

Published by The Century Club of
Scranton, Scranton, Pa. (1913).

S.E.2a

Scranton in Quick Review

*The report of a Pathfinder
Survey of living conditions which
point the need of a more intensive
local survey—made for The Cen-
tury Club of Scranton*

By the
Department of Surveys and Exhibits
Russell Sage Foundation

Published by
The Century Club of Scranton
SCRANTON, PA.
1913.

LETTER OF TRANSMITTAL.

Department of Surveys and Exhibits,
Russell Sage Foundation,
New York City.

Mrs. Ronald P. Gleason, President,
The Century Club of Scranton,
Scranton, Pennsylvania.

My dear Mrs. Gleason:

Early last autumn Miss Gertrude Lovell, Chairman of the City Improvement Department of the Century Club of Scranton, called at our office for information on city surveys. The method and subjects of inquiry in several other surveys suggested a plan of procedure, and Miss Lovell returned to interest representative citizens. The proposed survey was discussed by this committee; and the committee was enlarged to include citizens who were not members of the Club. On January 20th a preliminary diagnosis or pathfinder survey—in other words, a brief examination of general social conditions and the outlining of the main lines of investigation to be followed—was urged by a member of our staff as the next step to be taken. This committee, we understand, made a report to the Century Club endorsing the proposed pathfinder survey and asking the Club to make the necessary arrangements to secure it. On February 1st your invitation, extended on behalf of the directors of the Century Club, was received.

MR. ZENAS L. POTTER and MR. FRANZ SCHNEIDER, JR., members of the staff of this Department, and I, spent the week of March 4th to 10th investigating conditions in Scranton and preparing our preliminary report. Matters of public health and sanitation were related to so many other problems that MR. SCHNEIDER spent the major part of his time studying the public health situation, while MR. POTTER investigated the schools, betterment agencies, recreation, general work conditions and delinquency.

In addition to gathering sufficient local facts to show the need of a further more intensive survey, it is believed that enough data was collected to warrant the few tentative recommendations included herein.

I take pleasure in submitting the report herewith.

Sincerely,

(Signed) Shelby M. Harrison,

March 10, 1913.

Director.

A PATHFINDER SURVEY OF SCRANTON, PENNSYLVANIA.

It would seem to be a necessary corollary to the theory of democracy that a majority at least of the citizens in a given community should know conditions that bear upon or show their own community needs. Some of these conditions and factors, however, are so complex, perhaps due in some measure to the great changes that have taken place in the last few decades, that special study—of a kind that the average citizen has neither the time nor facilities for—is rendered necessary. One of a number of interesting social inventions which have been fashioned in recent years to meet this need is the social survey. In order to indicate some of the conditions in Scranton calling for further scrutiny and analysis—for a social survey—a quick examination of the city was made along the following lines:

- I Community assets,
- II Education,
- III Public Health and Sanitation,
- IV Civic Improvement,
- V Betterment Agencies,
- VI Recreation,
- VII Taxation and Public Finance,
- VIII Work Conditions and Relations,
- IX Delinquency.

I COMMUNITY ASSETS.

It is the business of a social survey to discover the local social credits as well as to uncover social debits. Otherwise the picture of the city is one-sided. No lengthy visit was necessary to learn that Scranton's credit list includes a large number of community assets. First of all, it is a cosmopolitan city including representatives of many nationalities. In 1910 nearly 30 per cent of the city's population (over 35,000 out of the city's 130,000 people) were foreign born; and the per cent of those of foreign born parentage runs much higher. Too often this is considered a liability. It very often *is* that; but no one who is at all familiar with our immigrant peoples or who has read such a book, for instance, as Prof. E. G. Balch's "Our Slavic Fellow-citizens" will find difficulty in seeing new and valuable contributions that are being made to the future American type of citizen by these newcomers.

The activities of the Century Club demonstrate it to be a constructive force in the community, not only through the opportunity it gives for united, and hence co-operative, work by the women of the city, but also by the forceful backing it has given and is giving to definite measures for advance. Similarly, judging from its plan and scope of work, the new City Planning Commission promises, in our judgment, to be one of the soundest organizations for city progress that has yet taken roots here. Scranton has a

liberal sprinkling of attractive public buildings, churches and school houses. It is almost entirely a city of detached houses and it has done something at least in the direction of playgrounds and in stimulating work in home gardens. The city may also claim credit for setting to work in an attempt to solve its absorbing problems of surface cave-ins, due to mining operations below.

It is neither possible nor important to discuss all these assets at this time; but a few may be merely mentioned, such for instance as the various hospitals, the Y. M. C. A., the Y. W. C. A., the Boys' Industrial Association, the Working Girls' Club of St. Luke's Parish, the District Nurses' Association, various charity organizations and institutions both Protestant and Catholic, and so on. The list to be completed requires longer acquaintance with the city than was permitted us at this time.

It is important to get together in easy reference form information that would acquaint the people of the city with the special services that these institutions are equipped to render. In our short stay we found citizens, otherwise well informed, who were not aware either of the methods or purposes of some of the most important social organizations in the city.

The study here suggested would also include a setting-forth of the things that the city is proud of, whether in the way of past accomplishments, current work for the common welfare, or the attractiveness of the physical environment—in other words, the things which make Scranton a more desirable place in which to live.

