—				
Regular			280,299.00	
New Addition			75,000.00	355,299.00
				<u>\$2,111,783.95</u>
New Building, Improvements, etc., Baltimore				
City Hospitals				2,750,000.00
Stationery, City Office per Central Purchasing Bureau			400.00	
Supplies, B. C. Hospital per Central Purchasing Bureau			30,000.00	

In 1933 an appropriation of \$15,000 was made by the city for dependent widows and children, enabling 170 widows to maintain their children in their own homes. Few people realize what this means to a small family bound together by ties of mutual interests and affection. At present there are 709 additional applicants on file, all of whom at some time hope to become recipients.

In 1933 \$55,000 was granted by the city for aged persons without resources. This amount enabled the Supervisors of City Charities to pension 143 aged men and women. There are, however, over 1859 additional applicants other than those receiving pensions who hope, when times are better, that the city will increase the appropriation in order to include them.

The blind of Baltimore are also recipients of an annual pension of \$250.00 each, provided that they are without resources, that they are over eighteen years of age and of good moral character, and that they have become citizens of the United States and have been residents of the State for at least seven years. The blind who solicit alms upon the street or elsewhere are debarred from becoming recipients of this relief.

In order to provide medical treatment for the very poor, the Supervisors of City Charities conduct eight medical agencies or dispensaries located in sections of the city best calculated to be of the greatest service. Any poor person throughout Baltimore can consult a doctor and receive medicine free of charge. And should the ailment prove serious, the patient will be sent to the hospital for treatment.

For a number of years one of the problems causing great concern was the death of practically all the foundlings sent to institutions for the particular care of infants. Many of these foundlings, being discovered in ash heaps, in vestibules, and in ladies' rest rooms, etc., in fairness to the institutions it should be said that many were half dead from neglect when found.

I visited New York, Boston and other cities to ascertain if they also were having the same experience. In New York these little unfortunates were being placed with and being nursed by mothers capable of nursing. A very young foundling was boarded with a

mother who also was nursing a young infant, and one that was older was boarded with a mother nursing an older baby. The human medium seemed greatly to lessen the mortality. But as one of the foundlings, after having been nursed for several days, developed a small sore on its lip, which turned out to be an insidious and contagious disease and infected the nursing mother, the plan was promptly abandoned.

Having proved by study that natural nursing, fresh air, and frequent fondling of the little ones, so that their limbs and bodies could change position was the great secret, arrangements were made with the Florence Crittenton Mission, through which this plan could be accomplished. This, together with fresh air, special nurses and special physicians resulted in practically 100 per cent. being kept alive. But should the baby show signs of very serious illness, the Harriett Lane Hospital has opened its doors for free treatment.

By the New Charter the Supervisors are charged with two important duties towards destitute and neglected children, namely, to decide with care what children should be accepted as city charges, and to watch carefully over the bringing up of children once accepted as city charges. This care in the acceptance of children is needed chiefly in order that the natural ties and duties of kinship may not be weakened. In the supervision of city charges the first thought should be the welfare of the children. The city law department instructed the Supervisors, that "The Board of Supervisors of City Charities are expected to look after any child or children, and have his or her or their circumstances carefully examined once in every six months by one of the Supervisors themselves, or by a skilled agent or agents appointed by them for the purpose, until the child has attained its majority or shall have been given over absolutely to the care of a proper guardian, with the approval of the Supervisors or by a court of competent jurisdiction. The welfare of the child is committed to your care and custody, and does not cease when consent is given by the Supervisors to have the child transferred from an institution to some respectable family."

The Department believes that in the care of neglected or destitute children taken as city charges, the powers and duties given

them by the City Charter have been a distinct help to the institutions used. The relations between the office and the institutions are cordial and cooperative. As a whole, the institutions in the past have not been making the inquiries and doing the visiting, which are recognized as necessary for the best child-saving work. This has been noticed by the Supervisors, notably in two respects. In some cases children have been given over by institutions too readily to the custody of relatives unfitted to care for them. Thus, for example, a girl was given up by one of the institutions to an older sister, who came from another city for the purpose of getting her, because the sister appeared to be well able to take care of her. The girl, fortunately, on the way to the station, stopped at the house of a friend to say good-bye. The mother of the friend, who happened to be present, knew that the older sister was a disreputable character. Word was at once sent to the institution, and the girl was returned before the sister could take her from the city. This is an extreme case, but it shows what may happen and the solemn duty resting upon every institution that cares for children. The Supervisors do not surrender supervision of a child once accepted as a city charge without the most careful inquiry. In the second place, inquiry has shown that sufficient care has not been taken, as a rule, by the institutions in "placing out" children, either in the selection of homes or in visiting the children afterwards to see how far the home is fitted to the child and the child to the home.

Experience has amply demonstrated that statements of neighbors, and even of pastors, however well meaning, cannot be relied on in all cases to prove the suitability of persons to care for children. A farmer living in one of the counties applied to take a white girl from 12 to 14 years old. He was willing to send her to day school and to church and to treat her as one of the family. His references were excellent, but our visit to the home revealed the fact that since hired hands lived at the house she would be thrown in contact with them, and that the house was in charge of the man's maiden sister, who was not mentally strong. The application was refused. No city charge is placed in any home without inquiry and inspection of the home by one of the visitors, who will keep in touch with the child. For "placing-out" children who are city charges

from these institutions, provision for suitable inquiry and visiting is made by the office staff of the Supervisors. Many children, instead of being kept at board in institutions, are now "placed-out" by the institution in homes in the State of Maryland, approved by the Supervisors after careful inquiry, and visited at intervals by their skilled visitors. The visiting is done discreetly, so that the children who are city charges may not in any way be looked upon as different from other children in country homes. Just as a good institution welcomes inspection by any official who visits it in a spirit of cooperation, so any good home in which a child may properly be placed is open to an occasional visit from one whose interest is the welfare of the child.

Great confusion has existed throughout the country regarding the legal residence of persons who remove from one State to another, and who become charges upon the community and a burden to the taxpayers. Many sections of the country were unreasonable until finally the Supervisors of City Charities drew up ten articles which broadly could govern the situation, if it were lived up to by those interested. These articles, agreed to by practically nearly all the States in the Union are as follows:

#### NON-RESIDENT ARTICLES GOVERNING BALTIMORE CITY AND RECIPROCAL POINTS IN THE UNITED STATES

ARTICLE 1. Any homeless person who has been roaming about the country from place to place, becoming insane or otherwise a public charge, shall be considered a proper subject for the City or County or State in which was discovered the disorder and that treatment was found necessary, but if within several years past it can be shown that the applicant remained in any place one year or more, such facts will cause the patient to be considered a proper charge on the community in which the patient has last resided for that length of time.

ARTICLE 2. Any person who is a resident of the City of Baltimore, traveling into another City or County and overtaken by misfortune, shall be considered a proper subject for Baltimore, the City from whence the patient claims a residence, and may be returned to Baltimore any time, within one year of his departure.

ARTICLE 3. Any unmarried person under 21 years of age becoming a public charge in a City or County other than that in which his family resides, shall be deemed a proper subject for the City or County in which the family lives, even though the minor has secured employment and has apparently settled elsewhere.

ARTICLE 4. Any feeble-minded child, under 21 years of age, who has moved with the relatives to Baltimore will be considered a proper charge on the City after the parents have, in good faith, resided in the City for one year and have shown it is to be their purpose to become permanent residents. Should such a child require institutional care before the expiration of one year, it will be returned to the place from whence it came.

ARTICLE 5. Persons over 21 years of age who remove from the City of Baltimore into another City or County to become, in good faith, residents of that City or County, shall after the expiration of one year lose all claim of residence in the City of Baltimore, and in case of misfortune, shall after the expiration of one year be considered a proper charge on the City or County to which they may have removed.

ARTICLE 6. Weak-minded or other defectives over 21 years of age, coming to Baltimore from other Cities or Counties for the purpose of making *permanent* home with relatives, will be considered proper charges on Baltimore City, after one year's continuous residence, provided that during this period, they have required no assistance from the public or private charities, but if defectives are clearly institutional cases when arriving in the City, they cannot become public charges upon the City of Baltimore.

ARTICLE 7. Should any insane persons having been treated for mental trouble in an institution in the City of Baltimore and having been pronounced cured, move into another City or County and require mental treatment within one year, such patients shall be considered lawful subjects for the City of Baltimore.

ARTICLE 8. Should a resident of the City of Baltimore be entered as a private patient in an institution in another City or County, and the payments cease, or should any private institution in which a person has been an inmate continuously find that the finances are such that the institution cannot continue to maintain or treat the patient even though years have elapsed, will be considered a proper subject on the City of Baltimore, from whence the patient came, and can be returned to the City of Baltimore by first notifying the authorities.

ARTICLE 9. An insane wife under institutional care in the City of Baltimore whose husband removes and to all intents and purposes settles in another City or County, will continue to be considered a proper subject for the City of Baltimore. The same shall apply to an insane husband whose wife removes to another City or County. Such cases shall not be considered proper subjects on the City or County into which the husband or wife has located, without permission from the authorities of that City or County.

ARTICLE 10. Patients may be sent to responsible relatives in other Cities or Counties providing the authorities are previously notified of the facts and provided the City or County from whence they are sent guaran-

tees to receive such patients again should they need treatment in an institution.

Since every taxpayer in Baltimore contributes towards the destitute and diseased, it is to be sincerely regretted that so little is known by them of the work being accomplished with their money. It is not enough that those in want be provided for, but in the interest of the taxpayer that discretion be shown as to who and how they are provided for so that the tax funds be spent with consideration for the taxpayer as well as for the unfortunate applicant. There is a definite budget upon which to rely and this budget must be carefully guarded in the interests of those who provide it, and for the purpose for which it has been provided.

Except for visiting the institutions that care for the city poor there is no better way for the reader to become acquainted with the character of work accomplished than to review at random a number of cases which have come before the Board of Supervisors.

One of the most difficult cases disposed of was that of a child in the City Hospital, whom the Supervisors had patiently kept and treated for three years. In order to save the child's life an operation was performed, and it became necessary in the future for him to breathe through a tube. The mother of this boy never having visited him during his three years' illness, and the family having been relieved of his care and responsibility for such a length of time, they decided not to allow him to return home, and as a bluff threatened a suit for heavy damages should the Supervisors place him in his home and any mishap occur by which the tube might slip out of place and cause suffocation. A day was determined upon for his compulsive removal. It was then that a cousin in Washington became interested, and finally offered to adopt the boy if the parents failed to remove him from the hospital. When informed of this, the little patient's father was so incensed that the boy was sent for immediately, and has been cared for in his own home.

An attractive young woman, with a pretty baby, applied to be sent to Pennsylvania. She had been persuaded by her husband to leave her mother's home, where she had lived since her marriage, and come to Baltimore. Upon their arrival he took her to a woman's house, claiming that she was an old friend. There she stayed



with the child, the accommodation furnished being a pallet on the floor in a lower room. At last the man persuaded her to write home for money. The day the reply was expected he took her to Union Station, saying he would go to the postoffice for the letter. On opening it the wife found that her mother, instead of sending relief, said she deserved all she got for going off with the man, that she would not send her a cent, but that if she could not take care of the baby, she (the mother) would look out for it. When the husband discovered the contents of the mother's letter, he made an excuse to leave the station to get the baby something to eat. The mother remained there all day and was finally permitted to sleep there all night. The man did not return. The woman was still waiting next morning. Worn out and hungry, with the little child crying for food, she appealed to the Mayor.

The first thing provided was something to eat. The letter from the mother was then carefully considered; and, as she had expressed a willingness to take the child, it was thought best to let the mother of the child convey it to the grandmother, hoping that when she met her daughter the past might be forgotten, and she, as well as the baby, might find shelter. The young woman thought if she could get home her mother would not turn her from her door. The Supervisors sent her and the child home, where she was received by her mother.

An eight-year-old girl, suffering from neglect of her mother, was committed by the Juvenile Court to an institution for children, and assumed as a city charge. The father's whereabouts were unknown.

A year later, the father through his lawyer, requested that the girl be returned to his care, saying that his wife had caused him so much trouble that he had not lived with her for two years, and he would never return to her. His wife was serving an eighteen months' sentence in the Baltimore City Jail, and had a most unsavory record. It was said that the man was earning from twelve to fifteen dollars per week, had steady employment, and was a fairly decent fellow, boarding with a family in a comfortable good-sized home in a respectable neighborhood. The woman of the family would take a motherly interest in the child and care for her while the man was at work.

Investigation showed that the father, with several men boarders, drank heavily, used profane and obscene language, and the environment was not a fit one in which to rear a child properly. The motherly woman in charge of the house had frequent quarrels, the police even being called in on several occasions. The girl, if placed in such surroundings, would find everything to foster those traits which had caused her mother's downfall. Later, she was brought before the court by a writ of habeas corpus, but the judge remanded the child back to the institution.

