

# ALL OF NEW YORK'S EMPLOYEES WILL HELP RUN CITY

## Each of the 108,000 Persons on Father Knickerbocker's Payroll Will Have a Personal Voice in the Municipal Housekeeping.

## Chamberlain Bruere's Scheme, Approved by Mayor Mitchel, Is Expected to Prove of Benefit to Both the City and Taxpayers.

NEW YORK is about to be run by its own employees. The problem of "help" is waxing. Household affairs have been decided by the cooks for the last three generations—will city affairs in future be determined by the white wings? If employees are to have a voice in the running of their departments, will the blundering stenographer have a chance to dictate to the Mayor? If bookkeepers are granted the power to recall the Borough President, how about the janitor, whose name, as we know, comes from Janus, the two-faced god, and whose powers have already been heroic?

The suggestion that the employees of New York City shall have a voice in departmental affairs was recently made to Mayor Mitchel by Henry Bruere, City Chamberlain. The Mayor has approved of the scheme in a cordial manner; the employees, who are to meet for conference in the course of a few weeks, also approve of it, and the innovation is expected to work a marked increase in municipal efficiency. The whole scheme has been summed up by Mr. Bruere in his statement that the greatest undeveloped resource for city progress lies in the vast body of the city employees themselves. If the new programme works as is expected, it will be of equal benefit to the city and to the taxpayer.

### WHERE RESPONSIBILITY FOR THE CITY FALLS.

There are in all 108,000 city employees. It has been pointed out that at least fifty per cent of these are working for the city permanently. Responsibility for the city's affairs falls upon them in spite of all political appointments. The grafters come and go, the reformers issue volumes of printed suggestions, but the system remains the same in the police and in other departments. The daily work of the vast army of municipal draftsmen, engineers, statistical experts and accountants goes steadily forward. This army is far larger than the army of the United States. The effect of shifts among its officers is to a large extent impersonal. The city does not stop and neither do those who are contending with it in its many formidable phases.

So far the human element has been a casual incident of municipal affairs. This was illustrated by the remark of a burly policeman one morning—a remark that if traced home would cost the man his standing. "Goethals for Commissioner?" said the policeman. "What the hell do we care who's Commissioner?" The reply, though he did not know it, was a strong argument in favor of the new arrangement, and an indictment of the old. Most policemen would lack sufficient interest even to make a comment like the above. Their relation with their superiors is not the Utopian one, described by Gilbert:

If ever they were dull or sad,  
Their captain danced to them like mad,  
Or told to make the time pass by,  
Droll legends of his infancy.

But authorities and experts seem to think that it may be in the future.  
"Just how far the new regime will

depend largely upon the employees themselves. The programme of the Mayor calls for the appointment of an Employees' Conference Committee. This will be made up of representatives from each of the departments under the Mayor's jurisdiction, and will devote itself first of all to a consideration of the relations that now exist between the employees and the city government.

"There have been two ways thought of by which the members of this committee may be chosen," he said. "One by election in the departments; the other by designations of commissioners from a list nominated by the division heads. The first plan is considered better, because the decision rests upon a vote of the employees themselves and they are the deciding factor in the matter."

"We all know that private corporations have established co-operative relations with their employees," he continued. "It is almost trite to say that the human factor has been recognized as an important one in obtaining better industrial conditions. The human factor, in my judgment, is a very great need in city departments. In many of them, of course, co-operation already exists. As a means, however, of establishing a general interest in the efficiency of city business and breaking down unnecessary department isolation, I believe that a general employees' committee would be of great value. It would be particularly useful to the Civil Service Commission, and it would be a great aid, I am confident, in carrying out the Mayor's programme of efficiency and economy."

### THE SUBDIVISION OF ALL DEPARTMENTS.

The new scheme, as tentatively organized, is as follows:

Each department in the Mayor's jurisdiction is to be subdivided into its various divisions. The Department of Bridges, for example, will be split into the engineers, the clerks and the laborers. Each division will elect one of its members to form an advisory committee or triumvirate, which in its turn will choose one of its own members to attend the employees' conference, at which the departmental heads and the Mayor himself will be present.