II EDUCATION.

In the past the Scranton schools have been much criticized, both from within and without, and apparently were in the control of a political system which used them to its own purposes. Recently, under a reorganized system of control, they have taken a step forward; and the

plans of the present board, as they have come to us, embrace further measures for progress. Evidences of improvement have been noted along the following lines:

First, whereas formerly the teachers were often appointed and held their places through political favor, they are now securing their places by competitive examination.

Second, whereas the enforcement of attendance laws formerly was controlled largely by political pressure, the system is now largely free from it. Incidentally, from what evidence we have been able to gather, we believe the enforcement of the attendance laws might be further improved. Among other things greater co-operation should be secured of the parochial schools. Only 98 absentees were reported by those institutions last year, a figure which seems almost obviously inaccurate.

Third, a system of medical inspection in the schools has been inaugurated; and it has been rendered especially valuable through follow-up work of the school nurses by which they have endeavored to secure treatment for defective children.

Fourth, special attention is being paid to night schools. The registration is at present 1,300, with an average attendance of 900. In a city with so great a foreign population work of this character is important and should be extended as rapidly as the demand for it is evident. Moreover, the fact that classes aimed especially to fit foreigners for citizenship have been found to be useful and well attended in some other cities may have a suggestion for Scranton.

Fifth, in providing the Technical High School, gratifying emphasis is placed on the need for instruction in the practical arts. The scope of this, or other work tending to make children industrially intelligent, needs, however, to be extended into the grades; for most of the boys who become mechanics and go into the trades never reach the high school. One of the greatest services of industrial

training is in showing children and their parents the practical uses of education, and thereby inducing as long a stay in school as possible. It is desirable therefore to give to the mass of children who are to become workers some conception of education as applied to life, before they leave school. An excellent illustration of the use of technical training in keeping children in school is found in the Technical High School. When it was established in 1906 there were 1,289 children in the high schools of the city. Now there are 1,807, an increase of 518 pupils. All but 22 of these have come through increases in the attendance at the Technical High School. During this time the per cent of the total school enrollment formed by high school pupils has increased from 6.7 to 8.3, indicating that the effect of the establishment of this school has been decidedly to increase the number of children who have continued into high school from the grammar grades. This would seem to be a forceful argument for extending the work to the lower grades so as to interest the children who now leave school in large numbers to go to work.

This much for the credit side of the school situation. Turning the page, we find that in some respects Scranton schools are still behind the more advanced.

First, there are no special classes for defective or exceptional children. These children are now either out of school receiving no attention, or they are in the regular classes hampering the work of other children and the teachers. So long as they are at large they are a possible danger both to themselves and to the community. The children in school who are merely backward and in need of special attention which they do not get find themselves larger and older than their classmates. They grow restless and desire to leave school. These children instead of needing less attention and less of a chance to get an education than the average child, need more, if they are not to become incompetent and dependent on public charity. Thus, whether mentally defective or otherwise backward, they

need to be separated and placed under teachers who can give them special attention. There are fully as great reasons for special attention to the needs of exceptionally bright children also.

Second, there are no open-air schools for children suffering from or thought to be subject to tuberculosis. True, but one tuberculous child was found in the school medical inspection; but that is an argument for more thorough medical examination rather than against the need of open-air schools.

Third, Scranton has no truant school—not even classes for truants. The result is that out of 20 truants brought before the courts last year 18 had to be sent to reform schools. A truant is not necessarily a child with criminal tendencies; and it is unfortunate that he should have to be treated as if he were. Facilities for dealing with these cases seem to be needed.

Fourth, a great neglect in Scranton has been on the side of physical care and education of children. The common drinking cup is still to be found in many schools. Not a single school in the city is provided with a gymnasium. Some schools are over-crowded. One is on a half-time system. At another where operations beneath the surface prevent immediate relief in the way of new buildings, classes are being held in an annex that has been condemned by the State Board of Health. These are conditions known to the School Board, however, and plans for their elimination are already on foot. The plans of the Board will be furthered by strong backing from the community.

Fifth, unfortunately, when many of the schools were built no adequate play space was secured. At least three schools have no yard at all. The result is that in the short recess allowed, and before and after school, the children are forced to the streets. Where such conditions exist, play yards should be secured at the earliest possible time. It will not be economy to delay, for the cost will increase

yearly. Where there are yards, they have not in any case been equipped with play apparatus and in no case has play on them been under direction out of school hours or during the summer vacation. Fortunately the School Board recognizes the need here and plans to equip four of these school yards this year and employ playground directors. It is to be hoped that this is only a beginning toward general use of what yards there are.

All over the country school authorities and citizens are beginning to realize that they have made uneconomical use of their school properties in having them open only a few hours five days in the week. Schools are being opened up afternoons and evenings for clubs, study classes, mothers' organizations, lectures, public meetings and recreation purposes; and the school is taking the place it should as a common meeting ground for all the people. In many cities it has resulted in a new spirit of civic pride and new interest in community affairs on the part of many. Several million dollars are invested by the people of Scranton in school buildings and equipment. Why should this money return only 50 per cent on the investment because used only 50 per cent of the time, when it might return 100 per cent? Why should boys and girls be forced to find their meeting places on the street corners or at places where the influences may be even more unwholesome, when they might find them in the favorable environment of the school? Why should fraternal and labor organizations be forced to hire halls for their meetings when the schools stand dark and empty? Why should not mothers' clubs be encouraged by a free and agreeable meeting place? The Scranton authorities are awake to the matter, for plans have been conceived for placing libraries in four schools this year and opening the buildings for evening lectures. It is to be hoped that these innovations will receive such universal public support as to encourage a much more extensive program.