While she was a patient in the Hospital for Crippled and Deformed Children, the father of a little five-year-old girl died and her stepmother, becoming insane, had to be placed in the Baltimore City Hospitals. Thus the home was broken up, and the hospital authorities were prevented from finding anyone to whom the child could be returned. The hospital appealed to us to solve the problem. After visiting a number of relatives who refused to do anything, and using every effort to place the child, we finally discovered a distant cousin who expressed a willingness to receive her. He was a laborer, but he had a comfortable home. Since the child had to wear a shoulder and head brace, she will be a great care; but the foster-parents accepted her cheerfully and later on requested permission to adopt her, as they had no children of their own.

A blind man, a little boy leading him, applied for a few pennies. He came from one part of Virginia, the boy from another part. He had lost his health and sight in the employ of a railroad company, and for fifteen years he had been granted passes in all directions for the purpose of soliciting alms. He felt that the road owed this to him, as his nerves had been shattered in its employ. He would travel until he had collected sufficient to return to the "little lot" in Virginia where his wife lives and would remain until his funds were again exhausted, when he would again make a "run on his bank" (the public).

The boy was taken along to lead him, the railroad pass covering his own as well as the transportation of a guide. Although the boy had been promised a weekly stipend, he had been leading the blind man for two weeks without any wages. The boy was in tears and wanted to get back home, but the man was stolid and indiffer-

ent. It was true about the railroad passes, of which he had four or five, passing him in different directions.

The law is strict about harboring children for the purpose of begging. It was decided, however, that as the man had passes and could get out of our borders into his own State that he be allowed to depart, after he had been admonished not to return. He complained that Baltimore was the first place in which he had ever struck a snag in all the fifteen years of his wanderings to and fro and that he would shake the dust of such a community from his feet, and that in the future he would travel in another direction.

Several years ago one of our wards was placed with a kindly disposed couple in the foothills of the Alleghanies. Mary had come to the asylum in a most neglected condition, was rather small and under-sized, but she had a pleasant little face. When Mrs. R., whose home we had previously visited and found to be desirable, called at the institution, she singled her out as the child she wanted.

The charms of the country did not appeal to Mary at once, for after a few days there she wrote this pathetic little letter to her visitor: "I have seen the cows, I have seen the chickens, and I have seen the mill and I don't like the country. Please come for me Monday."

We then had a letter from the foster-mother, who wrote us that Mary had seemed so dejected and missed her little companions at the institution so much that she offered to bring her back, but the child had said, "Suppose you wait until next week and maybe I'll feel better."

She proved to be a true philosopher, for she not only "felt better," and was satisfied to stay, but a year or two ago when brought to Baltimore on a visit, she got very homesick and wanted to return after a day or two to the country, although Baltimore was in gala attire, having on its home-coming festivities. The fresh country air had developed her physically and she had gained fifty pounds the first four months, and the wholesome, good influences thrown around her by those most excellent foster-parents had developed her mentally and morally. Mr. R. being disabled many months last winter, Mary proved herself a most efficient little nurse by her at-

tention to him, repaying thus in some measure for the care given to her. She is now fifteen, an attractive, nice girl, who stands well in her school and church work.

The City Council committee on public institutions decided to recommend that an investigation be made as to whether those persons now in the insane department of the institution have relatives who are able to pay for their care and treatment. The members of the committee took the stand that there should not be a person in the insane department who had immediate relatives able to pay for their care and treatment. The Supervisors having arrived at this conclusion many years ago, the amount received from such relatives has reached as high as \$30,000 for one year.

A uniformed messenger of one of the railroads brought to the office a woman with seven children, who had been put off the train because she had only one adult ticket for her family. She had shipped with her crew from a town in Pennsylvania, and her ticket had been punched at four stations before reaching Baltimore, where the conductor, after consulting the officials and being directed to refer the case to the Supervisors, quietly unloaded the family in Baltimore, instructing the messenger to bring them to our office.

The Supervisors felt that the company was not justified in dumping these people on Baltimore, since it had allowed them to ride on the mother's ticket, and it was not authorized in putting them off the train in Baltimore. When the Supervisors declined to handle the case, the railroad officials blandly offered to sell the city half-fare tickets. It was intimated that the woman had a fair case against the company, and in the hands of a lawyer might secure damages.

After some delay on the railroad's part, we were relieved of them by the company. It was afterwards learned that the official who had instructed the conductor to put the family off in Baltimore personally paid the fares of all the children to New York, their destination, to guard against a possible suit.

These represent but a casual cross-section of the cases brought before the Board of Supervisors of the City Charities. The department is at all times open for the inspection of the taxpayers.

Even more than that—thousands of cases in the care of the city deserve more than the mere money of the taxpayers; they merit their interest. An occasional visit, a kindly and sympathetic word would mean so much to these unfortunates that it is to be hoped that in the future the citizens of Baltimore will take it upon themselves to visit these derelicts and spread a little cheer among those with whom life has dealt unkindly and even cruelly. They are in your care—they crave more than just your money.

## ENOCH PRATT FREE LIBRARY

by JOSEPH LEWIS WHEELER

*Librarian*

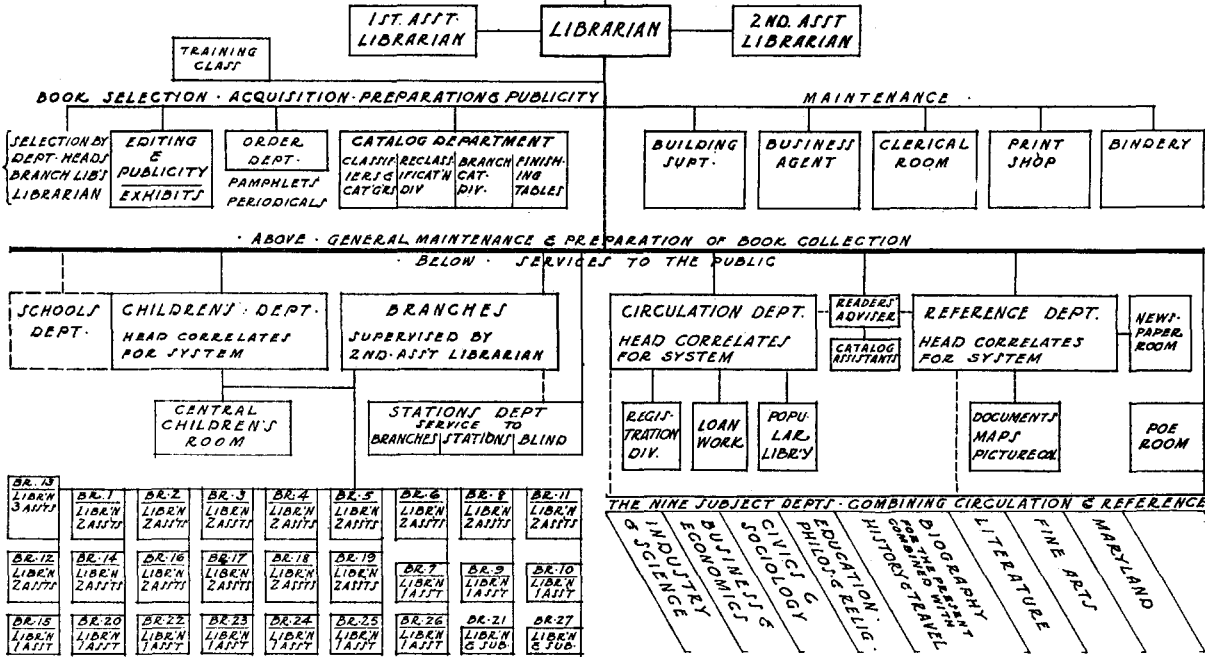
Was born in Dorchester, Mass., March 16, 1884, the son of Rev. George Stevens and Mary Jane (Driffin) Wheeler. Received M.A., Ph.B. degrees, Brown University; M.L.S., B.L.S., New York State Library School, 1909 and 1925; Litt.D. from University of Maryland, 1934. Assistant, Providence Public Library and Brown University Library, 1902-07; Assistant Librarian, Public Library, Washington, D. C., 1909-11; Librarian, Jacksonville, Florida Public Library, 1911-12; Assistant Librarian, Los Angeles Public Library, 1912-15; Librarian, Youngstown, Ohio Public Library, 1915-26; Librarian, Enoch Pratt Free Library, Baltimore, since 1926.

Member, Maryland Library Commission. Director, A. L. A. Exhibits, San Francisco and Philadelphia Expositions; Camp Library Director, 1917-18. Trustee, Peale Museum; Flag House Association. President, Ohio Library Association, 1921. Member, American Library Association (Vice-President, 1926-27; Executive Board, 1929-33; Board of Education for Librarianship, 1931-36); American Library Institute; Bibliographical Society of America; National Education Association; American Sociological Society, American Historical Association; Maryland Historical Society; American Council on Education; National Council for Social Studies; Fellow A. A. A. S. (council). Member, White House Conference on Child Health, also on Housing. Author: *The Library and the Community*, 1924; joint author of *My Maryland*. Editor series of science booklists for A. A. A. S., 1929-34 (one million distributed); Advisory Editor, *Library Quarterly*. Contributor to magazines and *Dictionary of American Biography*. Recipient of the Advertising Club of Baltimore's Civic Award in Art and Literature for 1933.

THE public library system in Baltimore, consisting of the Central Library, a chain of twenty-seven branch libraries, and additional distributing points in shops (for employees, schools, etc.) is operated by the Board of Trustees of the Enoch Pratt Free Library, a corporation not for profit, organized by Act of Legislature, March 30, 1882. The Library was begun by the gift from Enoch Pratt of the original Central building, its site, five branch libraries and their sites, and \$833,333.33, all given by Mr. Pratt to the Mayor and City Council of Baltimore. Thus, the Library is owned and operated by the municipality, but its control is in the hands of the Board of Trustees, self-perpetuating, and free

ORIGINALLY APPOINTED BY MR. ENOCH PRATT  
AND THEREAFTER SELF-PERPETUATING.

BOARD OF TRUSTEES (9)  
LIBRARY COMMITTEE EXECUTIVE COMMITTEE BUILDING COMMITTEE



ENOCH PRATT FREE LIBRARY ORGANIZATION DIAGRAM AS OF MARCH 1, 1934.

from political influence. The nine Trustees serve as members of the Executive, Library and Building Committees. The income from the Pratt annuity was stipulated in the beginning to be \$50,000 per year, whereas for several years, the standard per capita support for public libraries in American cities has been \$1. The annuity income therefore soon proved inadequate, and in 1908 the city began to appropriate library funds to meet the promise that the city would pay 10 per cent. annually for the support of the service in the Carnegie branch buildings, which had been erected out of a half-million dollar fund given the city by Andrew Carnegie.

The library budget in 1931 was \$350,000; in 1934, it was temporarily reduced to \$300,000. The Library gives free service to anyone residing in, or employed in, or paying taxes in, the city. There are 300,000 library users who borrow approximately 3,000,000 books per year.

In 1927, the voters approved by a majority of 50,000, a municipal loan of \$3,000,000 for a new Central Building and additional ground. \$600,000 was expended for site additional to the land already owned, and \$2,225,000 for the equipment and furniture. As many as six or seven thousand people visit the Central Library daily for book service. This building was open for public use on February 5, 1933.

The new building was erected at a cost of 50 cents per cubic foot, including all equipment, and is arranged with service to the adult readers handled in eight subject departments. The staff in each is familiar with the subject matter and the literature, and can give the readers more intelligent service, and concentrate on securing important new material promptly to meet the public needs. The book budget of the Library is approximately \$90,000 annually in normal times, although due to depression it was decreased to \$16,500.



## THE MARYLAND INSTITUTE

by HANS SCHULER

Educated in Baltimore schools. Was graduated from the Maryland Institute, 1894 (first medal). Graduate Rinehart School of Sculpture, 1898 (winning \$4,000 scholarship). Graduate Julian Academy, Paris, 1900 (all honors). Awarded three medals Julian Academy: Salon Gold Medal, Third Class, 1900; Silver Medal St. Louis Exposition, 1904; Member National Sculpture Society. Director of Maryland Institute since 1925.

ONE hundred and nine years ago, a group of prominent citizens founded the Maryland Institute for the Promotion of the Mechanic Arts. It was first located, in 1825, at St. Paul and Lexington Streets, where it flourished until the building was destroyed by fire in 1835.

In 1848, the Institute was reorganized and housed in Washington Hall, corner of Baltimore Street and Jones Falls. So swift was its growth that in 1851 these quarters were found inadequate, and a building of its own was erected in Marsh Market Place which provided ample class rooms, a fine library, and also embraced a great assembly hall, the largest in the country at that time, capable of seating 4,000 people.

On February 7th, 1904, it again fell a prey to flames in the Great Baltimore Fire, and was completely destroyed. The ruins were still smoldering when plans for the rehabilitation of the school were begun. These resulted in the erection of two buildings: one on the old site, known as the Market Place School, was built by the city; the other, known as the Mount Royal Avenue Building, was erected with the aid of the State of Maryland, and through the generosity of Michael Jenkins, of Baltimore, and of Andrew Carnegie.

The Mount Royal Avenue Building was completed in 1907. It is built of marble in the Italian Renaissance style, with a magnificent loggia and staircase.

In the Market Place School, young men are trained to become efficient draftsmen in all branches of engineering, including mechanical, architectural, and aeronautical drawing, interior decoration, sheet metal and marine drafting, and mathematics.