The work that will be undertaken by this committee is as yet problematical, but some of the questions that are continually arising to affect the city's policy in respect to its employees have been suggested by Mr. Bruere, and deal with such matters as representation in management, wages, the settlement of disputes, progressive methods of remuneration, profit sharing, when this is possible, and, in general, work that is designed to improve conditions and to create the same opportunities in municipal activities that are found in private business. Mutual benefit associations, pensions, compensation for accidents and illnesses are all to be considered. It may be feasible to work out the scheme as a model in some one of the city departments.

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Certain features, in fact, have already been tried in the departments of Education and Correction. In each case the plan has borne good results.

Recently submitted to Mayor Mitchel by City Chamberlain Bruere. First of all, it aims to promote the feeling of democracy among the employees. In the past, it claims, there has been a serious obstacle to city government efficiency in the separation of the executive and the working forces. This has fostered a survival of the old feudal spirit.

When such formal relations are overcome and the employees grow to realize that an actual part of the government of the city depends on their co-operation and interest the city will have the benefit of a large amount of free and sometimes expert attention. The ambition of employees can be stimulated by

training them for important positions. In certain private concerns the office boys have the chance to become the partners. In the city, on the other hand, it is a commonplace incident for subordinates to perform good work year after year without recognition. "The time should come," it is stated, "when practically all of the important executive positions of the city will be filled by the advancement of men and women who enter the service in subordinate positions. This is the secret of the progress that is evident in German city government."

The initial programme to be discussed by the conference committee when it meets, as given by Mr. Bruere, will probably consist of retirement



HENRY BRUERE

plans and pension systems, training for promotion, grievances and their adjustment, welfare and common work problems. Recreation will also be considered. It has been proved that it promotes work when taken up by a department. This is particularly true of the Board of Water Supply in its system of aquatic sports and pastimes. The same spirit should be extended to the other boards and departments.

Indefinite and vague as the plan may seem at present, it has been moulded into "concrete form and brought into visible being throughout Germany, where the city employees organize their own boards of control and take a large part in the administrations for which they are working. In some cases they

live in houses that are built for them by the city and where the rental according to our ideas is merely nominal. In Ulm, in Wurttemberg, a number of houses were built for the employees. The houses contain apartments for rent at from \$50 to \$75 a year in American money values. If an employee wishes to buy his house he can do so on the most reasonable terms. Homes for employees have also been provided in a number of other German cities, including Frankfurt, Allenstein, Braunsberg, Essen and many others.

In German cities it is the custom and not the exception for the employees to meet to talk over city affairs and methods of improvement. Experts on municipal matters are developed as a result of this. Technical knowledge that helps them toward promotion is supplied them and the public gains the benefit of their advice for nothing.

Some of the information that follows was collected as a result of the investigation made under the auspices of the Richard Watson Gilder Memorial Fellowship of Columbia University. It goes to show the advantages of the German system.

In Leipzig, for example, there is no change in service regulation or in wages without a preliminary consultation with the boards of employees. These boards are also supposed to promote good fellowship among the various working bodies and to arbitrate all disputes. The sessions of the boards take place during the working hours, when their doing so does not interfere with any work that is going on.

City officials have the right to be present at all sessions. In Meissen, it is stated, the members of the City Council as well as the managers of the different city departments can take part in the sessions when asked by the board itself without having any right to vote upon the various matters that are laid before it. Matters not listed for discussion can be taken up only when council members or managers are present.

The German city also cares for the wives of those that work for them. In Dusseldorf a welfare society provides a nurse for employees' wives at times of childbirth. In Essen there exists a sick and benevolent fund for city officials which provides for the families of those who have many children, with no increase in fee. In Mannheim and all cities in the Duchy of Baden similar funds exist.

Private corporations, in this country at least, have progressed far more than public ones in consideration of the employee and his equitation in connection with the entire commercial problem. One of the most successful experiments in employees' co-operation in the United States was carried on, it is said, by the Filene store, in Boston. In a statement describing the results attained the employers say: "The work has shown that the employees in exercising the very considerable power given to them as the result of this work inevitably come also to see much more clearly and to sympathize more closely with the problems and the difficulties of the management. Having seen them, they do not abuse their power, but, on the contrary, they take up heartily their share of the burden of the business and become real co-operators in it. It is the clear demonstration of this fact repeatedly proven which has made possible what already has been accomplished."