On the whole, the citizens of Scranton have reason to

take pride in the real progress which has been made in school matters. But along some lines there is still pressing demand for improvement. Were a social survey of Scranton undertaken, we believe a thorough investigation of some, or all, of the following subjects would be profitable:

1. School finance.
2. School administration.
3. The school plant.
4. Teaching efficiency.
5. Extent to which schools reach school population.
6. Adaptation of instruction to pupils' needs.
7. Provision for physical care of children.
8. Social uses of schools.
9. Relation between the public and the school.

III. PUBLIC HEALTH AND SANITATION.

The health of a city will be determined by three factors: first, the inherent strength or hardiness of its people; second, the efforts of the individuals, by prudent conduct, to keep in good physical condition; and third, the sanitary condition of the environment in which its residents live. With the first of these factors—the inherent hardiness of the people—the municipality can have little to do, certainly little of an immediate nature. The science of eugenics, to be sure, is attempting to work out principles to prevent breeding of the unfit, and in other ways to improve the human stock; but this science is in its infancy and results at best will be deferred. The second factor—personal hygiene—offers a somewhat better field for community effort, giving opportunities for education in the care of the body and of the mind. It depends to such a degree on the individual himself, however, that it is obviously a field in which it will be extremely difficult for the city to exercise any organized control.

The third factor—the sanitary condition of the environment—does, however, offer large and well defined opportunities for organized municipal effort, and it is with this branch of hygiene that we have to do in a health survey. The accumulations of knowledge in this field have been so large and rapid in the last few decades that the terms sanitation, public hygiene and public health science have come into common use. It should be noted in passing that sanitation is concerned with not only the inanimate portion of our environment but with the animate part as well. Sanitarians are realizing more and more that in preventing the spread of disease attention must be centered on the afflicted individuals.

In making the survey of a city's public health it is convenient to keep two main objects in view. The first is an investigation of those big general sanitary problems which are common to all community life—such problems as the procurement of safe water and milk, the prevention of overcrowding in poor sections, the conservation of infant life, and the restriction of the ravages of tuberculosis. The second part of such a survey is concerned with an examination of the city's organized health work. The object here is to determine whether the work of the Bureau of Health is adequate in scope and efficient in practice.

In this report an endeavor will be made to give a brief estimate of the status of Scranton in these two respects, and to point out those problems which call for the detailed study afforded by a more thorough-going survey.

I. General Problems.

a. Water Supply and Sewage Disposal.

Following the typhoid fever epidemics of 1906 and 1907, the Scranton Gas and Water Company made vigorous efforts to improve the quality of its water. Disinfection apparatus was installed on the Elmhurst supply;

water-sheds were improved; and the water was placed under the supervision of Mr. G. R. Taylor, a competent chemist and sanitarian. It would appear that the supply is being continually improved as opportunity offers, and that the sanitary policy and management of the company is of a progressive and commendable order. The Providence supply is now filtered; and bacteriological and chemical analysis by both the city and company laboratories indicate that the entire city is receiving a safe water.

The sewerage situation seems to present no fundamentally serious problems beyond the possible need for a well worked out sewerage plan for the city and adjacent suburbs. As the city grows, its topography will doubtless allow the increasing demands for sewerage to be met by the construction of new systems; and it would appear that the old ones will not be burdened beyond relief. The inadequacy of the sewers in the Court House and Pine Brook districts is now being remedied by the construction of relief sewers. At present probably 50 per cent of the population is connected with sewers, perhaps 75 per cent of the people in the built-up districts, and improvements under way will add another 5 per cent to the latter figure. Too many objectionable privy vaults still exist, however, and while the Bureau of Health deserves credit for its effective work in doing away with many of these and in compelling connections with the sewers, this policy needs to be continued and prosecuted vigorously. The sewage of the city enters the Lackawanna river at some 39 points and is apparently rendered inobjectionable by the strong acid mine waters.

b. Milk Supply.

The data on file at the Bureau of Health is hardly sufficient to allow the formulation of a fair estimate of the sanitary quality of the city's milk supply. Some useful work has been done in the instruction of farmers and

handlers in the principles of clean milk production, but in our judgment the work has been too restricted in scope to allow of any safe generalization.

Such results as are available indicate that most of the milk is of fair sanitary quality; but in the opinion of at least one well-informed citizen the general condition of the supply is bad. An examination of the figures recording the temperatures of milk in July, 1912, shows that out of 21 tests made of milk being delivered in wagons, not one met the legal standard of 50° F; in nine cases the temperature recorded was 55° F, while in the other 12 the milk was at 65° F or higher. In the face of these facts and of the very real hygienic importance of clean milk, it would appear to be but the part of wisdom to institute a thorough-going examination of the entire supply.

c. Refuse Disposal and Street Cleaning.