The Mount Royal School devotes its activities to the Fine and Applied Arts. It has day, night, and Saturday classes.

The courses in the day and night schools are from three to four years in length. All freshmen are taught the rudiments of drawing perspective and design. Then, in the second year, the student branches out into his or her chosen field, which may be general design, advertising design, interior decoration, fashion drawing, costume design—the crafts, or should the student intend to become a painter, illustrator, or sculptor, he receives training along these lines. It also conducts classes in teacher training which prepare the students to take positions as art teachers in public or private schools. In addition the Institute cooperates with high schools of the city by giving instruction to afternoon classes for which the pupils receive credits in their school work. The school has a total enrollment of over 2,500 students.

The Institute is the home of the famous Rinehart School of Sculpture, which offers every four years, a four-year scholarship to the American Academy at Rome.

Among the treasures of the Institute are the famous Lucas Collection, consisting of paintings; Barye bronzes, and prints and etchings—the second greatest collection of prints in America. Constantly changing exhibitions in the galleries of the Institute, are open daily to the students and the public.

The Institute receives an annual support of \$25,000 from the city and \$18,000 from the State. These appropriations enable it to keep its tuition, particularly in the night classes, at such a low rate that the poorest boy or girl can attend. It has many free scholarships, and offers many prizes and several traveling scholarships.

It attracts students from almost every State who find living conditions in Baltimore pleasant and congenial. Our own famous Walters Art Gallery, our growing Baltimore Art Museum, and the close proximity of the great galleries of Washington, Philadelphia and New York, afford exceptional opportunity for study. Following its traditions, the school believes in the thorough training of its pupils in the fundamentals of drawing and design, as a solid foundation for any style they may develop.

## The BALTIMORE MUSEUM OF ART

by ROLAND J. MCKINNEY,  
*Director of the Museum*

Member of the Association of Art Museum Directors and the Visiting Committee on Art and Archaeology, Princeton University; Chairman of the Public Works of Art Project for Maryland.

THE inauguration of the Baltimore Museum of Art as a municipal institution was projected in 1924 by the floating of a bond issue in the amount of \$1,000,000 and the generous gift of a site by the Johns Hopkins University.

Municipal authorities have since contributed, in annual appropriations, monies for salaries and maintenance. Necessary funds required for activities not provided for in the municipal budget are realized through private contributions and an annual membership of interested citizens.

Annual operating costs at this writing, which includes interest charges of \$40,000 on the bond issue, paid by the city, amount to \$74,650; \$28,000 of this amount is received in addition from the city for salaries and maintenance and \$6,650 from annual membership dues and sundry donations.

As our average annual attendance is slightly in excess of 120,000 visitors, the per capita cost is approximately sixty-two cents, or the usual admission to a first-run motion picture. This estimate takes into account only those actually visiting the Museum and does not cover the thousands contacted outside the Museum through our extension work.

The operating body of the Museum is administered by a self-perpetuating board of trustees, composed of leading citizens appointed by the Mayor. This board has authority to appoint a director, determine salaries and consider the director's recommendations of appointments to the Museum staff.

Under the director's supervision the active work of the Museum is sub-divided into departments, presided over by curators. Each curator is directly responsible for the efficient operation of his or her department and prepares a program of activities each year to include a series of exhibitions, lectures to schools and other groups, the circulating of loan material, and other educational features.

The number of departments in active operation is five and include a department of Painting and Sculpture, a department of Prints and Drawings, an Art Reference Library, a Children's Department and a department of Americana.

The scope of each department is such that practically every phase of art is offered to our citizens for analysis and entertainment during the year.

It is the feeling of the Board that the Museum, in order to be a stimulating venture, should keep its exhibits in constant rotation during the season. How effectively this policy is pursued is evidenced by the fact that as many as forty or more transient exhibitions a year are presented to the public. Many of these are international in scope and the Museum itself has been responsible for the organization of several exhibits of major importance.

Notable among the exhibitions organized solely by the Baltimore Museum of Art within the past three years and which have given the city national recognition as a centre of art culture, are the First Baltimore Pan-American Exhibition, the Exhibition of Contemporary Italian Painting and A Survey of American Painting. Total attendance at these three exhibitions alone reached the substantial figure of 128,000 visitors.

It is safe to assume that through the efforts of the Baltimore Museum of Art the City of Baltimore has achieved a prominent place in American art circles. Collections of national importance have been deposited in the Museum for the benefit of the city. Lack of space limits us to the mention of only a few of these: the Jacob Epstein Collection of Old Masters and Contemporary Bronzes, the Lucas Collection of Paintings and Prints, the Garrett, Conrad-Lehr and Blanche Adler Collection of Prints, and recently the generous gift of Dr. and Mrs. Henry Barton Jacobs of their

valuable collection of paintings, tapestries and objets d'art. In addition, the Museum has been the recipient of a number of magnificent gifts and bequests, chief among them being the Julius Levy Memorial Fund.

With the reopening of the Walters Gallery, through the bequest to the city of Mr. Henry Walters, and the growing influence of the Baltimore Museum of Art, together with the active work of a number of smaller art organizations, Baltimore will possess few rivals in the field of art.

## *The MUNICIPAL MUSEUM of the City of Baltimore*

by MACGILL JAMES

Born in Baltimore in 1897. Gilman Country School, Baltimore; Fessenden School and Phillips Exeter Academy, Massachusetts. Resident for a year and a half in Europe, 1920-1921. Secretary and Assistant Treasurer of the James Lumber Company. Appointed Director of the Municipal Museum in March, 1933. Interested in American History and the History of Painting.

**T**HE building is an excellent example of the type used by our ancestors in what J. P. Kennedy called the Venetian period of Baltimore history, when our clipper ships were spreading their sails on the seven seas. Peale's Museum, designed by Robert Carey Long for the artist Rembrandt Peale, opened its doors in 1814, and became "an elegant rendezvous of taste, curiosity and leisure." To tempt the public Peale displayed stuffed birds, the skeleton of the "First American Mastodon," and other outlandish curiosities. Scientist, as well as artist, he demonstrated here the use of gas for illumination, and was instrumental in forming the first gas company in America. His museum, however, was not a financial success and in 1830 he sold the building to the city. For nearly fifty years it was the City Hall.

After the erection of the present City Hall, the building was used for a number of purposes. When in 1930 it was about to be demolished, some public-spirited citizens petitioned Mayor Broening to restore it. With great care and research this was done, and the Municipal Museum, opened in 1931, was "dedicated to conserve objects depicting the customs and manners of the citizens of Baltimore throughout its history, that every generation may have in safe keeping a visible record of its communal life."

The Museum should be of interest to those who wish to recapture the past. Here are displayed portraits by Peale and his contemporaries of the early mayors and other personages notable in the

annals of our city. Peale's most ambitious work, "The Court of Death," a landmark in American art, hangs here where it was painted. There are rare prints, maps and pictures relating to Baltimore from its earliest days to the present, among them the Hambleton Collection of 370 items.

The temporary exhibitions have included paintings by the Peales, prints and photographs of the old Volunteer Fire Companies, pictures of old Baltimore houses, models and prints of clipper ships, and the works of such Baltimore artists as Alfred J. Miller and Dr. Volck. Other exhibitions are planned which will depict phases of our history.

The Museum is supported by the city and is open on week days from 9 A. M. to 5 P. M. and on Sundays from 2 to 5 P. M. A member of the staff is always on hand to conduct visitors through the galleries. There is no charge for admittance.

The Museum is supported entirely by the city. The appropriation for 1932, the first year of its existence, was \$9,908.16 (\$6,908.16 for salaries and \$3,000.00 for running expenses). For the year 1933 the appropriation asked was \$8,294.88, of which the city contributed one half, the other half being raised by private subscription. The appropriation for 1934 was \$7,250. (\$6,268. for salaries and \$982. for running expenses).



## THE MUNICIPAL DEPARTMENT OF MUSIC

by **FREDERICK R. HUBER**

*Municipal Director of Music*

Frederick R. Huber, native of Baltimore; musical education at Peabody Conservatory. Organist of old St. Paul's Episcopal Church in Baltimore at the age of twelve; late concert pianist and concert organist. Appointed Municipal Director of Music in Baltimore, 1918, and has held that position ever since that time. Organized and maintains the Baltimore Choir Bureau; Managing Director Lyric Theatre; Director Station WBAL, Baltimore; Baltimore Representative Metropolitan Opera Company; Secretary Baltimore Opera Club; Manager Peabody Conservatory Summer School and its Advertising and Publicity Bureau.

**A**S EARLY as the year 1865, Baltimore had its park concerts and long before the World War, Baltimore was showing civic music manifestations which were crystalized in its municipal music campaign, beginning in 1915. In the ensuing twenty years, the city has recognized a municipality's duty to its citizens in this respect and has performed that duty through the Municipal Department of Music, established May 16, 1918, with Frederick R. Huber as its director. The department was then given jurisdiction over the Municipal Band, organized in 1914, the Baltimore Symphony Orchestra, organized in 1915, the summer open air concerts, and other musical activities in connection with municipal affairs. Its duties today also include the young people's concerts, for both the white and the colored communities, a colored orchestra, band, and chorus, all composed of negro musicians and singers, including the conductor. These activities are financed solely by an appropriation out of the city tax budget. Baltimore is recognized as the pioneer exponent of municipal music, and its municipal department of music has universally earned the appreciation and approval of a sincere music-loving public.

The policy established by Mayor James H. Preston in the

early days of his administration, which influenced him in organizing the Symphony Orchestra in 1915, namely that

"The people of Baltimore are entitled to municipal symphony orchestras, municipal opera, municipal organizations which provide for individual æsthetic development, just as they are entitled to municipal service in education, sanitation, and public safety."

has been faithfully adhered to by each succeeding administration under the Hon. William F. Broening and the Hon. Howard W. Jackson. During the years of the depression, Mayor Jackson refused to curtail these activities in any way that would impair their effectiveness. And so, Baltimore now has a symphony orchestra of ninety-five men, under the conductorship of George Siemmn; a municipal band of thirty-five men; a city colored chorus of two hundred and fifty mixed voices; a city colored orchestra of 105 men; and a city colored band of thirty-five men.

The 1934 budget for the department was as follows:

Baltimore Symphony Orchestra.....	\$24,080.00
Municipal and Colored Bands.....	17,532.00
City Colored Orchestra.....	1,300.00
Municipal Director of Music.....	1,900.00
	\$44,812.00

as compared with the \$8,000 first appropriated for the municipal band in 1914; and the \$6,000 placed in the tax budget by Mayor Preston in 1915 for a Baltimore Symphony Orchestra of sixty men, under the conductorship of Gustav Strube.

The management of the department has been definitely non-political. Symphonic music of a high standard has been provided, with internationally renowned soloists for 25, 50, and 75 cents with box seats for one dollar; concerts for white children and for colored children are given and community singing from as early as 1915 has been fostered, its annual (free) lawn party in Druid Hill Park each summer attracting from 40,000 to 50,000 people for the massed band concert, moving pictures, and the singing of patriotic, old favorite and popular songs and ballads; and in addition to regular nightly band concerts, special sacred and symphonic

band concerts. Coast-to-coast broadcasts by the symphony orchestra and the band also have been arranged. The present plan is to include opera performances, using a local chorus in conjunction with its Baltimore Symphony Concerts and in order to provide for this and certain other small expansions of its activities, the department has requested the following appropriations for its 1935 budget:

Baltimore Symphony Orchestra .....	\$30,000.00
Municipal Band and Colored Bands .....	18,000.00
City Colored Orchestra .....	1,300.00
City Colored Chorus .....	500.00
Municipal Director of Music .....	1,900.00
	<hr/>
	\$51,700.00

## THE PLAYGROUND ATHLETIC LEAGUE

by WILLIAM BURDICK

Received A.B. degree Brown University; M.P.E., Springfield, Mass.; M.D., University of Pennsylvania. Active in Y. M. C. A. activities for seventeen years. Director Playground Athletic League of Baltimore City since 1911. Supervisor of Physical Education in Public Schools of Maryland since 1918.

THE Charter of the City of Baltimore, under the general powers of the City Government, states that "the Mayor and City Council of Baltimore shall have full power and authority: To establish or maintain directly or by contract, reasonable facilities for the public recreation." By an enabling act in 1910, the Mayor is authorized to enter into "contracts with the Public (Playground) Athletic League, Inc., for the purpose of establishing, maintaining and conducting gymnasia, athletic fields and recreation centers for the benefit of the people of Baltimore." The city approved of this addition to the old Charter because it realized the government's responsibility in this matter to the people. This is the relation of the Playground Athletic League to the municipality in the carrying on of recreation by the Playground Athletic League. The Children's Playground Association, established in 1897 and incorporated in 1908, and the Public Athletic League, incorporated in 1908, were amalgamated in 1922 in order that there should be a better coordination in the leadership of recreation in Baltimore. The responsibility of the municipality for recreation had been recognized in the conduct of its parks, boulevards and support of libraries some fifty years ago, but it had not recognized the newer interpretation of recreation until this time. Just as municipalities in the previous century had recognized their responsibilities for children from the cruelty of their parents or from their exploitation by industry, so now they finally acknowledged their belief in recreation as a governmental function.