The State of Wisconsin recently performed an original act. Knowing that in every library of statute books there are thousands of laws that nobody reads, and knowing also that unneeded and unwanted laws are not a help to social advancement, when they came to frame new regulations they went directly to those concerned. In making regulations that dealt with bakeshops they asked the bakers about them. The bakers made suggestions that were accepted with very few changes. The bakers' laws, made by the bakers, are a marked improvement over the old regime.

Just what effect the conference between the employee and the municipal head is going to have on the affairs of New York City is doubtful. It is at least the beginning of a campaign for better relations among all public officials. It will tend to eliminate politics and to eliminate favoritism. It is even suggested that important city officials be made subject to a recall on the part of their subordinates.

"If a man's a man for a' that," says Dr. Felix Adler, "he has got to be treated like a man."

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## HOW MIKADO BECAME MORTAL

HERE is an ancient "howler" intended to be illustrative of Japanese devotion to the Emperor. A soldier who had lost an arm in battle was noticed on review by the Emperor, who expressed sympathy with him. "Your loss is a great one," he said. "I should have been naughtier," he said, "if I should have been naughtier to lose both arms in your service." "Easier said than done, my brave fellow," replied the Emperor, with a half incredulous smile. "See, then, the proof!" cried the Emperor, and drawing his sword he himself lopped off the other arm!

The absurd impossibility is scarcely an exaggeration, in view of actual occurrences in our own time. The suicide of General Nogi and his wife at the funeral of the late Mikado was a case in point. A few years before that Mutsuhito was travelling by train, and a slight accident occurred which caused no danger whatever to his majesty, but delayed his progress for a few minutes. Thereupon the stationmaster near by, who was in no way responsible for the mishap, and would scarcely have deserved even a mild reprimand if he had been, thought it incumbent upon himself to commit suicide; and his loyal action was praised all over the empire and his family was pensioned.

Japan by way of Korea, and during these contests the office of Shogun, was greatly magnified in importance. The triple system was disastrous, however, and in the fourteenth century the empire became divided among the partisans of the three official ranks, and civil war devastated the islands.

IYEYASU, HEAD OF THE TOKUGAWA FAMILY.

Iyeyasu was a member and the head of the Tokugawa family. In 1603 he became Shogun, and thereafter to our own time that office was hereditary in his line. He literally hedged the throne about with divinity, publicly proclaiming the Mikado to be a descendant of the gods. But he also divested the Mikado of the last remains of his executive functions, all of which passed absolutely and unquestioningly into the hands of the Shogun.

Nothing was left to the Mikado except his name and the prerogative of conferring honors and titles. Imperial progresses, state visits to shrines, audiences to ambassadors and all such things passed out of the Mikado's life. The greatest nobles of the land were forbidden to approach within a certain distance of his palace. The ministers of the court were indeed permitted to approach the throne, but on doing so they could see nothing but the obscure outline of what seemed to be a human form behind a curtain. They were told that this was the Mikado, who was a god. The Shogun was his vicegerent.

This arrogation of imperial authority by the Shogun was confirmed by his grandson, Iyemitsu, who became the second Shogun of the Tokugawa line. On assuming office this latter Prince bluntly announced to the assembled nobles that the relations between him and them must be those of sovereign and subject. All who did not like that arrangement must face him on the field of battle. To this there was not a dissenting voice. The autocracy of the Tokugawa Shogun was complete. He did not hesitate even to revoke titles and honors bestowed by the Mikado, thus depriving the latter of even that one remaining function. At this the Mikado abided, but the Shogun remained and put another puppet in his place.

Under Iyeyasu II, the third Shogun of that family, another great change was effected. It was ordered that all sea-going vessels should be destroyed and that Japanese shipping thereafter should be strictly confined to small coastwise craft. Thither for centuries the Japanese had been the Vikings of the Pacific. Now they were confined to the land and to coast waters and the seclusion of Japan as a hermit nation was completed.