The brief nature of this investigation has precluded the formation of any judgment as to the value of the city's system of refuse disposal. A more extended survey could go thoroughly into the sanitary and business efficiency of this service, as well as into the efficiency of the allied matter of street cleaning.

d. Infant Mortality.

Clearly one of the most pressing hygienic problems of the day is the prevention of infant mortality. Taking the country as a whole, nearly one-fifth of all deaths that occur are among infants in their first year of life. Tuberculosis, the great white plague, claims only one-half as many victims as the diseases which attack these infants. The heaviest mortality occurs, furthermore, in the first month of life. While this problem is bound up with those of housing, milk supply and excessive summer temperature, sanitarians are coming more and more to recognize that the mortality figures mean, to a large degree, lack of

proper care and feeding, and they are agreed that here is one of the most promising fields for preventive medicine. It is regrettable, therefore, that we find in Scranton no organized agency carrying on a campaign against this evil; and this in face of the fact that in 1911 alone 466 Scranton infants died in their first year of life. There is hardly room for doubt that a good proportion of these lives might have been saved by properly directed effort. Prenatal care should be introduced; prompt birth reporting should be required; midwives should be examined, registered and supervised; and nurses should be sent to instruct mothers in infant feeding, and to improve the sanitary condition of the home.

A disposition is discernable in some quarters of the city to refuse nursing aid at births attended by midwives. It should be remembered in this connection that the mid-wife is believed by many social and public health leaders to be with us to stay, and that a good mid-wife has a place in our present social structure. Incompetent ones should, of course, be eliminated and the others should be held strictly to a high standard; but it seems unwise to try to eliminate them by refusing to aid the patient. The important thing is to conserve the lives involved. In passing, it may be mentioned that Scranton infants under two years of age suffer unduly from diarrhoea and enteritis—diseases especially associated with improper care and feeding; and that the death rate from puerperal causes also seems higher than should be expected, another indication of the need for a division of infant hygiene.

e. Medical Inspection of Schools.

Turning now to another of the more important health problems, we find Scranton much more happily situated. A beginning has been made on medical inspection of schools, and already encouraging results are reported. The present plan provides for an inspection of all school chil-

dren, the work being done by 20 medical inspectors under the supervision of a chief inspector, who is Dr. W. E. Keller, Superintendent of Health. Nurses are hired from the District Nursing Association to follow up cases in the home and to see that the doctor's directions are carried out. This most useful line of activity, initiated by the Board of School Directors and vigorously directed by Dr. Keller, should be encouraged and extended.

f. Housing.

The large question of housing can be but touched on in a rapid survey of this kind. The most cursory investigation, however, discloses a very large number of alley dwellings, dark rooms, overcrowded houses, and insanitary yards and premises. Some of the worst offenders in these respects are buildings owned and rented by the city. There is ample need of a comprehensive investigation of this problem.

g. Hospital facilities.

The city seems to be well equipped with general hospital facilities. The most striking deficiency is the lack of a contagious disease hospital, or of contagious wards in the general hospitals. As a result all cases of contagious diseases must be isolated in the home—a procedure which, especially in poor and crowded districts, often results in hardship to the family and danger to the patient and the public. Moreover, as in many communities, the hospitals have been established to meet what seemed the most pressing needs of the time, but with little reference to possible overlapping or gaps in the service. It is, therefore, important to go over the whole field and ascertain the need for both general and special hospital service, such for instance as hospitals for maternity cases, for children, for ear and eye troubles, and for others.

A rapid inquiry into the activities of the District Nurses' Association indicates that it is doing a valuable work, one deserving liberal support and encouragement. Excellent opportunities are offered here for co-operation with the Bureau of Health.

h. Tuberculosis.

Although the mortality figures for Scranton indicate rather less than the average amount of tuberculosis, Dr. Reifsnyder, Director of the local Dispensary for Tuberculosis of the State Board of Health, believes the disease is much more prevalent than the figures indicate; and that the city represents in this respect an average bad condition. The State dispensary has two nurses who visit cases in the home, and is adequately financed; Dr. Reifsnyder states that his difficulty is to get people to come for treatment. Here again are splendid opportunities for co-operation between social workers, visiting nurses, the local Bureau of Health, and the Tuberculosis Dispensary; and as this is one of the more fruitful branches of sanitary endeavor, the importance of careful study of the situation should need only to be indicated.

i. Accidents.

Before leaving the big general problems, accidents should claim at least a moment's notice. In 1910, according to the Mortality Statistics of the Census Office, there occurred in Scranton from violent causes, other than suicide, 218 deaths. While not as bad a record as those of some other Pennsylvania cities, this gives Scranton a death rate from this cause of 167.1 per 100,000 population, a figure considerably higher than Pittsburgh's (134.3) and nearly double that in the country at large (90.3). A large proportion of these deaths are due of course to mine accidents, and some are doubtless unavoidable; the problem, moreover, is being worked on by the Federal authori-

ties. A rather surprising number of the deaths are due, however, to railroad and other avoidable accidents. Burns (conflagrations excepted) alone were responsible in 1911 for 23 deaths, Scranton's death rate from burns being over twice that of the country at large. A brief scanning of a number of death certificates selected at random indicated that these deaths from burns are largely among young children, and result from playing with matches and from scalding. It might be very well worth while to study this matter thoroughly. It is also suggestive that in going no further than the first two months of 1912 it appeared that two persons were killed at grade crossings.

