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PATHFINDER SOCIAL SURVEY OF SAN DIEGO

Report of Limited Investigations of Social Conditions
in San Diego, California

UNDER DIRECTION OF THE COLLEGE WOMAN'S CLUB

INVESTIGATORS
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Investigations	Page
Public Health and Sanitation - - - - -	5
Public Education - - - - -	19
Recreation - - - - -	24
Delinquency - - - - -	28
Industrial Conditions—Foreign Population - - -	31
Betterment Agencies - - - - -	36
Civic Improvement - - - - -	40
Taxation and Public Finance - - - - -	42
List of Charitable and Semi-Charitable Agencies - -	45

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REPORT OF THE SETTLEMENT COMMITTEE OF THE COLLEGE WOMAN'S CLUB

The Settlement Committee of the College Woman's Club, early in the year, found accurate information about social conditions in San Diego difficult and, in some instances, impossible to obtain. It, therefore, recommended to the Club that a Social Survey be made. By vote of the Club, the Committee was directed to find a trained worker competent to make such a survey and was fortunate enough to secure Mr. and Mrs. Fred A. King, recommended both by Mr. Paul U. Kellogg, editor of "The Survey," and by Mr. Shelby M. Harrison, head of the Department of Surveys and Exhibits, Russell Sage Foundation.

The substance of the Pathfinder Survey herewith reported has been obtained in about three weeks' time, and under rather unique circumstances. The work has been done upon a co-operative basis. The special committee, members of the College Woman's Club, and interested friends, have aided in gathering material, either by arranging interviews for Mr. and Mrs. King with leaders in social work, or by contributing to the discussion at general meetings held to consider particular topics, such as recreation or delinquency. In addition, in the report on housing conditions, club members and their friends covered certain districts in the city and secured general information as to rents, types of houses, and the like. This information would have been difficult to obtain in any other way in so short a time. Thanks are due all those who have given their services. Whatever value the report may have as a rapid review of the city's social resources and needs should be credited largely to such co-operation.

Special thanks are due Miss Miriam A. Besley, who prepared the report on education; Mr. James L. Chapman, who furnished material for the statement as to civic improvement; Mr. R. E. Chadwick, who rendered a similar service in regard to taxation; the Y. M. C. A., which placed at the disposal of the Committee its survey of conditions concerning boys. Thanks are due also to the organizations, civic and social, which contributed financial aid to the publication of this survey. Further investigation of a thorough nature should be made along the lines indicated in the report, with a view to definite constructive effort on the part of the community toward social betterment.

Respectfully submitted,

(Signed) MARY A. HILL.

FOREWORD

According to the United States Census, San Diego's population in 1910 was over 39,000, with an increase in population of 123 per cent during the 1900-10 period. The present estimated population is about 80,000. The city's growth during the 1900-10 period, and also in the years following, gives proof of the remarkable commercial activity of the community. Further growth may be predicted upon completion of the San Diego & Arizona Railroad, now a definite undertaking. The city will then become a natural outlet for Imperial Valley and Southern Arizona. This will give a much needed additional outlet for San Diego, which is reached at present by a single trunk line from other sections of the state. The city's commercial activity culminates in the Panama Exposition in 1915 to mark the opening of the Panama Canal.

Up to the present time the energy of the community has directed itself in general along commercial lines, developing the opportunities of the real estate boomer and his moneyed patron. However, during the past ten years a community spirit has begun to take definite shape which has for its end the betterment of the social needs of the entire city—a recognition of the necessities of the working population as well as of the capitalist, the retired business man, and the real estate speculator. This new social spirit has begun to crystallize and find expression in the various church organizations and civic societies. As evidence of the activity of these agencies, we find the following changes for the better during the past ten years: A re-incorporation of the city under a commission form of government, a general improvement in the management of the County Hospital and City Board of Health, an attempt at city planning, the city play-ground movement, the closing of the red light or restricted district and establishment of the Juvenile Court. Private agencies also have been developed in this ten-year period. An Associated Charities has been organized and a fine new Y. M. C. A. building erected.

While for the most part the community's social workers may not be trained in handling social problems as in the larger Eastern cities, the interest of the workers, both in public and private agencies, is fresh and vigorous. Moreover, in the expression of its larger social life, the city has fallen into but few "ruts" such as are typical of some Eastern cities, and a stumbling block in the

path of real progress. Nor do the present state and county administrations bear the stamp of the Eastern city's cut and dried officialism, which tends to develop bureaucratic methods, and moves by compulsion rather than on its own initiative. If only a part of the energy of the community now manifested in so successfully exploiting its commercial interests could be directed into other channels, into strengthening its defences against poverty, disease and crime, the city might face the future confident of attaining some measure of substantial results.