Whereas until the late nineties the health of the people had not been considered an obligation the city owed to its citizenry, so up to those years the play and athletics and recreation of people had been left more or less to chance. The Playground Athletic League is a semi-public organization incorporated by the State of Maryland "to promote the health, safety and general welfare and develop the character of children and youth of the City of Baltimore and throughout the State of Maryland by affording them and conducting therein, on their behalf, athletics, games, recreation and such other leisure time activities as the corporation may from time to time deem it wise to establish therein among the school children, as well as among the boys and girls who may not be attending school, and also among the people at large."

The policy and the program of the organization are made by a Board of thirteen Directors representing many interests of Baltimore and, ex-officio, by the Mayor of the City of Baltimore, the President of the Park Board, the President of the Board of School Commissioners and the President of the State Board of Education. The Playground Athletic League is furnishing leadership for the leisure time of children, youth and grown-ups as a part of the municipality's program for the formation of character. It is a part of the Maryland Bill of Rights which calls for the "general amelioration of the condition of the people . . . that the Legislature ought to encourage the diffusion of knowledge and virtue." It has been expressed in other laws that the State shall teach "good behavior." Scientists, educators and the man on the street have the same understanding of this expression of good behavior—learning how to live well with one another.

As a governmental function the leadership of leisure time for whatever age it may be, is not primarily furnished by the community to secure the safety of life and limb of the individual of our Commonwealth. A well-planned program will have this result, consequently the safety of the people will be preserved and increased.

The health of the people is not the primary responsibility of the recreation leaders, for that function is performed by the Health Department. On the other hand, playgrounds, playfields and rec-

reaction centers properly organized and intelligently supervised will produce a healthier people. There will be an increased resistance to the invasion of diseases and a marked increase of vitality on the part of the people which will result in a better and healthier city. Those entrusted in supervising municipal recreation are ever conscious of their task in preventing delinquency. They assume the importance of character formation throughout the entire field of their endeavors. They realize that delinquency starts in youth. They build strength of character in strong bodies; they develop self-control under great emotional excitement in the sports and games of youth; they teach discipline, duty and sacrifice on the playgrounds. In this way they prevent delinquency and reform the delinquent. The Playground Athletic League recognizes that the different periods of growth require different types of leadership and endeavors, by dividing its activities, to give direction to the leisure of the child under 10, through play on the playground; to the youth, through competition in athletics; to the grown-ups through recreation suitable to their years.

The community, through its laws, has recognized the place of commercial amusements and is regulating them in the city departments by licensing dance academies, dance halls, bowling alleys and pool rooms. It has protected the people, through the Police Department, in the conduct of commercial activities like boxing, wrestling, swimming and skating as well as through the inspection of camps by the Health Department of the State. The need of recreation led to the formation in the community of social, fraternal, athletic, and philanthropic groups and organizations.

The Playground Athletic League has felt, with the limited funds that it has at its disposal, that its first responsibility has been in the field of active recreation rather than passive recreation as covered by the libraries, public parks, theatres, moving pictures and musical entertainments such as band concerts, orchestras and symphonies. Because of these limited funds, it has promoted sports and games in order to take care of a large number of people rather than activities requiring more skill in which only the few can participate. It has organized soccer tournaments in preference to tennis or golf. It has arranged for swimming and track and field

games instead of bowling and billiards and pool. An extensive program of girls' athletics has been established in Baltimore.

The Playground Athletic League has assumed that it was not the public's responsibility to furnish food and amusement, but to furnish leadership particularly to those who are still immature and are not earning their living.

The Playground Athletic League endeavors, through its various departments, to furnish leadership to the community. It is furnishing a better personnel because it can assign well-trained persons for work in the various fields of its activities. This service to the community is extremely necessary because in the present time of need 95 groups are under our direction in the field of adult recreation alone. In 1933 there were 209 different centers, with 349 units of work supervised by this organization. The League is cooperating with the various social institutions of the city as the Fresh Air Farm, Friends Institute, Children's Home, W. C. T. U., Jewish Educational Alliance, Catholic Daughters of America, Y. W. C. A., etc. It operated athletics in 90 public schools, 28 county schools, 9 parochial schools and 3 private schools. It directed games and sports in 25 parks and 7 churches. It supervised the activities of the Recreation Pier and Cross and Hollins Market Halls.

In 1933 the League spent \$133,533.83, out of which \$94,542.01 was spent for salaries and wages of 315 individuals. It received its funds from municipal, county and state sources, as well as from individuals and institutions. The city, through the Board of Estimates, appropriated \$24,000; the State Board of Education, \$13,524.34; the State of Maryland, \$7,500 for work in the public schools of the State. The county schools paid \$18,756.31 for services, and institutions paid \$11,020.21. The Community Fund appropriated \$34,797.58 and supported the various activities of the League in this manner. Miscellaneous receipts amounted to \$23,941.89.

The Playground Athletic League, in 1933, served 41,171 youth and adults in Baltimore and its vicinity. It is estimated that from 20,000 to 30,000 little children participated in organized play under

the League's supervision. The total attendance for the past year at all of the League's centers was 1,498,158.

The companionships and the activities which the League now provides help in maintaining courage, morale and good spirits under present depressing conditions.



## AN AVERAGE CITIZEN LOOKS AT HIS CITY GOVERNMENT

by ROBERT O. BONNELL.

University of Redlands, California, A.B.; Georgetown University; Lieutenant (j. g.) in the Navy during the World War. President Morris Plan Bank of Baltimore; President Morris Plan Bankers Association; State Chairman of the National Economy League; a member of the Managing Committee and of the Executive Committee of the national organization; President of the Community Fund of Baltimore; member of the Board of Trustees and of the Executive Committee of the Commission on Governmental Efficiency and Economy.

**W**HEN the average Baltimore citizen looks at his city government casually and compares its financial condition with that of many other American cities he considers himself fortunate.

If, however, he examines conditions closely he is forced to admit that Baltimore, in company with many other cities, has committed grievous errors. He will find too much money has been spent, credit has been used lavishly, little reserve has been left for emergencies, a backbreaking debt has been piled up and a governmental machine built, the cost of which, together with debt service, will make it impossible for the city to give taxpayers relief for a long time.

The Baltimore taxpayer knows that on the basis of 1929 income, property value and tax rate, the taxes paid for 1933 were nearly two and a quarter times higher than in 1929. Examination of the records helps to explain this situation.

Baltimore in 1900 found many municipal facilities obsolete, inadequate and antiquated. Being overcome by the urge to modernize and spurred on by the disastrous fire of 1904, city authorities rushed impetuously from one improvement to another without any comprehensive physical or financial program—doing in a few years what had been neglected for half a century.

Instead of dovetailing each operation carefully into others to

avoid duplication and waste and to insure proper development of all facilities in the order of their importance, city officials acceded to demands urged by first one group of enthusiasts and then another, some prompted by civic pride and unselfish desires and some by political expediency.

Whatever the origin of the demands, the city was left in the unhappy position of having spent its substance and mortgaged its future to an alarming extent, with many important projects to be completed.

Baltimore's population in 1900 was 509,000 and by 1933 had increased to 826,000, roughly 62 per cent. In those thirty-three years the net debt had increased from \$32,928,106 to \$169,778,635 or roughly 400 per cent. Per capita debt increased from \$65 in 1900 to \$205 in 1933.

Even after the city's self-supporting water debt was deducted, its net debt had grown from \$26,000,000 in 1900 to \$136,000,000 in 1933—an increase of 420 per cent. In the meantime the assessed valuation of the property against which taxes are levied had been increased 384 per cent.

From 1900 to 1933 Baltimore made \$215,000,000 worth of improvements and paid for them from the proceeds of bond issues. On these bonds there has been paid to date \$110,000,000 in interest and when the last bond has matured there will have been paid \$125,000,000 more in interest. Consequently the \$215,000,000 worth of improvements eventually will cost \$450,000,000.

The average annual carrying charge on city debt for the ten years from 1934 to 1944 will be \$114,000,000. Debt service costs for 1933 alone took 27 per cent. of the total tax levy and general fund reserves, and represented an amount equivalent to more than one-third of all other city expenditures.

Baltimore will pay in interest more than \$6,000,000 a year for the next ten years (1934 to 1944) which is approximately half as much as the total average amount (\$12,000,000) spent annually on public improvements from the proceeds of bond sales from 1921 to 1931.

From 1921 the net debt has continued to rise out of proportion

to either population or the city's taxable basis (assessed valuation) and even though the taxable basis showed a hazardous reduction in 1932 and 1933, the net debt continued upward in 1932, but showed a slight decrease in 1933.

In these facts the taxpayer finds one reason why taxes are out of proportion to income and is a strong argument for a "Pay As You Go Plan" for capital improvement. It is equally convincing of the necessity for a comprehensive "City Plan" which provides for the physical development of Baltimore and includes a program for economical financing of such developments out of current tax revenues. It is obvious that city development should be administered by a non-political City Plan Commission, clothed with adequate authority, in place of Baltimore's present Commission which lacks continuity, is too closely linked up with temporary political administrations and which is ineffective as an advisory body.

Having examined briefly the difficulties resulting from a much too free use of Baltimore's credit with little regard for the burden loaded upon the taxpayer and from the failure to build according to a comprehensive plan administered by a non-political body, the average citizen is interested in what it costs to run his modern municipal governmental plant as compared to the cost of operating and maintaining the old plant in 1900. From the figures presented in *The Financial History of Baltimore, 1900 To 1926* by Leonard Owens Rea, Ph.D., the following table has been prepared which graphically tells the story of lavish spending:

Year	Expenditure out of income	Expenditure per Capita	Increase per Capita Over Previous Decade
1900.....	\$ 7,919,432.	\$15.60	
1910.....	12,738,568.	22.80	46%
1920.....	25,541,780.	34.80	53%
*1930.....	45,257,793.	56.23	62%

The above table indicates that in the thirty years from 1900 to 1930 the per capita cost of government increased 260 per cent.

\*1930 figures supplied by Commission on Governmental Efficiency and Economy and include expenditures for parks.

In 1931 Baltimore spent \$45,231,169 or \$55.71 per capita. Her 1932 expenditures were \$44,699,210 or \$54.57 per capita and resulted in an accumulated deficit of \$2,374,500 despite a Charter provision which required that expenditures be kept within revenues. The records also indicate that early in 1932 the Commission on Governmental Efficiency and Economy, a citizen's fact-finding body, had repeatedly warned the administration that unless economies were effected a huge deficit could not be avoided.

When the city administration failed to heed these warnings and the threatened deficit became a reality, Baltimore taxpayers were aroused to demand a change. Through representative committees they pleaded for rigid economy, urged drastic curtailments and protested to the Mayor and the Board of Estimates—the budget-making body. Consequently taxpayers were stunned when the Mayor announced that the 1933 tax rate would have to be increased by 44 cents from the 1932 rate of \$2.45. It was publicly announced that not a penny less than a \$2.89 rate would suffice.

Politicians failed to gauge public sentiment. Revolt grew, taxpayers' organizations joined forces and formed the Taxpayers' War Council. A mass meeting was held. The facts were presented and relief through a program of rigid economy was demanded. The city administration recognized the necessity of acceding to the taxpayers' wishes. A \$2.65 tax rate was fixed, an increase over the 1932 rate sufficient, with rigid economy, to wipe out the 1932 deficit and to furnish necessary governmental services.

Their part in the 1933 budget fight convinced Baltimore taxpayers that only by making their wishes emphatically known through organized effort, could they expect relief.

It is true that from 1923 to 1927, through the cooperative action of city officials and private business concerns, many excellent improvements in the mechanics of city government had been effected and the ground work laid for a vastly improved administration of city government. This outstanding piece of work was done by the Commission on Governmental Efficiency and Economy, the expense being defrayed by Baltimore's business enterprises. This subject is covered in another chapter.

It was only natural that the Commission's recommendations in some instances would handicap politicians, and it is not surprising that it ceased to function as a governmental agency in 1927. However, having demonstrated its usefulness, the Commission was revived in 1929 as a permanent, impartial fact-finding body, without city administrative sanction, by large taxpayers and public-spirited citizens. It did yeoman service, but many of its excellent recommendations were adopted only when politically expedient and discarded when found distasteful to politicians. Nevertheless, the Commission furnished taxpayers' organizations with reliable information and a basis for a taxpayers' program which was not merely critical but constructive.

Average citizens have learned that political programs too often distort facts and favor only those recommendations which do not interfere with patronage or ambition. Consequently there is recognized the necessity of making available to the public, through organized effort, uncolored facts so that public pressure can be put back of sound recommendations for improved and economical government.

The organizations which united to form the Taxpayers' War Council in 1932, have kept public interest alive in city government through a cooperative press, the radio, by mail and public discussions before luncheon clubs and civic groups. Their representatives have kept in contact with the city administration, following closely revenues and expenditures and urging careful spending and economies.

Taxpayers were rewarded for their vigilance when the city closed its 1933 operations with a surplus of nearly \$1,000,000 after having wiped out its 1932 deficit of \$2,347,500, by the increased tax rate. This accomplishment in a year, which could hardly be called normal, reflects credit both upon the administration and the taxpayers who shouldered their increased burden courageously.