2. The Work of the Bureau of Health.

a. Appropriation.

Turning now to the question of the efficiency of Scranton's Bureau of Health work, due notice must be given to the absurdly small amount of money appropriated. The city appropriates for the Bureau's work, roughly 1 per cent of its total expenditures—about \$12,500 a year. For each man, woman and child in Scranton this means nine cents a year for health. If we are liberal in our calculation and include the money spent by the Board of School Directors for medical inspection, the total sum will be around \$20,000, and the per capita figure about 15 cents. When these figures are compared with the average of about 35 cents for American cities and the New York City Department's expenditure of 60 cents, we see that Scranton is here indeed a laggard.

The result of this small expenditure is exactly what might be expected. The Bureau of Health is undermanned and overworked; and there are certain most important fields of activity, such as infant hygiene, which it has not entered at all. As the different branches of the Bureau's work are discussed, it will appear just how much

it is hampered by such a short-sighted policy. To enable the Bureau to perform its full service to the community, and to bring it abreast the progressive cities of the country, will probably require the doubling or trebling of its present appropriation.

In passing it may be remarked that the Bureau's form of organization as a part of the Department of Public Safety represents a system in which grave defects are inherent. As a general proposition, the Superintendent of Health should occupy an independent position, as he is the specialist in public health work, and his administration should not be endangered by the possibility of interference or veto by a Director of Public Safety who is neither a physician nor sanitarian. The present form of organization was tried and rejected in Pittsburgh.

b. Vital Statistics.

The work of the Bureau of Vital Statistics should be commended in that there has been a disposition to bind and keep records carefully and to tabulate past records where possible. Birth reporting, which is very important in studying infant mortality, has been very poor; and the Bureau should co-operate with the State Board of Health in its efforts to improve the situation.

c. Communicable Diseases.

The first requisite for proper control of communicable diseases and the prevention of death from these causes is prompt and complete reporting to the Bureau of Health by doctors of all cases visited. It is unfortunate, therefore, that in Scranton reporting seems to be poor. Typhoid fever, scarlet fever, and diphtheria are now fairly well reported, but measles, mumps, whooping cough, chicken pox (important because of its confusion in some cases with smallpox), and tuberculosis are very poorly reported indeed. For example, no cases of whooping cough, a disease

practically as dangerous as scarlet fever and measles, were reported at all in 1911, although five deaths from it were reported during the same year. Adequate reporting of communicable diseases is of vital importance and calls for active and close co-operation between the doctors and the Bureau of Health—which does not now exist.

Isolation of the patient in Scranton must be always in the home, because of the lack of contagious disease hospital facilities. This is another serious handicap to the public health work. The house is placarded by a sanitary officer, after which the supervision of quarantine is turned over to the fumigating officer. The latter must see that quarantine is maintained and must terminate the case and disinfect; as he must handle the situation alone, it is not surprising to hear reports of lax quarantine. If the published figures for 1911 are to be trusted, there apparently is justification for these reports. In that year 547 cases were placarded and 231 visits made to houses quarantined, an average of about one visit to every two cases. To maintain effective quarantine, especially among foreigners, frequent re-inspections are necessary; but instead of that, there is not sufficient provision for the first inspection. It is perfectly clear of course that men and money are necessary to maintain efficient quarantine; and that the Bureau of Health, no matter how faithful its employees, can not provide adequate service if the city will not pay the price.

d. Food and Milk Inspection.

The duties of food and milk inspection are delegated in Scranton to one man. The task is relatively enormous. The inspector in question deserves all credit for the amount of work he has accomplished, but a mere recital of his duties shows plainly the impossibility of their complete performance. To this one man falls the oversight of all meat, fish, vegetables, fruit, ice cream, milk and other

foods consumed in the city; the inspection of all freight houses, cold storage houses, slaughter houses, restaurants, markets, dining rooms, and the like; the condemnation and seizure of all illegal foods and the handling of the resulting prosecutions; and the inspection of all milk brought into the city and of its places of sale. In addition, there are some 1,600 head of cattle, hogs and poultry slaughtered weekly in the city which receive neither State nor Federal inspection, for the examination of which the city inspector is therefor responsible. At a conservative estimate, this man is confronted with work sufficient to occupy five inspectors.

In view of this state of affairs it is not surprising to find that the work of milk inspection is not well adjusted. In 1912 for example, out of 105 samples bacteriologically examined, only one was taken during the hot months—June, July and August—when milk is most likely to spoil; as against 104 taken during the comparatively cooler nine months. The report for 1911 also shows an unfortunate preponderance of chemical samples, 522, to determine richness, as against 63 bacteriological examinations to determine sanitary quality.

The inspector of dairies and water-sheds is not so badly overworked as the food inspector, but his labors could be made more valuable by the use of a standard dairy score card.

e. Plumbing Inspection.

Judging by the number of master plumbers in the city, by the building operations, and by the report of the plumbing inspector, it appears that the inspection as carried on is not thorough, and that a very considerable part of the work installed escapes any inspection whatever. There is probably enough work in the city to require another inspector; but the present effort is not, in our opinion, as vigorous as might reasonably be expected. Reor-

ganization of this service is indicated, in which event it will be well to consider the advisability of aligning the work with that of the building department.

f. Sanitary Inspection.