## TAKING TEA AT WARD'S ISLAND

TRIBUNE man was recently invited to Ward's Island to an entertainment for the insane. A play had been presented and a tea was being given. When the ferryboat reached the island the reporter was taken in charge by an attendant. He was marooned in a city of more than five thousand mad people.

It was a neat and well kept city, and the lawns were rolled and immaculate, but the windows of certain buildings were barred with iron. From a low brick structure in the shade of a row of elms there came the sound of voices. There was nothing unusual in hearing human voices issuing from open windows, but these voices never stopped. There were cries of distress and of anger; there was an eternal accompaniment of laughter and there were attempted jocose sallies with a couple of broad backed female burlesque who were parading on the green below in the trimmest of starched uniforms.

"That's the violent ward," said the attendant.

The reporter, continuing on his way, passed a procession of women of all ages, but all alike. They walked two by two, like young ladies of a boarding school. Their dresses were substantial, but plain, for they were the poorer sort whose relatives could not afford to buy pretty clothes for them. They stared at the reporter with curiosity, and they seemed without exception to be weighed down by something that they could not remember.

"When you get to the tea," said the attendant, "you won't be able to tell the patients from anybody else. These people haven't any relatives to look after them, so they wear the state clothes. If you don't see them together like this you wouldn't think about their condition so much. We do all that we can for them, and we often find that the patients are good company."

A chorus of voices unified in conventional chatter greeted the reporter as he entered Ward 22, where the tea was in progress. Ward 22 was sweet and garlanded and resembled any cheerful drawing room. The patients were clustered about a grand piano, where one of their number, who used to be a grand opera singer, was singing to them in a way that showed whatever derangement she might have had had not affected her voice.

the patients can take care of themselves, but we watch them every minute. We grow accustomed to watching them without having it appear that we are doing so. And we can almost always tell which ones are likely to give trouble. The main thing in the majority of cases is to have their lives as normal as possible and above all to try to keep them happy."

"This is the policy of the entire community."

On the way back to the ferry the reporter saw a number of laborers returning from their day's work with picks, shovels and barrows. Without exception they were patients who found their relief in outdoor work and who live contented and useful lives in spite of their affliction.

### Where the Sun Comes Up at Midnight

There called at the office of The Tribune last week a man who has weathered the winds of the Far North for twenty years. He has seen the stars glitter for weeks, with never a ray of sun to keep him here all his life. They watch talk about dog sledges, and musk oxen, and frozen oceans and things, and then asked us to read an original poem, written by him while the snow in the metropolis was too deep to permit his doing anything else.

The author is on his way back to Alaska—Dawson is his postoffice address—and the reason he decided to return after a short stay in our bustling town is stated by Captain C. F. Washburn, hunter, trapper, poet and salesman, as follows:

### By Captain C. F. Washburn.

Hear the rattle of the captain as our anchor comes away.  
We are bound to old Point Barrow and we make a start to-day.  
Keep a tight hold on your dinner, for outside the south wind blows,  
And unless you are a sailor you'll be throwing up your toes.

Up in the Polar Sea, where the night is the same as day,  
Where our creditors can't touch us for the best part of our pay,  
Where there ain't no lubbers seasick,  
'cause the ship's forgot to roll,  
And the sun comes up at midnight from an ice pack 'round the Pole.

Take me north of old Point Barrow, for 'tis there that I would be,  
For 'tis there that 'ere country and I am sick of this 'ere country and I guess it's sick of me.

## I am tired of dodging tailors, breaking nickel slot machines, And of playing cards with fellows who are cleaning out my jeans.

Up in the Polar Sea, where the ice is delivered free,  
Where a man don't have to hustle like a blooming honey bee,  
Where there ain't no salvation, where the church bells never toll,  
And the sun comes up at midnight from an ice pack 'round the Pole.

Take me north of old Point Barrow, where there ain't no east of west,  
Where the Arctic pack is hovering 'twixt Alaska and the Pole,  
And there ain't no underwriters taking mortgage on one's soul,  
Up in the Polar Sea, where the greasy whalers be.