The community has yet to deal with the problem of immigration following upon the opening of the Panama Canal. It is not likely that this problem will be a large one, from present indications, owing to the limited opportunities for immigrants in San Diego's small local industries. Nor will the problem become of real importance until the "back country" about San Diego has become more developed and railroad connections established with Imperial Valley and Southern Arizona.

The greatest need of the community in its present undeveloped stage of social consciousness and unconcern of many of its citizens for the needs of the whole, is a co-ordinating of social interests. This must be reflected in the work of individuals who shall not confine themselves to the interests of single agencies alone, but shall become interested in the activities of other agencies as well; such individuals and agencies working together upon a definite social program for the whole community. It is the purpose of the following brief report to outline the community needs with a view to helping toward a definite social program—measuring up the community to the best in the development of cities of the country.

PUBLIC HEALTH AND SANITATION

San Diego has been so long called a healthful city that the subject of public health seems to arouse little interest. However, no city, especially of the size and rapid growth of San Diego, is without its serious public health problems today. The intelligent public should be informed of the factors that modify the health conditions of their city.

Causes of Death

The death rate for San Diego based upon the total number of deaths recorded in the annual report of the Board of Health for 1913, and their estimate of population, 85,000, a higher estimate than was obtained from any other reliable source, was 12.14 per one thousand population. As compared with the average annual death rate, 17 per thousand population, for the period from 1901-1911, inclusive, in the U. S. Census published reports of mortality statistics, this is a striking decrease. San Diego, according to the Census reports for these years, has a comparatively high death rate, as compared with many cities of its size, both on the Pacific Coast and in the East. Without further study, it would be impossible to give the reason for this decrease, if it is true, or to attribute it to improved conditions. It is a subject well worthy of further investigation, and would involve a study of death rates for at least a fifteen-year period. According to the mortality statistics for several years back, San Diego has a low typhoid death rate, and a low death rate from diseases of children. These two causes of deaths are both classed among preventable diseases. Although the city has a small death rate from these causes, it has a high death rate from tuberculosis as compared to other cities. This is due to the fact that people come here already afflicted with the disease, a factor which makes the death rate of the whole of California higher than that of other states. However, the State Board of Health has discovered that in spite of the fact that the high death rate is largely due to the influx of out-siders, more than one-third are deaths of natives or residents of ten years and over of California.* This is to be expected. Tuberculosis is a communicable disease, and if a large number of the tubercular persons are here and no provision is made for their care, or for teaching them proper measures for the protection of the residents, these residents also will be subject to the disease, in spite of the great advantages here for out-door living.

Water Supply

San Diego is fortunate in having a pure water supply, owned and operated by the municipality. This supply comes from practically an uncontaminated water shed, and is forced through a filter before reaching the consumer. Recent bacteriological and

*State Board of Health Report, 1910-1911, P. 119.

chemical analyses indicate that the entire city is receiving a safe water supply.

Sewage Disposal

The most costly health problem which confronts the city, and upon which the health department has made repeated recommendations, is the question of sewage disposal and the extension of the sewers to unsewered parts of the city. At present the sewage is emptied directly into the bay in such a way that it is not carried out of the bay, but settles there. At low tide, the tide lands are left in bad condition, both from the sewage emptied into the bay from sewers and from refuse and privie contents dumped directly into the bay from shacks along the water's edge where there are no sewer connections. A recent epidemic of typhoid was traced by the health department to infection carried by flies from the tide lands. This epidemic was confined almost entirely to the bay front. There is no real displacement of water in the bay except in the tidal prism, the upper ten feet of water. Consequently, it is not true that the bay water is continually replaced by fresh water from the ocean. The water of the bay has changed visibly from a comparatively clean to a filthy condition during the last ten years, according to reports from observing citizens. San Diego has a good sewage department, which is extending the sewage system as rapidly as funds are available. The great need is funds. This department installed in 1913, 38.7 miles of sewers, a fine achievement. However, there are still considerable portions of the city that have no sewers and where conditions are bad. Unsanitary privie vaults are also found. The privie vault is being rapidly eliminated by the Health Department from the sewerred parts of the city. The department expects to have this completed by 1915.