While the 1934 tax rate was 20 cents less than the 1933 rate, the reduction merely represented the amount added to the 1933 rate to take care of the 1932 deficit. Unfortunately the taxpayer was given little benefit of the new revenues the city will receive in

1934 from liquor licenses and gasoline taxes. Some \$800,000 was returned to city employees as a restoration of all or a substantial part of the salary contribution made by city employees in 1932 and 1933.

Even though taxpayers' organizations showed that the salaries received by city employees, after deducting salary contributions, were higher on the average than the salaries paid by business concerns for the same type of service, political expediency triumphed over public welfare and the dividend of \$800,000 went to the city employees and not to the taxpayers. In this the average citizen is disappointed but not discouraged. The fight for a complete reclassification of city employees and proper salary adjustments has become all the more determined.

The taxpayer finds it important when considering tax rates to study the assessed valuations of property against which taxes are levied. Baltimore's assessed valuations in 1933, when related to market values, were very much higher than they were ten or twenty years ago. The taxpayer is interested not only in the tax rate itself, but in the amount of money he has to pay for city government in dollars and cents when related to the actual value of the property on which he pays taxes. The figure in the "lower right hand corner" of the tax bill is his concern.

As the cost of owning property increases the number of prospective owners decrease and property values decline accordingly. Furthermore, reduced personal incomes necessitate cheaper rent. And unless taxes are reduced in the same degree a larger proportion of rental income goes to the tax collector. Many profitable real estate investments have, therefore, become so unprofitable that the investor is attempting to switch to something more profitable. Thus he has still further depressed values which automatically increases the tax levy in proportion to the new market values established.

It is also important to note that under depressed conditions the percentage of tax delinquencies increases. If the city sells property because of delinquent taxes, market values decline still further and the city eventually is forced to reduce assessments. Unless governmental expenses are decreased proportionately, an increase in

the tax rate follows. Furthermore, if it forecloses on property because of tax delinquencies, it may find itself holding large numbers of properties from which no taxes can be collected during the city's ownership and the city's revenue is reduced accordingly.

This situation is by no means theoretical. It is a reality which has become all too common. It can be corrected by adhering strictly to the policy of "Spending Less—Not Taxing More" in periods of depression. The average citizen also has found ample evidence of inequities in the valuations placed upon property for taxation purposes. A publication of the tax roll would furnish the taxpayer information upon which he could urge the correction of these injustices.

Nevertheless, the more the average citizen examines the government, the less he will be convinced that politicians are to blame for all of the ills the taxpayers' "flesh is heir to." The voter puts the politician in power. He does so by voting or by not voting. Obviously the politician does what he thinks the people who do vote for him want to do or what he thinks they will stand for. From long experience the politician knows that a majority of those who vote are not well versed in matters pertaining to city government. Consequently by promises of local neighborhood improvement in doubtful districts, by compromises on this or that question and by a series of improvisations the candidate interests a sufficient number of citizens in voting for him to carry the election. The result of an administration conceived in such a hodgepodge of promises leaves much to be desired. However, the voter is more responsible for the situation than the politician.

The voter is a stockholder in the corporation known as the City of Baltimore and the old saying, "Everybody's business is nobody's business", too often applies in government. In the voters' hands is placed certain powers such as the right to elect the corporation's head (the Mayor) and its Board of Directors (the City Council), together with other administrative officers. He has the right to inaugurate plans which will create a public debt. Theoretically, therefore, the administration of the city is in the hands of the voter and the administration of the city's affairs should reflect his

will. Voting is much more than placing an "X" opposite a name. In effect, voters write a blank check and execute an irrevocable power of attorney and place them in the hands of the successful candidate. Voting not only affects the voter, but those who do not or cannot vote. Voting, therefore, is not to be taken lightly.

The most serious handicap representative government has to overcome is the lethargy, indolence and ignorance displayed by an extraordinarily high percentage of those who have qualified or could qualify to vote. Their lethargy for instance, is conceived by lack of information and dedicated to the proposition that government is a politician's job.

According to Baltimore's Department of Legislative Reference, the Federal census indicates that in September, 1930, there were 486,510 citizens of voting age in Baltimore. In April, 1931, only 294,139 or 60 per cent. of them, had qualified to vote by registering. In the 1931 election the total vote cast for Mayor was 177,546, representing less than 37 per cent. of those of voting age and only 60 per cent. of those who had registered. The successful candidate was the expressed choice of only 25 per cent. of those who did qualify or could have qualified to vote. An even smaller percentage of those of voting age voted for other city officers.

Politicians maintain that each person employed by the city will influence three or four others to vote. If this were true in 1931, the number of votes cast by the citizen not close to the government was less than 100,000 or only about 56 per cent. of the total votes cast. This percentage would be still further reduced when the votes cast by those who have contracts with the city or who receive some of the city's business, (to which must be added their dependents) are considered.

These figures represent a normal condition. The pitiful percentage of those of voting age who exercise their franchise right is a sad commentary on the attitude of the average citizen toward his civic responsibility and explains much in city government which is condemned as inefficient and not economical. Furthermore, it absolves the politician from blame for all governmental difficulties.

It is also evident that by perpetuating a condition which permits



the selection of public officials by comparatively few voters, the professional politician finds it less difficult to retain control by distributing appointments, granting political favors and awarding contracts in return for political support. Under such a system unusual ability and equipment are submerged in the inevitable compromise between efficiency and politics. For instance, contract specifications may be so drawn as to exclude not only bidders capable of doing the specific work at lower prices, but to divide the work among a preferred group of contractors at a price agreed upon by them.

Every administration realizes that its life depends upon the will of the voters. It avoids, therefore, any act which is likely to bestir to action those who ordinarily do not vote. At the same time everything possible is done to keep control of those who are likely to perpetuate the existing regime. Loyalty to those who brought about their nomination and desire to continue in office and keep their own party in favor is largely responsible for this situation, which results in temporary political expedients instead of a long-range, constructive plan of city development. The less enthusiastic urge of the average taxpayer for economy is submerged by the clamorous demands of political hangers-on, job seekers, special interests and unthinking people, all of whom are willing to stifle protests against extravagance and waste to gain some relatively unimportant neighborhood improvement. Thus the political machine is kept intact.

It should be apparent to the average citizen that when and only when he and his fellow citizens are willing to assume full responsibilities of citizenship by qualifying to vote and by casting their ballots intelligently many of the difficulties complained of will be corrected.

Fortunately for the taxpayer Baltimore has not gone quite as far as some cities in its spending spree, but this city has gone uncomfortably far. It is forced to amortize its debt and to pay interest, but there is some freedom in reducing operating costs. By carefully mapping out the future Baltimore can keep the governmental machine functioning properly at a low cost until the debt can be reduced substantially.

The exact amount of the city's debt charges, that is, the annual amortization and the interest required, can be estimated accurately on the present net debt outstanding. That figure is not subject to much change. It is necessary, therefore, that every other city expenditure be reduced to the minimum and that all departments of government be surveyed completely to eliminate duplication, extravagance and waste. Every branch of the city government must be readjusted so that it can be operated efficiently at the lowest possible figure—a figure that will permit of political rewards only when full value in services is given the city for every dollar spent. Political hangers-on must be supplanted by efficient workers employed to do only such work as is essential to the city's business. "Made" jobs for political purposes have no place in the administration of a city that can afford only bare necessities.

A carefully and intelligently projected plan should be adopted for repairs, maintenance and the general improvement of the city over a period of years looking well into the future and including all phases of city activities. The support of every citizen should be enlisted for the plan and a part of city revenue devoted each year to completion of that plan. Pet neighborhood schemes to attract votes must be abandoned for a general development, which will make for a well-rounded community interest by which all will profit. A "pay-as-you go" plan may be slower, but it will draw to Baltimore industries, commercial enterprises and people who are discouraged by steadily increasing tax and debt burdens, which make it impossible for them to estimate with any degree of certainty the cost of living and doing business in other communities. The adoption of such a plan and the continued evidence by city administration that it will be followed, will result in stabilizing real estate values, in broader business activity, in greater industrial activity and in the general prosperity of the city.

Such a program presents several practical and obvious difficulties. It presupposes the abandonment of neighborhood schemes for a city-wide plan. It supplants political patronage with personal efficiency and ability. It gives no consideration to the old doctrine of "To the victor belongs the spoils", and it sounds the death knell of the "ward heeler."

These assumptions are not as far-fetched as they may appear at first. The policy pursued in the past has become impossible because funds are lacking to continue it. Unless that policy is changed, the taxpayer will not be the only loser. City employees and contractors will feel the pinch; and the politicians will be blamed for the city's financial difficulties and punished by a consequent loss of power.

By facing these facts citizens of Baltimore and those connected directly with city government will be in a position to adopt a sane program for city administration and development, which will make it a model of truly representative government and an inspiration to every large city.

Baltimore has had in the past and has at present many public servants who have brought and are bringing to their respective positions capable and intelligent effort. The last few years have offered staggering problems to executives everywhere and particularly to public officials. Extraordinary difficulties, resulting from a nation-wide economic maladjustment, have thrown even the most conservative plans out of gear. Observations made in this chapter are not directed against any individual administrator or department of Baltimore's government. They deal with a system which citizens and politicians alike have built up—the former by his lethargy, indolence and misinformation and the latter by a misconceived idea of what government should be. The average citizen looking at his city government believes that there is a common basis upon which both can meet. That basis puts general public welfare above sectional interest or individual ambition and aggrandizement.

## BALTIMORE'S FINANCIAL POSITION AT THE BEGINNING OF 1934 AND IMPORTANT FACTORS RESPONSIBLE FOR IT

By D. BENTON BISER, *Director*

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Member: American Society of Engineers, American Society of Municipal Engineers, National Committee on Finance and Taxation of the American Society of Municipal Engineers, National Municipal League, Governmental Research Association.

Author and Co-Author of technical papers published in the Manual of American Waterworks Practise; Proceedings of the American Society of Engineers; Proceedings of the American Society of Municipal Engineers, and various engineering publications.

**T**HE City of Baltimore has been receiving much favorable publicity on the security of its credit and finances as compared with many other large municipalities. This is as it should be. The generally recognized reasons for which Baltimore has been accorded its position are principally the following:

- A. Budget income during 1933 was in excess of budget expenditures and \$950,000 was forwarded as a credit to the 1934 City Budget.
- B. At the end of 1933, exclusive of the proceeds from bond sales, the City had cash available.
- C. The all-inclusive City tax rate was reduced by twenty cents to a tax rate of \$2.45 per \$100 of assessed valuation for 1934, notwithstanding a reduced taxable basis and an increased budget for 1934. Property in Baltimore is not subject to a county or to a special district tax, such as the school district tax levied in some other cities.

- D. The proportion of current taxes delinquent at the close of 1933 was only about one-half as great as the average for cities of 500,000 or more population.
- E. Baltimore took a holiday in debt making in 1933. Its net funded debt decreased (by \$2,900,000) for the first time since 1920. Baltimore's municipal securities are selling on a 3.75 per cent. yield basis as compared with the less favorable 4.90 per cent. basis, which is the average for twenty large cities.

The foregoing, while giving the immediate high spots of Baltimore's financial position among other cities at the beginning of 1934, does not convey an adequate understanding of the elements responsible for the condition of the City's finances. These elements concern administration, organization, and operating methods as well as financial policy and practice. Important among such elements are:

1. The Charter requirement that budget appropriations be abated pro rata when it is indicated that the income from revenues and taxation will be insufficient to meet the amounts set up in the annual budget.
2. The policy of assessing property at 100 per cent. value.
3. The budget year is coincident with the tax year.
4. Annual budgets do not depend upon a 100 per cent. collection of the current tax levy, nor upon the collection in any one year of more than a conservatively estimated portion of delinquent taxes.
5. Prompt payment of taxes is stimulated by discounts, interest, penalties, installment payment plans, prompt billing and energetic follow-up, non-interference with administration of the centralized collection agency, the Bureau of Receipts. The relatively small proportion of taxes remaining delinquent for more than a year is a direct result of this modernization of collection methods. Following the creation of this Bureau and the imposition of increased penalties, the percentage of taxes collected currently rose from about 80 per cent. to 95 per cent.

6. Interlocked with the central collection agency there is a central disbursement agency, the Bureau of Disbursements, which maintains a daily control of expenditures made and to be made, in accordance with the budget. The twin combination of these two agencies makes feasible budgetary control in all municipal operations.
7. Duplication of functions is eliminated, and straight-line responsibility attained in the operating departments of the City government by centralization in the Department of Public Works.
8. There has been installed a modern system of general accounting and cost accounting whereby a central control on all fiscal and accounting operations is made possible. At the close of 1933 the City was able to develop a balance sheet of the municipal corporation, exhibiting for the first time its financial condition including its current assets and current liabilities as well as its fixed assets and funded debt.
9. A curtailment of public borrowing for public improvement.
10. The restriction of sinking fund and pension system investments to the U. S., the State of Maryland, and the City of Baltimore securities.
11. The security of the City's deposits in banks.
12. A public reliably informed concerning the conduct of the Municipality.