Sanitary inspection is delegated to two sanitary officers. Their efforts are augmented in the spring by three or four others who aid in a general spring and summer clean-up. The latter is a commendable plan; but considering the housing problems at hand and the existence of so many objectionable privy vaults, it is fair to say that there is opportunity for permanent employment of several more inspectors.

g. The Laboratory.

The bacteriological and chemical laboratory is under the direction of Dr. J. M. Wainwright, a competent man. The value of the work would be much increased by the installation of a reliable room temperature incubator.

Summary Regarding the Bureau of Health.

To summarize, the Bureau of Health may be commended for:

(1) Preserving and binding old death records and adopting the international classification of the causes of death; (2) extending sewer connections; (3) its share in the medical inspection of schools; (4) maintaining a laboratory; (5) printing an annual report; (6) annual spring clean-up; (7) efforts at food and milk inspection; (8) doing the best it can with an entirely inadequate appropriation.

On the other hand the work of the Bureau may be criticized for:

(1) Its form of organization; (2) undermanning; (3) lack of educational and publicity features; (4) lack

of printed codes for distribution; (5) poor reporting of contagious diseases; (6) weak isolation of contagious diseases; (7) lack of contagious disease hospital; (8) lack of work against infant mortality, including poor birth reporting; (9) inadequate milk and food inspection; (10) ineffective plumbing inspection; (11) inadequate sanitary inspection; (12) lack of housing inspection.

It should be borne in mind that the fundamental causes of many of these criticisms is the Bureau's lack of proper financial support.

3. Conclusions.

Scranton is fortunate in having an active, hardy, and young population—such as is generally productive of a relatively low death rate. Its existing average rate, therefore, may be due largely to its population assets, and so offer no testimonial of satisfactory sanitary conditions. Uncorrected death rates are extremely misleading and of little comparative value. On the other hand, it seems fairly evident that the city suffers unduly from certain causes of death, such as accidents and infant diarrhoea; that there are many manifestly insanitary conditions,—as typified by the numerous objectionable privy vaults and by the housing situation; that the Bureau of Health is handicapped by an entirely inadequate appropriation, and that its value to the community can be greatly increased. The logical improvements in these matters—such as could be carefully planned as a result of a more comprehensive survey, should have a very real effect upon the health and comfort of the citizens. The opportunity to add to Scranton's material prosperity by surrounding her robust people with a thorough sanitary environment now exists, and we can only hope that it will not be neglected.

A list of subjects for a full investigation follows:

(a) Survey of city for insanitary conditions—in-

cluding studies of housing, privy vaults, wells, etc.

(b) Investigation of the causes of death.

(c) A plan for the reorganization of the Bureau of Health.

(d) Outlining, in some detail, of new work for the Bureau of Health.

(e) Investigation of milk supply.

(f) Investigation of efficiency of refuse disposal and street cleaning.

(g) Study of hospital situation and visiting nursing.

(h) Investigation of questions of industrial hygiene.

(i) Plan of campaign for infant hygiene.

(j) Tuberculosis.

IV. CIVIC IMPROVEMENT.

We have defined this term to mean more specifically such improvement as will affect the physical arrangement and appearance of the city. Cities yield to direction in their growth in many ways, just as individuals, institutions or business concerns do. It is therefore important for the city to have a plan of development. It is gratifying to note that Mr. John Nolan has already been brought to the city to work out plans of this kind. Our point is not that this work should in any way be duplicated but that it be carried ahead to a point of fruition and that further facts, if necessary, be gathered to show the importance of adopting some plan of city growth. Such a plan does not necessarily involve a large expenditure in any one year; it is merely the adoption of a program which will provide for a systematic and unified city development in future years. New additions to the city and new streets will be opened up; shall they have a haphazard relation to the whole or shall they fit into a settled plan? Manufacturing, retail and residential sections need to be kept in mind as the city spreads; and future recreation needs may not with impunity be neglected.

Scranton already has a serious grade crossing problem on its hands. It is also cut up into sections by the several streams that run through the main sections of the city. These streams are not only inadequately bridged but nothing of importance has yet been done to improve their river fronts or to deter corporations or individuals from encroaching on the river beds and thereby, among other things, increasing the danger from floods. Similarly, the bill-board nuisance, the lack of paving in much of the city and the problems of alley dwellings, already referred to, will need to be tackled sooner or later. How far these needs have been covered in Mr. Nolan's report was impossible to determine, since his report has not been published and a manuscript copy was not available. The least that could be done would be to make the most of that investigation and plan of improvement. In so far as it does not cover matters mentioned here, the study should be extended.

To summarize, this inquiry would give latitude for the study of some or all of the following:

- (a) Grade crossings.
- (b) Civic centers.
- (c) Park, playground and boulevard planning.
- (d) Expansion of various districts—manufacturing, retail, residential, etc., and the accommodation of street traffic.
- (e) Street obstructions, bill-boards, etc.
- (f) River fronts, bridges, etc.
- (g) Culm banks and refuse dumps.
- (h) New additions to the city.

V BETTERMENT AGENCIES.