Garbage and Refuse Disposal

Another important health measure for San Diego is the proper disposal of refuse and garbage. This is much needed and is evident even to the tourist by casual observation, because of the conditions of vacant lots and canyons about the city. At present there is no free city collection of garbage. Citizens must depend upon a private concern to make collections for which they must pay. The result is that in the poorer parts of the city, where garbage collection is most necessary, there is no adequate collection, or destruction of the garbage. Residents escape paying for collections in any way that seems easiest to them, burning, burying, or surreptitiously dumping on some one else's property. The city has built an incinerator which is entirely inadequate for meeting the situation for garbage and refuse disposal. At the present time, the private concern, on which the city depends for its collection and disposal of garbage, feeds the garbage to hogs, on a near-by farm, and burns the refuse in the city incinerator. Both the collection and this method of disposing of the garbage have been tried and given up years ago by progressive cities

throughout the country. Since it has been done in other cities, there is no reason why San Diego, with a comparatively small initial outlay of money, probably not more than \$20,000, could adequately take care of the whole refuse and garbage question. If this could be done entirely without the interference of politics, the city might even make money at the enterprise. At present, it costs the private citizen at least 50 cents per month to have his garbage alone taken away. Under proper city management, this could be done at an estimated cost of not more than 15 cents per month per family. Now the garbage-fed hogs are largely infected with tuberculosis, and the people are paying for their garbage collection, and then paying again for pork from tubercular hogs fed on that garbage.

The Health Department

San Diego as compared with other cities of its size has a good Health Department. It is not, however, receiving much attention from the public. Even intelligent citizens know almost nothing about its work.

Organization

There are defects in the present form of organization. The shaping of the policy of the department is given to a Board of five members, while the health officer of the Board occupies to a large extent only an executive position. Modern health problems demand an expert knowledge and experience combined with a free rein to carry out measures which cannot be expected of any Board. Fortunately, the present Board is composed of broad-minded scientific men, although the influence of politics in this department has been a handicap. There is always the danger under the present form of control that when matters go wrong, the health officer can put the blame on the Board and vice versa. Progressive cities have given up the idea of a Board of Health and have appointed one man for a long term of office who is responsible for the health of the city. In this way there can be no shifting of responsibility. If the health officer desires an advisory board he should have power to appoint it. Moreover, the present department is said to lack financial support from the Council, because, in the present form of city government, it is under a Board instead of being directly under a member of the Council.

San Diego's sanitary assets are on the whole, good, but her controllable sanitary conditions are not yet at the highest practical standard—not to mention an ideal standard. This is because of the city's recent very rapid growth. Moreover, in the past few years municipal sanitation and new methods for prevention of disease have been so rapidly developed that these methods have not been used in most cities of San Diego's size. The municipal health department is naturally the organized effort upon which the city depends for the vigorous pushing of measures for the prevention of disease and death. The present

chief health officer is a physician in good standing. Such a health officer is next best to a trained sanitary engineer of whom there are but few in the country. It is not unusual in the cities of the size of San Diego to pay for only part of the time of the health officer. However, this is a serious handicap for an efficient department. The city has already grown to a size where this cannot be continued. It should be willing to pay a salary large enough to obtain the full time of a scientifically trained man, who is familiar with the best methods of controlling public health. Such a man cannot be considered for a salary of less than \$5,000, because an executive big enough for the position can secure a larger income in private practice. With such a man at the head of the health department, all subjects relating to the prevention and control of disease could be studied and a far-reaching and constructive program laid out.

Cost

The Health Department employs a health officer at \$125.00 a month, who spends one hour of the day in the Health Department office and such other time as is necessary for the care of contagious diseases. It is not possible for a man in one hour or even in several hours a day to more than meet the urgent demands on his time as an executive. No time is allowed for the study of preventive measures in any local health situation. The city administration is said to have provided liberally for necessities, but to have never gone beyond actual necessities. When one considers the heavy death rates from such a communicable disease as tuberculosis or the spread of the horrors of venereal diseases, one wonders what is meant by necessities in such a statement; especially, since eastern cities, where an active campaign against tuberculosis has been waged, have reduced their death rates from this scourge. In San Diego, tuberculosis has increased surprisingly. Furthermore, when eighty-five babies under a year old died last year in San Diego—a natural children's paradise—and when a majority of these deaths could have been prevented by a pure milk supply, and by giving mothers instructions for the care of their children through public health nurses, one again wonders what is meant by necessities. The Health Department in 1912 expended \$26,398. (See chart for per cent. spent for health as compared with other city departments.) The estimated cost for the last fiscal year is \$31,739. The receipts are \$10,725, making the actual cost to the city only \$21,014. The pest houses will be maintained and enlarged at a cost of \$6,375. At the present time there is no hospital in the city where children with diptheria, scarlet fever, measles, etc., can be taken. They must be quarantined in their homes. Among the poor, either in the congested parts or in the scattered homes on the city's edge, there is little chance for proper protection of the rest of the family, or outsiders.