These elements of sound municipal practice were not attained by any quick and easy method; they are the result of a continuing and determined effort; they represent a worth-while progress towards a more effective municipal government within the capacity of taxpayers.

The ground work for this planned betterment of municipal functioning began about ten years ago, when the then newly-elected Mayor, Howard W. Jackson, adopted the proposals of a volunteer group of outside business executives whom he appointed to survey the organization and operating functions of the City government for the introduction of business methods in the management of the Municipality. That group, which enlisted the services, without cost to the City, of 150 accountants, engineers,

and specialists, was known as the Commission on Efficiency and Economy.

The plan which originated with W. J. Casey, then vice-president of The Continental Trust Company, was first given publicity in April, 1923, in an interview reported in the *Evening Sun* by Henry M. Hyde a few weeks before the Mayoralty election. Asked what he would do if he were Mayor, Mr. Casey, disclaiming any political qualifications or ambitions, proceeded to discuss the question of taxation from a new angle.

"Modern corporations and even shrewd individuals closely watch every dollar they pay out. They insist on getting their money's worth. They work hard to find better and cheaper ways of getting the same results. They follow every dollar they pay out to the bitter end. All but one dollar—the tax dollar. Nobody watches that. No expert spends his time trying to get bigger and better results as less cost out of the money paid for taxes.

"Suppose the Mayor of Baltimore should call into conference a representative of each of the twenty-five largest taxpayers in the City and say, 'Here is a statement of all the various services which the city government is obliged to pay for out of taxes. We in the City Hall need your help to see that we get full value for our tax money. We ask each of you to loan one of your cost experts to the city for three or six months. We will give them full co-operation and will carefully consider every suggestion they make. It is as much to your interest as it is to ours to get good results at the lowest possible cost. Baltimore City is a corporation that spends \$42,000,000 a year. If you can show us how to save one per cent., it will mean a total saving of \$420,000 and will enable us to cut seven cents off the tax rate. And that saving will benefit not only you but every one of the 240,000 taxpayers in the city.'"

Frank R. Kent, well-known writer on public affairs with whom Mr. Casey had earlier discussed his views, wrote in *Nation's Business*: "In various cities you hear much talk about a business government; in Baltimore they have it; and they have it because W. J. Casey, who isn't in politics and wants no political office, got mad about his tax bill and decided to do something about it. It occurred to him that business methods of conducting the city

government could and would be put in by business men, not by politicians."

Through the Mayor, a dozen or so great taxpaying corporations in Baltimore were asked to co-operate and an efficiency commission was organized precisely along the lines and functioned exactly according to the plan charted by Mr. Casey.

Out of that plan, backed by the newly elected Mayor Jackson, came marked improvement in municipal services, substantial economies, and safeguards in operations, and the wiping out of a \$1,000,000 deficit that had been accumulated and transferred from one administration to another.

The Commission organized its specialists and the experts lent by the corporations in group committees to survey specific operations and organization structures. Among their principal accomplishments were the creation of an Employees' Retirement System recognized to be one of the best in the country; the organization of a central Bureau of Disbursements for the modern accounting control of budgetary appropriations, commitments, and disbursements; a central Bureau of Receipts for the billing and collecting of all revenue accounts of the City; a Central Payroll Bureau; and the consolidation and modernization of City purchasing in a Central Purchasing Bureau.

The elimination of duplicated activities in the engineering and operating units of the City through their consolidation in a major Department of Public Works brought under the supervision of the Chief Engineer of the City all engineering problems and twelve operating divisions of the city Government, thus achieving, at that time, the most practical application of the City-Manager plan to a Mayor-Council city of the size and traditional background of Baltimore. There was also established for the first time a complete inventory and valuation of City property.

That successful enterprise in 1923-1927 disproved several popular fallacies regarding municipal management. One of them was (quoting W. J. Casey) "that inasmuch as private business operates for a profit it must handle such matters as accounting, collecting and care of money, buying, engineering, construction, etc., in some way peculiarly its own and not at all suitable to running a city



government, despite the fact that the operations of many of our large business corporations parallel quite extensively the operations of a municipal management.

"Another fallacy exploded was that City employees were so politically minded that they could not adapt themselves to the methods of private business. In studying the problems of municipal operations, and applying modern business methods thereto, the Commission on Efficiency and Economy received substantial assistance from City employees who had been thinking seriously of these problems but had found no outlet for initiative under the political system.

"A significant effect of the introduction of the new methods upon City employees was the building up of the general morale. They quickly recognized that in being equipped with the tools of modern business and becoming experienced in handling them, they were no longer to be classed as job-holders, but took on the standing and were entitled to the compensation and opportunities of employees handling similar work in private business. Perhaps one effect of the development of this spirit in municipal employees has been to cause some of them to lose their faith in the omnipotence of the political boss, and to give them a realization that they were holding their jobs by performance and not by favor.

"In the proposals throughout this undertaking, the principles and procedures, the establishment of authority and responsibility, and the methods of organizations were in no instance novel nor untried. While generally they are innovations as applied to City management they are nevertheless in use and carry the weight of approved experience in the management of the affairs of successful private business corporations, comparable in size and complexity of operations, with the administration of the City of Baltimore, a municipal corporation."

The Commission on Efficiency and Economy which, however, had not been organized as a continuing body, terminated its activities in 1927 with the change in the municipal administration. The effect of the withdrawal of such an agency to cooperate with public officials for the improvement of municipal services and management was soon appreciated by the public, which had begun

to experience the benefits from the Commission's work. Both the Baltimore Association of Commerce and the Real Estate Board of Baltimore became concerned with the need for a permanent, non-partisan citizens' organization that would continue an active interest in the administration of the City's affairs.

Consequently there was formed an independent organization which was incorporated on March 6, 1929, under the laws of the State of Maryland as the Commission on Governmental Efficiency and Economy. Set forth in its Charter are the objectives of the Commission: to conduct impartial and scientific research of municipal and state government, to cooperate with public officials in effecting higher standards of performance in governmental affairs, and to furnish accurate and impartial information to citizens concerning their government.

Its charter provides for the Commission to be governed by a board of trustees who serve without pay. The board may consist of 21 members, 5 members being elected on nominations by the Real Estate Board, 5 on nominations by the Association of Commerce, the remaining members on nominations by the Board of Trustees. Trustees are elected for a three-year term, one-third of the board retiring each year. Officers are elected by the board from its members to serve a one-year term.

The permanent Commission began to function actively in February, 1930. Its first Chairman was George R. Morris, who had been active in crystallizing the movement for the creation of a permanent organization to carry forward the work which had been terminated in 1927. To carry on its work there was employed a full-time staff consisting of a director with engineering training, a staff accountant, and two investigators, all of whom were carefully selected for academic training, business experience, and for the special qualifications and knowledge each brought to the work.

The staff is working constantly on assembling, analyzing, and interpreting the details of the governmental operations, comparing these studies in other cities. In this way there are developed the recommendations adopted and presented by the Commission for use and application through the cooperation of officials of any

local administration. In its work the staff avoids subjects of purely academic interest. It concentrates upon practical problems of immediate concern. Its studies point to the practical ways and means of applying accepted theory and practice to functions of the Municipality. The Commission has available the consulting services of specialists in private business, engineering, and finance who were members of group committees of the former volunteer group, which operated during the period 1923-1927.

Since the present Commission became active in 1930, there have been prepared approximately 180 reports, memoranda, bulletins, and special communications. These presentations have dealt with various subjects of municipal organization, administration, and operation, all of which have a direct bearing upon the present condition of the City of Baltimore and upon the maintenance of the favorable position that has been accorded Baltimore. The scope of the staff's studies and of the recommendations presented by the Commission is apparent from the following subjects of continuing study since its organization: Accounting, airport, assessment, budget, City Council, City finances, City planning, City property, cost of government, debt, highways, legislation, library, loans, minor privileges, municipal research, pensions, personnel, purchasing, public improvements, refuse collection and disposal, revenue, salaries, schools, smoke control, state budget, storekeeping, taxable basis, taxation, tax rolls, viaduct, welfare and charities, zoning, and monthly analysis of revenue and assessed valuations.

Agencies outside of Baltimore as well as local organizations and civic groups have come to depend on the Commission for the facts relating to the Municipality, upon which can be crystallized an informed public opinion. The cooperation of members of the Commission's staff has been sought and obtained by national associations and professional groups for the formulation of principles and standard procedures in public administration.

Although a number of the Commission's presentations have dealt with problems of detailed operations, its major attention, because of the necessity imposed by the general economic situation has hitherto been directed largely upon the financial problems of the City. In this field particularly has the Commission been ac-

corded credit for its contribution towards Baltimore's favorable financial status. Many betterments, although not of a spectacular nature, have resulted from suggestions made while the staff was working quietly on departmental problems with progressive and cooperative department heads or divisional chiefs. Illustrative of the relationship between the Commission's activities and the present financial position of the City of Baltimore may be cited two continuing staff studies. One of these had to do with putting the brakes on debt-making so as to forestall further increases in fixed charges to be provided for in the annual budgets; the other with producing a budget which could be truly balanced without a deficit at the close of operations of the budget year. The application of these two principles by the municipal government is the immediate cause of the City's present financial status.

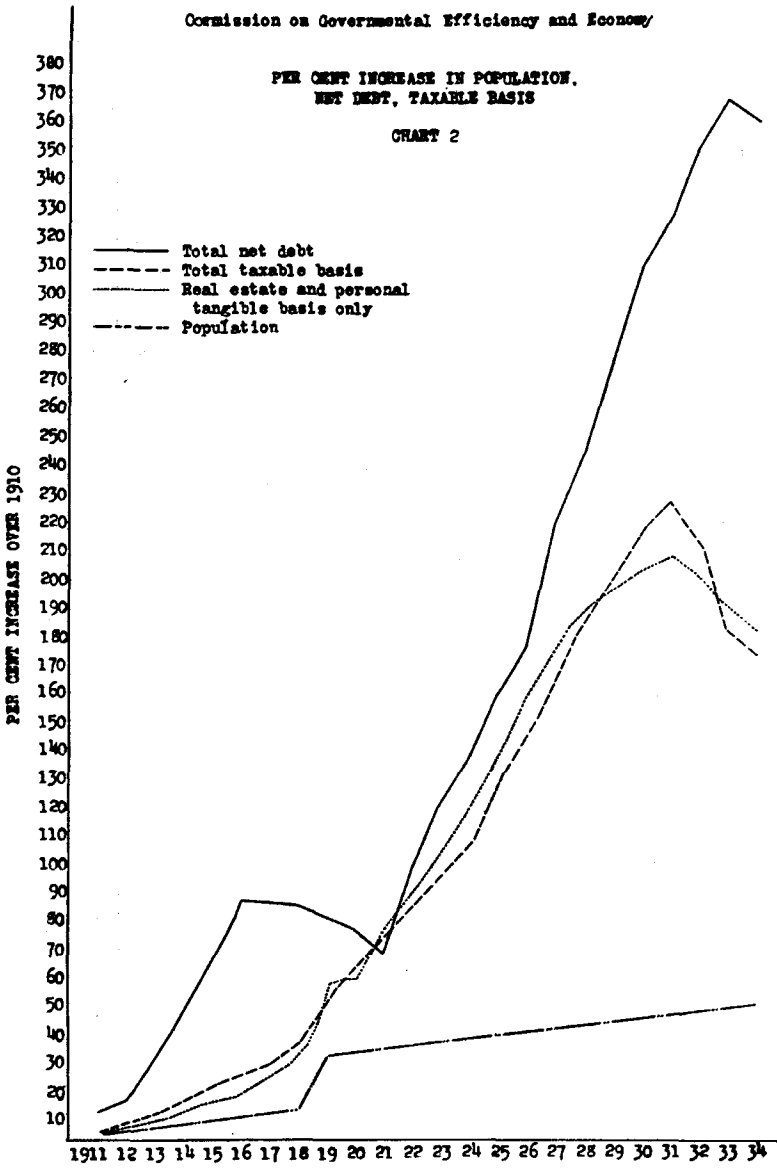
In January, 1931, at the time that the Board of Estimates adopted its program to increase the City debt \$69,000,000, the Commission presented a debt study, the effect of which was to curtail the proposed debt program to \$29,500,000. Again in 1932 when it was proposed to submit to the voters for approval \$22,000,000 of this curtailed legislative authorization, the Commission made public a new study by the staff with the effect that the proposal was abandoned by the City administration. To date, therefore, of the original attempt in January, 1931, to increase the City debt \$69,000,000, the creation of only \$7,500,000 of this debt has been ratified, and this is for water supply improvements and does not affect the borrowing credit of the City.

Moreover, on the basis of data prepared for Mayor Jackson's Citizen Advisory Committee on City Finances the administration adopted the policy under which the further issuance of City bonds for the period 1932-1934, the term of the present administration, would be measured by the amount of debt retired and a conservative appraisal of the resources of the City.