Conditions in the charitable field of Scranton are chaotic. A large number of churches and charitable agencies give relief, but much of it is given without any co-operation whatever. Many investigate their own cases

more or less adequately and many keep records, but there is no general reporting to any central bureau or confidential exchange nor plan of united effort. The Associated Charities maintains a registration bureau, but many relief agencies neither report to it nor consult it. An illustrative instance is the fact that considerable sums of money, granted to families by the Public Poor Board, are not recorded at the Associated Charities. Some of the most successful Associated Charities do investigating for all relief agencies and maintain a central confidential exchange where all cases are reported and recorded. In Scranton an Associated Charities exists almost in name only; and thus there is much opportunity for unorganized and duplicated efforts.

It is not our purpose to attempt to fix responsibility for this condition. Probably it does not rest upon any one agency. The head of one relief organization who criticized the Associated Charities because it "didn't associate" stated to one of the investigators that his organization did not consult the Associated Charities registration bureau or report cases because they themselves had "an intelligent visitor" and did "their own investigating." Yet the Associated Charities, in its last published report, (unfortunately five years old) invited co-operation and consultation of its records "from all churches and societies of any kind which give relief." But wherever the fault lies, it is clear that the relief work in the city needs a thorough overhauling. The present system must necessarily lead to duplication of effort, waste of funds on unworthy cases and, what is more important, the failure of real constructive and co-operative work toward family rehabilitation. What Scranton needs is a big broad gauged movement for a real Associated Charities representing no single interest or set of interests but serving all people and institutions as a clearing house for much of the social work of the city. Institutions are of less importance than self-supporting people and, if necessary, institutions or

conflicting interests may need to be sacrificed, so that all betterment agencies may do coordinated and effective work for the common welfare.

Several Scranton churches conduct missions in different parts of the city, but there is no social settlement. A boys' club is doing a very interesting work and one of the churches has clubs for working girls. The opportunities for other work that would be distinctly helpful to the foreign population of the city would be worth careful study.

Many relief agencies exist in Scranton, but few, if any, save only the Playgrounds Association, devote their efforts chiefly to stopping poverty, crime and misery at their beginning places. There is no Consumers' League or other organization of similar intent, working against such poverty, disease and crime as have their source in unsanitary shops, long hours of work, uncompensated industrial accidents, child labor and so on.

A study of the needs for agencies working for general betterment and embodying the spirit of the modern preventive philanthropy would embrace some or all of these:

- (a) Charitable institutions of the city.
- (b) Public charity work.
- (c) Opportunities for co-operation between agencies.
- (d) Local bearings of the pension questions.
- (e) Need of work for immigrants.
- (f) Opportunities for relating social work to the churches and the churches to it.

VI RECREATION—USE OF LEISURE TIME.

In the field of recreation one organization is actively at work in the city—the Playground Association. Last year seven play places were secured by this organization and trained play directors were placed in charge. Unfortunately, however, the Association's funds have been exhausted and an appropriation by the City Council to

continue work this year was vetoed by the mayor, for legal reasons. It is to be hoped that the citizens of the city will meet the need temporarily and that as soon as possible the city will take over the play-grounds as a public enterprise. Some play-grounds in use last summer, while the best obtainable by the Association, were inadequate. A city of Scranton's size and population-distribution, it would seem, should operate at least seven well equipped play-grounds of good size. A study of the location of children in the city, which would not only indicate the need for such play-grounds but which would point out the places where they are most needed, would doubtless assist in enlisting public interest in this matter.

A second part of the recreation study would relate to commercial recreations, the laws regulating them and their general character. Visits to several moving picture shows of the city showed them to be of high class; and save in one instance, where the emergency exits were nailed shut, the public safety seemed well guarded. We are informed, however, that some of the dance halls, contrary to the legal provisions, are in direct connection with saloons.

A fundamental part of an adequate recreational program for any city is the social use of the schools, a matter which has been discussed in the section on schools.

This investigation would give opportunity for scrutiny of some or all of the following:

- (a) Laws regulating commercial amusements.
- (b) Parks.
- (c) Playground needs.
- (d) Recreation uses of schools.
- (e) Theatres.
- (f) Motion picture shows.
- (g) Dance halls.
- (h) Amusement parks.
- (i) Opportunities for adult recreation.

VII TAXATION AND PUBLIC FINANCE.

The tendency in the last decade or two has been for the government, whether local, state or federal, to take a large part in supplying service to the citizens. This is well illustrated in the growing range of service of the various boards of health. The increase in these functions has meant great increase in the size of public funds; and in turn that has meant, in many cases, an increased interest by the average citizen in governmental matters. The tax paying public wishes to know how nearly 100 cents in service it is getting for every dollar it pays in taxes. With the increasing emphasis on this demand for information and with improved facilities for reaching the ear of every citizen, full publicity of government finances is not difficult and does not seem far off.

But these are arguments for greater publicity on the outgo side of public finances; and although general, they have specific application to Scranton since local public reports are very inadequate. On the other hand the arguments for greater knowledge of the income side are fully as urgent. With four separate taxing boards working in the city, with duplication in assessing, notifying, collecting and handling taxes, the importance of a thorough-going study of the tax situation can not be minimized. One public official who is close to the local tax situation estimated conservatively that a re-organization and unification of the tax system would save the city at least \$25,000 annually—an amount that would be of tremendous value if spent in play-grounds, for instance, or for any of a number of other needed social forces in the community.