Care of Communicable Diseases

Under the state law, contagious and infectious diseases must

be reported to the local boards of health. In the case of contagious diseases the health officer or his assistant visit for the purpose of quarantining. When a poor family is quarantined all needs are supplied, even to the employing of a special nurse if necessary. Bacteriological examinations are made, and antitoxines given. Fumigation is performed after recovery or death. In the case of tuberculosis, the communicable disease causing seven times more deaths in the city for 1913, than all the other contagious diseases combined, and the cause of 15 per cent. of all deaths, there is no proper reporting.* Naturally, this is true where there is no public assistance offered even when the disease is reported. Fumigations are made after death of tubercular cases and sometimes after removal. For the latter a fee is usually charged. Nothing could be learned about the prevalence of venereal diseases, or of ophthalmia neonatorum, the great cause of blindness. Accurate information might be obtained if nurses were in the field visiting poor mothers with babies.

Publication of Report

Only a type-written copy of the annual report of the Health Department was available. An annual report should be published, and obtainable by every citizen. The Department does publish a monthly bulletin on vital statistics. However, unnecessary material is printed instead of facts for the education of the public in health matters. For instance, much space is devoted to the climate of San Diego. It would seem that such a matter could be left safely to the Chamber of Commerce or the Meteorological Department of the U. S. Government.

Milk Supply

The milk supply of San Diego is unsafe because of lax regulations as to the quality of milk sold and its delivery. The city requires a license for dairies and they are inspected. However, milk is still delivered in open wagons instead of in covered wagons and in sealed bottles. There is no regulation for keeping it cool while being delivered. The Health Department recently attempted to have an ordinance passed, requiring that milk be retailed in sealed milk bottles, that milk sold should not have a higher bacterial count than 1,000,000, a ridiculously low standard in itself as compared with other cities, and that no milk be sold excepting from tuberculin-tested cows. All these measures failed to pass the council. Nobody appeared in their interest excepting the dairy-men. The women and doctors of the city are to blame, for if they do not personally come before the Council in support of proper ordinances, these conditions will continue to exist. The substitution of pasteurized milk when the original milk is dirty is not a solution of the question.

* Annual Report of Health Officer for 1913.
Report State Board of Health 1910-11.
U. S. Census Mortality Reports.

Meat and Other Food Inspection

Meat and fish markets, bakeries, confectionery places, restaurants, groceries, fruit stands, etc., are regularly inspected and records kept on score cards. A standing committee of house-wives should consult these score cards and check up the efficiency of the inspectors' work at frequent periods, giving them proper support when necessary. The large slaughter house of the city is un-

MILK SUPPLY

Inspection and Regulation is Necessary for Clean Milk.

The Health Department now

1. *Licenses dealers*
2. *Inspects Stores and Dairies*
3. *Publishes "scores" on butter fat only.*

The Department Should Also

1. *Insist on low bacterial count and publish bacterial "score"*
2. *Insist on tuberculin-tested cows*
3. *Insist on delivery of milk in sealed bottles*
4. *Insist on milk kept cool in covered wagons during delivery.*

der United States inspection, the other two are under local inspection. There is a high percentage of tuberculosis found in slaughtered hogs in San Diego. As United States inspection in other places has meant little protection to the consumer, since diseased portions are cut out and the rest of the animal used for food, the meat supply of the city might well be the subject of further investigation.

Plumbing Inspection

The health department has a good plumbing inspection department consisting of a chief and three assistants. At present the plumbing department is making house to house inspections. After the city has been entirely inspected, the division expects to be able to reinspect all plumbing at least once a year. Up to a year ago the work of the plumbing department consisted entirely in issuing permits for new plumbing and in answering complaints. Consequently the installation of the regular inspection is a great step in advance. Every citizen of San Diego should welcome such inspection, and not only obey orders, but take an intelligent interest in the department's efficiency.

Sanitary Inspection

The general sanitary inspection is insufficient to meet the present needs of the city. There are only two sanitary inspectors.

and one of these has to spend much time in quarantine and fumigation work for contagious diseases. The result is that there is time for little more than the looking up of complaints. When a complaint comes in, the inspector usually attempts to inspect the whole block where the complaint occurs. Assistance has been rendered by two voluntary inspectors, a good example of public service. No permanent card record system for the houses inspected by the sanitary inspector is kept. It is thus impossible to look up the condition of any particular house or block from the records of the health department. Carbon copies of orders issued where repairs have been made are, of course, kept.