In the face of the substantial shrinkage in taxable basis, which now results in the City having temporarily exhausted its practical borrowing capacity for the prudent creation of more long-term debt, the financial plight of the City of Baltimore may well be imagined had the Commissions' recommendations for a respite

PER CENT INCREASE IN POPULATION,  
NET DEBT, TAXABLE BASIS

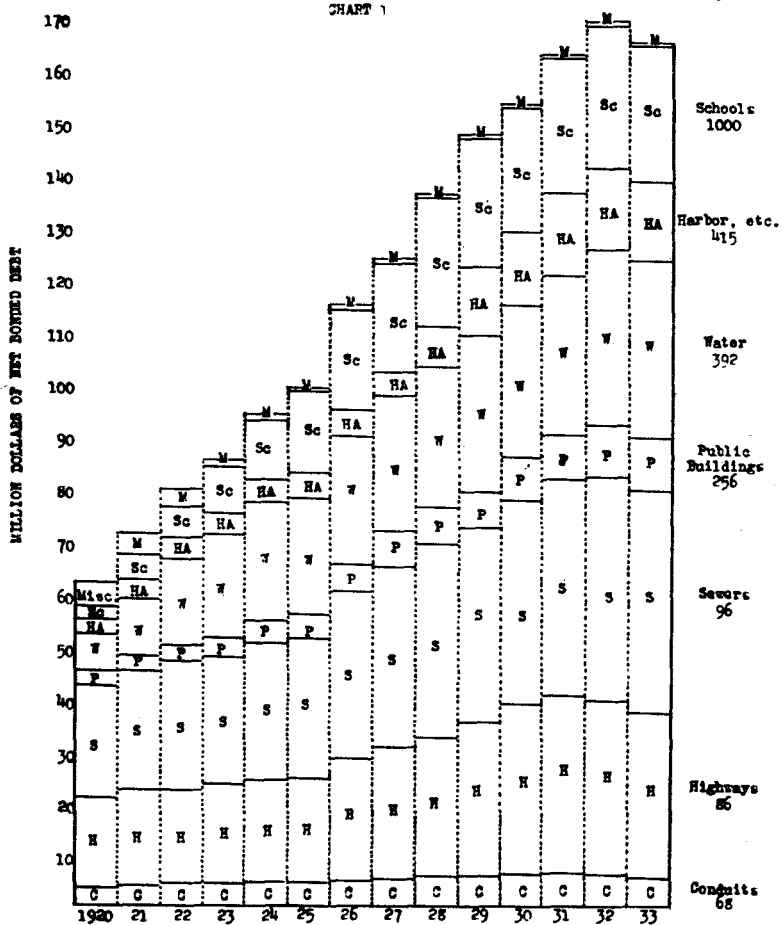
CHART 2



Commission on Governmental Efficiency and Economy

GROWTH IN NET DEBT 1920-1933  
Classified According to Purposes and  
Showing the Per Cent Increase since 1920

Per cent in-  
crease since  
1920



from debt-making not been given prompt application by the City Administration.

When public pressure for additional public improvements was continued, this entire subject of funded debt and public improvements was again reviewed and brought up to date in a comprehensive report issued in September, 1933. In this report was reiterated the Commission findings and recommendations concerning elements of fiscal policy with reference to the planning and financing of public improvements.

When a City budget was proposed for 1933, which originally called for a tax rate in excess of \$3.00, the Commission prepared an analyses of essential budget requirements and Baltimore's taxpaying capacity. The presentations and program instituted by the Commission to deal with that budget enabled intelligent and prompt action by the Taxpayers' War Council with the result that budget retrenchments were obtained, bringing the proposed tax rate down to \$2.65 for 1933. This was accomplished in spite of a shrinkage in taxable basis and an increase in unescapable charges. Yet that 1933 tax rate represented a 20 cent increase over the tax rate of the previous year, which might have been avoided had a study issued by the Commission early in 1932 been applied.

In the spring of 1932 the Commission's staff made a survey of municipal operations, employing the facilities and systems in the Bureau of Disbursements and the Bureau of Receipts, with certain refinements developed by the staff, for the purpose of prognosticating the effect upon the 1932 budget if the rate of expenditure established by the 1932 levy were continued without abatement. The report of this survey, dated March 24, 1932, showed that if the rate of expenditure fixed by the budget were to be maintained, the trend of City revenues would result in a deficit substantially in excess of \$2,000,000. There had not at that time developed a full understanding and appreciation of the use of the accounting systems in the City government for determining the course of budget preparations, so the City administration continued expenditures unabated with the result that the year 1932 ended with its heavy budget deficit.

While this was a costly experience for the taxpayers, its value

was reflected in the complete reversal of administrative policy in this regard in 1933. The City Charter not only limits the City administration to the amount allotted in any budget year to every single item of the budget, but imposes the duty of closely following the collection of revenues and abating pro rata all appropriations when it is indicated that revenues are inadequate to maintain the rate of expenditure fixed by the budget.

During 1933 the City administration of Baltimore obeyed this Charter mandate; this is doubtless the first year in the history of the City Charter that this mandate was complied with intelligently and zealously. The result was the balanced budget and the surplus equivalent to 9.5 cents on the tax rate reported by the City administration and made available for use in the succeeding budget year, 1934. It also prevented penalizing the taxpayers to make good a budget deficit, which was the experience in 1933, when there was imposed on the tax levy the equivalent of 22.5 cents in the full city rate to meet the \$2,374,500 budget shortage carried forward from 1932.

This is a very important advance in administrative methods of our City government. Public understanding of this situation may intelligently demand that future operations of the City government be strictly guided by these accounting controls so that budget deficits from any such cause do not again burden the taxpayers.

From the first, the Commission has been persistently urging the installation of adequate general accounting system, including cost analysis, as an essential to effective financial management. During 1933 the City has made commendable progress in this respect.

Since 1930, which was the year of the City's highest budget (\$44,452,272 affecting the tax rate) and which also was the year that the present Commission began its activities, the operating cost of the City government (exclusive of fixed charges such as debt service, pension funds, etc.) was reduced approximately \$5,000,000 to 1934. This reduction has not been reflected by an equivalent reduction in the tax rate, because of the severe shrinkage (\$366,000,000 since the peak of 1931) in the taxable basis and an increase



of \$2,500,000 in fixed charges. However, the tax rate for 1934 (\$2.45 per \$100 of assessed valuation) is the same as the tax rate for 1931, the year of the City's highest taxable basis; and the City has a budget for 1934 which includes reasonable provision for all the known requirements that must be met by the City.

Recently a committee of experts recruited from the fields of public service and governmental research by the Chamber of Commerce of the United States has set up a schedule of measures to eliminate waste and establish constructive economy in public administration. These recommended measures in practically every particular are accomplished facts in the operating practice of the City of Baltimore, as a result of the reorganization of the municipal government effected by the volunteer Commission, which functioned in the period 1923-1927.

The improvements then accomplished have been strengthened and extended by the continuing studies and presentations of the present Commission on Governmental Efficiency and Economy with the cooperation of public officials and an informed public.

By maintaining its impartial attitude as a fact-finding agency, the Commission has performed a broader service than it otherwise could offer. It has avoided becoming a militant body or representative only of the indignant taxpayers' point of view, and it does not attempt to mold public opinion to its own. Neither is the Commission representative of any particular interest, for the membership of its governing board is representative of many business and community viewpoints. The Commission is non-political; its concern is with the business side of government, the methods, results, and operating machinery of government. Its work is offered gratis. It does not and cannot accept any financial aid from the City or State; its very moderate budget is provided entirely by voluntary subscriptions from civic organizations and from civic-minded citizens and taxpayers; that budget is made to cover only salaries of the full time technical staff, rent of staff office, and miscellaneous expenses incidental to the staff's studies.

Taxpayers in all American cities in the past two years awakened to the fact that they had arrived practically at the point of exhaustion in their capacity to pay for the rising cost of their

municipal government. There have been two different methods by which the public demand has attempted to deal with this problem. One of those has been through taxpayers' strikes, with an absolute refusal to continue the payment of taxes. The other method, and certainly the much more sane and intelligent method, has been to require the municipal administration to apply retrenchments developed as practicable through scientific study of governmental operations. This is the method which is being followed in Baltimore.

James Madison once said that a popular government without public information or means of acquiring it is but a prologue to a farce, or tragedy. Without an independent fact-finding agency functioning as a full-time undertaking, there is small chance of dealing intelligently and effectively with the problems of government cost and taxation. Taxation cannot be reduced unless the cost of government is reduced, and there can be no progress in this direction unless the facts are in such shape as to be indisputable and readily understood by the public.

The great industries and corporations of this country have achieved their eminence largely through the maintenance of research departments to follow their expense dollars. The only expense dollar that they, or individual taxpayers, are unable to follow is the tax dollar, a major item in their cost of operation. It is the one expense dollar that their own management cannot shrink.

Fortunately Baltimore has had the advantages of a municipal administration sympathetic with the objections of municipal research, but improvements effected must be constantly followed up to prevent retrogression. It is such continuing service which the Commission on Governmental Efficiency and Economy through its full-time technical staff is performing for Baltimore.

The results which that work has stimulated and the benefits to which it has contributed speak for themselves in the advance that has been made by Baltimore in attaining its present position of prominence among less fortunate cities. That this is recognized is evidenced by the following editorial comments in the *Baltimore Sun* of November 4, 1933, under the caption "A Valuable Service."

"Baltimore has a unique and valuable association in this body, with its trained experts and its familiarity with our municipal affairs. Each year since its creation has added to its usefulness, and the lessening of its activities would be a serious loss to the community. It should continue to be supported as a fact-finding body, constantly on the watch-tower to analyze municipal methods, accounting and reports and to give them to the public in an easily understood form.

"No more serviceable documents have been issued in connection with municipal affairs than the reports of this Commission on city debt and on various municipal problems, and its recommendations for improvements in the machinery of operation. It has been responsible, with the Mayor's\* cooperation, for marked betterment in the administration of the city government and its work has been reflected in material benefit to the taxpayers. It should be kept on the job, properly financed, so that it may continue its services assured of permanency."

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\*Mayor Howard W. Jackson.



## GLOSSARY

- ABATEMENT**, reduction by permission.
- ABSTRACT**, a summary, a brief, a synopsis.
- ACTUARY**, **ACTUARIAL**, a clerk, or registrar; **actuarial**: of or pertaining to actuaries.
- AGGRANDIZEMENT**, increase in power, rank, honor or wealth.
- ALLEGIANCE**, personal obligation, duty to one's superior.
- AMELIORATION**, the result of betterment or improving.
- AMENDMENT**, any alteration made or proposed to be made in a bill or motion by adding, changing, substituting or omitting.
- AMORTIZE**, to liquidate, extinguish as of a debt, usually by a sinking fund.
- ANATHEMA**, a ban or curse pronounced with religious solemnity.
- ANNUITY**, an annual allowance of money over specified period of years, or for life.
- ARCHAIC**, antiquated.
- ARCHIVES**, public records or documents preserved as evidence of facts.
- ARTICULATE**, distinctly uttered, spoken so as to be intelligible.
- BACTERIOLOGY**, study of bacteria, or germs.
- BASCULE**, mechanical term, an apparatus which is balanced, one end against the other, either by use of weights, or naturally.
- BICAMERAL**, consisting of, or including two chambers, or legislative branches.
- BID BOND**, a bond accompanying a bid to indemnify the government if the bidder fails to accept a contract if awarded.
- BUDGET**, an annual financial statement, usually in advance, proposing financial restrictions for the ensuing fiscal year.
- BUREAU**, a department or office of government for the transaction of public business, or a subdivision of such a department or office.
- CASHIER'S CHECK**, a check drawn by a bank against cash deposited to cover it.
- CHIRURGICAL**, surgical.
- CERTIFIED CHECK**, a check certified (guaranteed) to be good by the bank upon which it is drawn, by the signature of (usually) the cashier or paying teller with the word "good" or its equivalent, across the face of the check.
- CHARTER**, an instrument in writing, from the sovereign power of a state or country, executed in due form, granting or guaranteeing rights, franchises or privileges.
- CITY REGISTER**, the keeper of the City Seal, the custodian of all funds of the Mayor and City Council—actually the City Treasurer.
- CLEARING-HOUSE**, an institution or establishment for carrying on the business of clearing, or exchanging of checks held by banks against each other.
- CHLORINE**, a poisonous gas.
- CODE**, any system of principles, rules or regulations relating to one subject, or a formal statement of them.
- COMMENTARY**, a brief account of transactions, serving for exposition or illustration.
- COMMUNAL**, of, or pertaining to a community.
- CONDUIT**, a channel or passage, for conveying water or fluid.
- CONSTITUTION**, the term constitution may be defined as the body of rules and maxims in accordance with which the powers of sovereignty are habitually exercised.