This investigation would include:

- (a) An examination of accounting methods.
- (b) Budget making.
- (c) Taxation.
- (d) City debt.
- (e) Purchasing methods

- (f) Sources of revenue
- (g) Publishing of reports.

VIII INDUSTRIAL CONDITIONS.

Scranton is essentially an industrial city. By far the majority of its people are wage earners in mills or mines, or members of wage earners' families. It would seem therefore, that probably no factors have more to do with shaping the life of the people than industrial conditions—hours of work, condition of labor, industrial accidents and wages. And yet it is most difficult to find any individual who has definite knowledge of general industrial conditions in the city.

So far as we were able to get data, they showed a popular belief that the wages of girls in both factories and stores are very low. Many girls get \$3.50 per week or less, we are told; and those in a position to know informed us that this condition is one of the contributory causes of immorality. But quite aside from that question, the figure is too low to insure healthful living conditions and some of the mere necessities of life. Certainly even higher wages have been proved to be inadequate to meet even a low cost of living in many cities. Moreover, a study of the wages, of men, women, and children would undoubtedly throw much light, not only on the causes of vice and poverty, but upon the uses (or the non-uses) made of local facilities for intellectual and ethical growth.

The mining industry, which is estimated to employ upwards of 12,000 men in the city of Scranton alone, is rated as one of the most dangerous of occupations. Hundreds of men are maimed or killed in this district every year. Many families whose breadwinners have lost their lives are being supported by the Poor Board at public expense. The injustice of a system which makes a limited part of the public and the injured individuals pay the cost of accidents which are seemingly a necessary part in a

process of production is being recognized the country over in the movement for workmen's compensation laws. A study of accidents and their cost to the companies, to the injured and to the public, should yield data of value to those outside as well as inside the city.

The study of industrial conditions in Scranton should include as many as possible of the following:

- (a) Hours of labor, men, women and children.
- (b) Wages.
- (c) Industrial accidents.
- (d) Safeguards against occupational disease.
- (e) Unions and their recognition.
- (f) Employment agencies.
- (g) Welfare work.
- (h) Relation between wages and the cost of living.

IX DELINQUENCY.

The method of handling juvenile delinquents in the courts of Scranton is open to unfavorable criticism on several grounds—First, court is openly held in the regular court rooms. Second, boys and girls are often tried together at the same session of court. Third, delinquent and neglected children are not always handled separately. Fourth, the judges are so crowded with work that the juvenile sessions are frequently neglected and children are often held two weeks, sometimes longer, in the detention home before a hearing. Fifth, the papers of the city publish, often quite fully, descriptions of the cases of delinquent children. Incidentally, in many cities the papers have agreed, upon the request of the court, to omit all matter relating to child crime or delinquency. There seems to be plenty of reasons for the establishment of a separate juvenile court to handle children's cases.

The children's detention home violates almost every test by which such institutions may be measured. Boys and girls while separated in their rooms, mingle together

during the day under the matron's care; older women are sometimes kept at the home with young girls; delinquent children, truants and neglected children are not separated; very young children and older children are not separated; double beds are provided in the dormitories; the home is often crowded to capacity and at such times the air becomes unwholesome; no adequate facilities for play or study are provided. For these conditions the city, not the matron in charge, is mainly responsible, since the miserably inadequate facilities are for the most part used to the best advantage. We are informed that plans for a new home are under way, although the plans as yet were found to be very intangible. They can not be completed too soon, for the present facilities are wholly inadequate.

A visit was made to the lock-up in the basement of the Municipal Building. It can be graded as fairly good, as lock-ups go. If prisoners were held there more than 24 hours, it would be objectionable. The county jail, considering the time it was built, is surprisingly good in construction, in that prisoners' cells open to the outside air, although by a very small window. In its management, however, it is not meeting present day standards, in that it is used purely as a place of detention, and embodies no plan for their reformation. Many of the prisoners are there for a number of months, a sufficient length of time to start reconstructive forces at work. Some educational work of an industrial nature is much needed. Under present conditions there is not one chance in a hundred that a prisoner will leave the jail better than when he went in,—there is every likelihood that he will come out worse; for prisoners are kept two in a cell, in most cases regardless of their character or probable influence on each other.

Finally, the system of Aldermanic Courts is the subject of general criticism on the part of many Scranton citizens, and the conditions known to exist in other cities of the state where the same system obtains warrant the conclusion that an investigation of these courts should be

included in a social survey. The investigation would include as many of the following as possible:

- (a) Aldermanic courts.
- (b) Juvenile courts.
- (c) City lock-ups.
- (d) Detention home.
- (e) The probation system.
- (f) County jail.
- (g) Nature of crimes and their classification.
- (h) Inebriety.
- (i) Some phases of the social evil.

This report ends where it began, in recommending a Scranton survey which would go as deeply as the funds provided would allow, into the following matters:

- I Community Assets.
- II Education.
- III Public Health and Sanitation.
- IV Civic Improvement.
- IV Betterment Agencies.
- VI Recreation.
- VII Taxation and Public Finance.
- VIII Work Conditions and Relations.
- IX Delinquency.