Where Coburgers do boat duty just the same as you and me,  
Where the blooming seal and walrus on the ice flocks back and roll,  
And the sun comes up at midnight from an ice pack 'round the Pole.

### UP IN THE AIR.

"Lord Londale spoke in timely fashion when, in London the other day, he advised aviators not to drink," said a member of the Aero Club in New York.

"Flying, you see, requires nerve. Hence it's natural for a flyer to take a stimulant before going up. But sometimes too many stimulants are taken—and more accidents than you'd believe are due to this fact."

"Indeed, they tell at a certain aerodrome a story about a rich airman who got out of his motor car looking pale and sickish one day, and said to a mechanic: "Did Byrd fly yesterday afternoon?" "Yes, sir," the mechanic answered. "Did-er—" said the young man with a blush, "did I?"

### UP IN THE AIR.

We never realize the inconvenience of living in a small town until we do something really small.

## THE GERMAN STRUGGLE WITH THE OLD DRAGON.

In many of the larger German cities the employees are given opportunities to meet the high cost of living that are closed to those who are not in municipal service. Extra allowances are sometimes paid to employees for this particular purpose. In Dresden this allowance amounted to from 4 to 5 per cent of the wages paid. In Dusseldorf the employees of street railways getting 1,800 marks receive 50 marks extra if they have a family of three children, and 25 marks more for each additional child up to five, beyond which point children are superfluous. Berlin allows an extra allowance of 40 marks on account of the high cost of living to all officials, married or widowed, whose incomes are less than 2,000 marks a year.

From certain points of view a raise in salary is sometimes a disadvantage.

Another remarkable feature of the German system is that in many cases the same wages are paid to an employee whose working capacity has been reduced. In Altoona (Prussia, not Penn-

## FREEDOM OF TEACHING CARRIED ENTIRELY TOO FAR.

The one dissenting voice was that of a university professor, who ventured to carry the freedom of teaching so far as to say that he thought the sacrifice useless and uncalled for, whereupon so great a storm was raised against him that he was compelled to resign his chair. It is not yet reported that any of the grafting admirals concerned in the recent naval scandals have gracefully expiated their masculinity through happy dispatch; but there is little doubt that if they do so they would at once be all but apotheosized.

Examples of another form of Emperor worship are afforded in connection with the death of the Dowager Empress. She died at a place a few miles distant from the capital, and her body was not taken to Tokio until the next day. Meanwhile, the newspapers were admonished "not to use irrelevant words concerning her condition." That is, they were not to say that she was dead until her body rested within the palace at Tokio. They all published long and elaborate biographies and eulogies of her, but gave no hint as to the occasion of their doing so, though, of course, everybody knew what had happened.

Again, the coronation of her son, the Emperor, was postponed for a year in order that "felicitous rice" might be used in the ceremonial. It would not be felicitous or propitious to use rice which had been grown during a time of mourning, or

## MIKADO SHIRAKAWA ESTABLISHES DUAL SYSTEM.

In the latter part of the eleventh century the Mikado Shirakawa himself established the dual system, for after occupying the throne for fourteen years he abdicated it, and then ruled for thirty-three years more under the name of a hoto, or high priest, as a semi-divine emperor in seclusion. After him came a succession of infant mikados, who were kept in seclusion as mere puppets in the hands of the Taira and Minamoto families. That was in 1155. In 1192 the Mikado, Takahira, formally appointed Yoritomo, of the Minamoto family, to be Sei-i-tai Shogun, or Barbarian Subjugating Generalissimo, and military feudalism was then completely established in Japan.

After him came for a time a triple rule, under which Japan declined almost into ruin. The Mikado was kept in seclusion. The Shogun, too, was often an infant in leading strings. The real authority was exercised by the shikens, or constables, all of whom were of the Hojo family, which was the family of Yoritomo's wife. All three of these offices were hereditary and were strictly confined to their respective families. No Hojo shikken could become shogun, and no Minamoto shogun could become Mikado.

It was while this strange system prevailed that in 1299 Kameyama became the sixteenth Mikado of Japan, and at the same time Kublai Khan became Emperor of China. Thereafter for a number of years China attempted the conquest of

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