- CONSTITUENCY**, a body of constituents, as the body of citizens or voters in a representative district.
- CONTIGUOUS**, in actual contact, touching, adjoining.
- CONTINGENT FUND**, a sum of money deposited, or laid aside for use only in emergency or unusual circumstances.
- COMMONWEALTH**, the body of people constituting a state or politically organized community.
- COUNCILMANIC DISTRICT**, a division of the city for the election of members of the city council.
- CORPORATE LIMITS**, within the prescribed limits of a city, when used in reference to a city.
- CURRICULUM**, a specified fixed course of study.
- DELINQUENCIES, TAX**, overdue taxes.
- DEFICIT**, deficiency in amount or quality, a falling short, as in revenue or taxes.
- DEPOSITORY**, a place where anything is deposited, as for safe-keeping or for sale; as, a warehouse is a *depository* for goods; a clerk's office is a *depository* for records.
- DIAGNOSIS**, determination of the nature of a disease (medical).
- DISBURSE**, to make payment for; to spend money, especially from public funds.
- DISSEMINATION**, the spreading abroad of data, doctrines or information, etc.; as of ideas or beliefs.
- ECCLESIASTICAL**, of, or pertaining to the church.
- ELECTORATE**, the whole body of persons entitled to vote in an election.
- EMERITUS**, one who has retired from office and who is honored with a non-official position.
- EPIDEMIOLOGICAL**, pertaining to the science of epidemics.
- ERYSIPELAS**, a skin disease.
- ET AL**, and others.
- EX-OFFICIO**, by virtue of or because of an office.
- EXPEDIENCY**, practical efficiency.
- FEDERAL**, of, or pertaining to, or involving the principle of a state formed by the consolidation of several states, such as the United States.
- FISCAL YEAR**, the year by or for which accounts are reckoned, or the year between one annual time for settlement, or balancing of accounts, and another.
- FRANCHISE**, a constitutional or statutory right or privilege, especially a political one.
- GEODETIC**, pertaining to the measurement of the earth's surface.
- GENERAL ELECTION**, the final election between the major political parties.
- GENERAL ASSEMBLY**, the legislative body of the State composed of the House of Delegates (corresponding to the U. S. House of Representatives) and the State Senate (corresponding to the U. S. Senate).
- HABEAS CORPUS**, an order having for its object to bring a person before a court or judge.
- INCINERATOR**, a furnace or oven for burning substances; i.e., refuse.
- INCORPORATION**, the union of something with an existing body; association; intimate union.
- INCUMBENCY**, state or quality of being in possession of, or holding an office.
- INCUMBENT**, a person who is in present possession of a benefice or of any office.
- INFRACTION**, a breach, or violation.
- INFRINGE**, to violate.
- INIQUITY**, gross injustice.
- INNOCUOUS**, harmless.
- INTEGRAL**, complete, entire.
- INTRA-DEPARTMENTAL**, within the department.
- LEGISLATURE**, the General Assembly (to which refer).
- LETHARGY**, state of inaction or indifference.
- LEVY**, to impose or assess a tax on property and collect it under authority of law.
- LIAISON**, a confidential or intimate union or association.

- LIQUIDATE**, to ascertain the amount, or the several amounts, of the liabilities of (a corporation, an estate, etc.) and apportion the assets toward the discharge of the indebtedness.
- LOGGIA**, a roofed, open gallery.
- LOG-ROLLING**, a combining to assist another in consideration of assistance in return.
- MAINS**, principal ducts, pipes, or conduits.
- MANDAMUS**, an action or judicial proceeding of a civil nature maintained only when there is no other sufficient remedy to enforce clear legal rights.
- MANDATE**, an authoritative command; an order.
- MANDATORY**, pertaining to a command, hence obligatory.
- MARITIME**, pertaining to or having to do with naval or shipping affairs.
- MERIT SYSTEM**, a system of promotion based solely upon the merit of the aspirant for office, or the incumbent, as the case may be.
- METERS**, an instrument for measuring and usually for recording the quantity measured.
- MICROPARASITOLOGY**, that branch of biology or medical science which treats of bacteria.
- MINORITY**, the smaller in number of two portions into which a number or group or collection of objects is divided, as in the *minority*; opposed to *majority*.
- MODUS OPERANDI**, manner of operating or working.
- MUNICIPAL**, of, or pertaining to, or characteristic of a town, city or other corporate administrative unit.
- NEUROLOGY**, the science of the diseases of the nervous system.
- ORDINANCE**, an authoritative decree or direction; specifically, any public enactment, rule, or law promulgated by governmental authority.
- OPHTHALMIA NEONATORUM**, sore eyes in the new-born.
- PASTEURIZATION**, heating of milk for the destruction of disease-producing bacteria.
- PATHOLOGY**, the science or study of disease.
- PEDIATRICIAN**, medical specialist in the care of children.
- PENAL**, of, or pertaining to punishment or penalties.
- PER CAPITA**, share and share alike.
- PER DIEM**, by day; daily.
- PERSPECTIVE**, the impression of distance; depicted on a plane surface.
- PLATOON**, a subdivision of a military tactical unit.
- POSSE**, a number of persons summoned to assist a sheriff in the performance of his duty.
- POSSE COMITATIS**, a posse created by a sheriff to embrace all able-bodied male residents over 15 years of age, resident within the county to assist him in the performance of his duties.
- POUDRETTE**, dust, powder.
- PREVENTORIUM**, childrens' institution for the prevention of tuberculosis.
- PRIMARY**, election for the nomination of party candidates for public office.
- PRIMARY ELECTIONS**, elections held within the individual political parties to determine their candidate for the general or final elections.
- PROMULGATED**, to put into execution, to give out (law) by way of putting it into execution.
- PROponent**, one who makes a proposal, or lays down a proposition.
- PRO-RATA**, in proportion, according to share.
- PULMONARY TUBERCULOSIS**, tuberculosis of the lung.
- RAMP**, a sloping way, or incline.
- RECALCITRANT**, expressing repugnance or opposition.
- REMEDIAL**, capable of being corrected.
- RENDEZVOUS**, a place appointed for meeting.
- REPOSITORY**, a place, building or the like where articles may be put for safe-keeping.
- ROSTER**, a roll or list of members within an organization.
- RUDIMENTS**, the first principles of any study; preliminary knowledge.

**SCRIPT**, local substitute for money or currency.

**SILT**, mud or fine earth suspended in running or standing water.

**SLUDGE**, mud, mire; a muddy or slimy deposit from sewage.

**STADIA**, plural of stadium.

**SUPRA**, before, beyond, besides.

**THERAPY**, treatment.

**TERMINI**, borders, terminations.

**TOPOGRAPHICAL**, pertaining to topography, the detailed description of particular places, especially the art of representing on a map the physical features

of any locality or region with accuracy.

**TOXOID**, a bacterial product used in the prevention of diphtheria.

**UNICAMERAL**, a legislative assembly having, or consisting of a single chamber.

"**VENI, VIDICI, VICI**", I came, I saw, I conquered.

**VETO**, to refuse executive approval to a bill passed by legislative authority.

**VOUCHER**, a receipt or the like, showing payment of debt.



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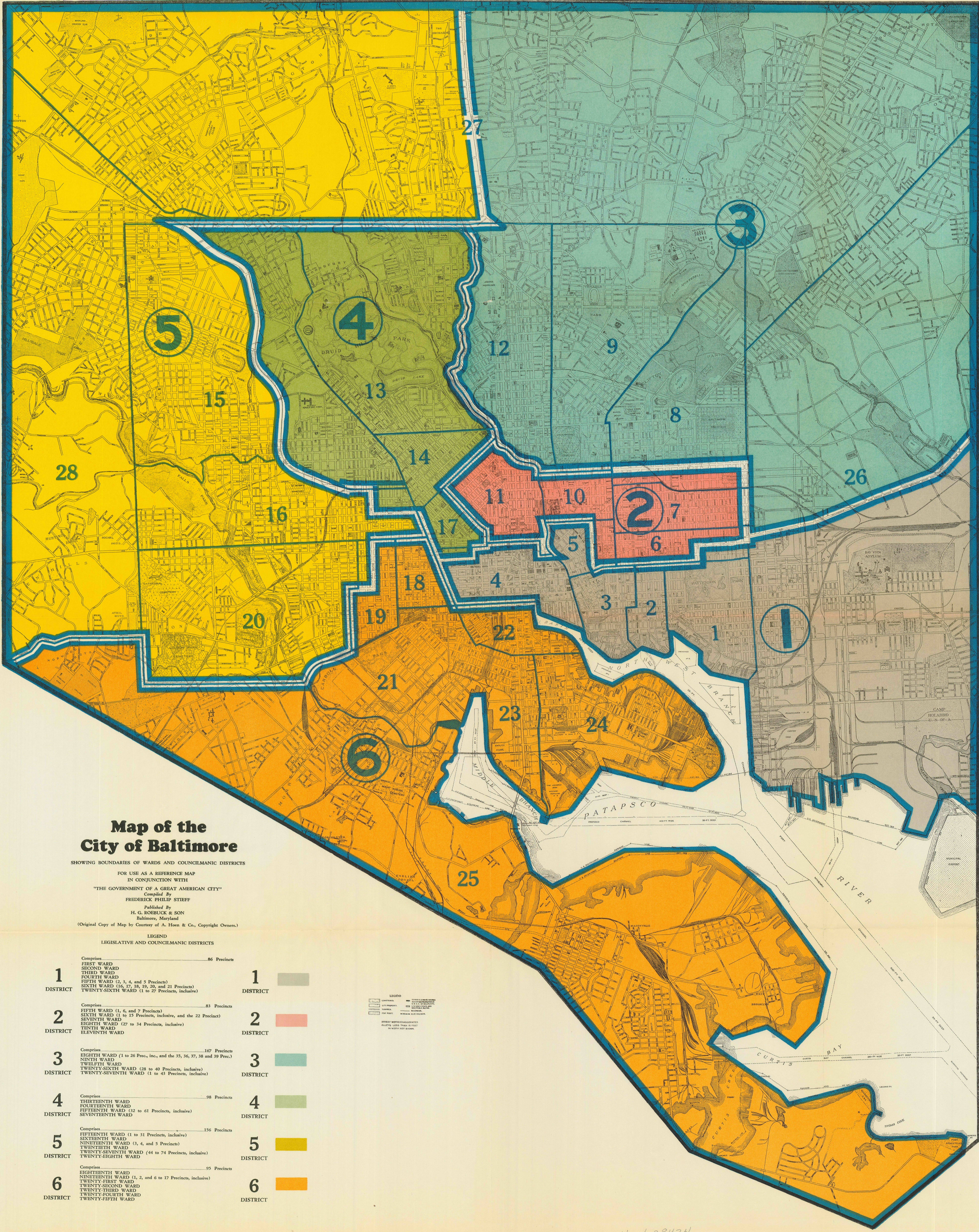
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on 10/09/2003.





# Map of the City of Baltimore

SHOWING BOUNDARIES OF WARDS AND COUNCILMANIC DISTRICTS

FOR USE AS A REFERENCE MAP  
IN CONJUNCTION WITH

"THE GOVERNMENT OF A GREAT AMERICAN CITY"

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FREDERICK PHILIP STIEFF

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## LEGEND

LEGISLATIVE AND COUNCILMANIC DISTRICTS

<p><b>1</b> DISTRICT</p> <p>Comprises _____ 86 Precincts</p> <p>FIRST WARD SECOND WARD THIRD WARD FOURTH WARD FIFTH WARD (2, 3, 4, and 5 Precincts) SIXTH WARD (16, 17, 18, 19, 20, and 21 Precincts) TWENTY-SIXTH WARD (1 to 27 Precincts, inclusive)</p>	<p><b>1</b> DISTRICT</p> <p>Comprises _____ 83 Precincts</p> <p>FIFTH WARD (1, 6, and 7 Precincts) SIXTH WARD (1 to 15 Precincts, inclusive, and the 22 Precinct) SEVENTH WARD EIGHTH WARD (27 to 34 Precincts, inclusive) TENTH WARD ELEVENTH WARD</p>	<p><b>3</b> DISTRICT</p> <p>Comprises _____ 167 Precincts</p> <p>EIGHTH WARD (1 to 26 Prec. inc., and the 35, 36, 37, 38 and 39 Prec.) NINTH WARD TWELFTH WARD TWENTY-SIXTH WARD (28 to 40 Precincts, inclusive) TWENTY-SEVENTH WARD (1 to 45 Precincts, inclusive)</p>	<p><b>4</b> DISTRICT</p> <p>Comprises _____ 98 Precincts</p> <p>THIRTEENTH WARD FOURTEENTH WARD FIFTEENTH WARD (52 to 61 Precincts, inclusive) SEVENTEENTH WARD</p>	<p><b>5</b> DISTRICT</p> <p>Comprises _____ 156 Precincts</p> <p>FIFTEENTH WARD (1 to 31 Precincts, inclusive) SIXTEENTH WARD NINETEENTH WARD (3, 4, and 5 Precincts) TWENTIETH WARD TWENTY-SEVENTH WARD (44 to 74 Precincts, inclusive) TWENTY-EIGHTH WARD</p>	<p><b>6</b> DISTRICT</p> <p>Comprises _____ 95 Precincts</p> <p>EIGHTEENTH WARD NINETEENTH WARD (1, 2, and 6 to 17 Precincts, inclusive) TWENTY-FIRST WARD TWENTY-SECOND WARD TWENTY-THIRD WARD TWENTY-FOURTH WARD TWENTY-FIFTH WARD</p>
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LEGEND

STREET WIDTHS INDICATED  
ALLEYS LESS THAN 10 FEET  
IN WIDTH NOT SHOWN