Tenement, Lodging House and Hotel Inspection

A state law, establishing certain standards for tenements, lodging houses and hotels went into effect last August. Accurate card records of each place inspected under this law are kept. Reinspections must be made constantly to keep them up to the standard. This work of inspection is vital if San Diego is to have healthful conditions and prevent over crowding. The present inspector deserves the support of every public spirited citizen, even though it may hurt his pocket-book. Before condemning the work of such a division of the Health Department, any intelligent citizen should take the trouble not only to read the law which the inspector must enforce, but also consult the inspector and his records and understand the reasons for the orders given.

Housing

From records in the above division of the Health Department, from personal talks with the inspector and from the records of other social agencies as well as individuals, the following brief report on housing in San Diego is made. San Diego has a small percentage in the number of persons to a single dwelling, an important factor bearing directly on the health of the city. Moreover, the city has a large number of small homes, owned by the occupants. It has been repeatedly stated that San Diego has no housing problems; that there are no slum districts and no tenements. Nevertheless, if one considers the rapid growth of the city, and looks about even superficially in the poorer sections, these statements will be found to be incorrect. San Diego has not a bad housing problem at present as compared with large cities, but measures must be taken now to prevent over crowding and unsanitary homes.

The most accurate records to be had on housing are the reports of inspections made in tenements, lodging houses and hotels. This work has been going on only since October first. About 500 places have been inspected, and about 85 per cent. have had to be repaired to conform to the law. Among these places, about 500 dark rooms, i. e., without outside windows, have already been found. Of these, 200 had to be closed for living purposes. This in itself is a startling record in an out-of-door

country. Under the state law, any place is a tenement which houses four families, or three families making use of the same halls and toilets. These tenements vary from the new and modern apartment houses to old buildings and at one time better class residences now built over into housekeeping rooms. It is in the latter that much of the overcrowding is found. The importance of having the new and modern apartment house conform to the law is thus shown. Even in good apartment house districts, families were found living in basements. This of course is comparatively rare, but is a condition which must be carefully guarded against, considering the difficulties other cities are trying to overcome where this evil is great.

There are distinctly slum conditions in San Diego in shacks along the water front and among the Mexicans, negroes and whites, in the tenement houses and cottages of the district south of F street, and west of Sixteenth street to the water front. One instance was given of a tenement which housed twenty-three persons in four rooms. This represents possibly an extreme of overcrowding in the tenements but illustrates the need for a tenement house inspector even in San Diego. Some of the worst conditions were found in shacks along the water front. A few of these have already been condemned by the Health Department and the people moved out. They were living in such places, not from choice, but from the fact that these places offered cheap rents. When the question of moving them out was under consideration, it was asked where they could go and get cheap rents. Attention was called to the fact that they would only crowd into some other unsanitary place where the rent was cheap. "They will have to keep moving," was the answer of one official. It is difficult for poor Mexicans to secure cheap rents in San Diego, consequently they crowd themselves, several families into some old house or unsanitary shack. Some of these latter are presented to the view of the tourist on arriving. One or two instances were found of two room shacks in very bad condition renting for \$5.00 a month. One or two other instances were found of shacks or two rooms in a tenement house rented out to a family for \$8.00 a month. However, it was difficult to find anything for a family even where conditions were bad and there was over-crowding, for less than \$10.00 or \$12.00 a month. No three room houses with proper sewer connections and bath room were found for less than \$14.00. In one instance, a group of small four-room houses with two families in each house was found. In one of these a family of ten occupied two rooms. The rent was \$10.00 a month. Many old places where conditions were not good were renting for \$15.00 or even more.

The cheap lodging houses for men and furnished rooms for single persons and families, according to experts who have studied the housing problems of California cities, are one of the most serious problems and one of the greatest causes of the spread of tuberculosis and venereal diseases. San Diego has had its full supply of such places.

The whole question of housing, both in shacks, cottages, old houses and lodging houses should be made the subject for a thorough investigation, especially with a view of instituting cheap

DISTRICT MAP

No. 1. Poorest quarter of city. Congestion and bad housing. Some manufacturing plants and mercantile establishments. No. 2. Chinatown and old segregated district. Cheap, new hotels, rooming houses, shacks and old buildings. No. 3. Logan Heights district. Old residences and small houses of cheaper grade. No. 4. Shacks on water front. Good homes higher up. Manufacturing plants and railroads. No. 5. Varies from best apartments to cheap boarding houses. Some residences. No. 6. New small houses. District under development. No. 7. Downtown business district. Other districts—Best residences west, south and east of park. Include newer residence sections.

housing for the working population. It is not beyond the bounds of possibility for the city itself to become a landlord by developing cheap housing accommodations on its extensive pueblo lands. It has already established a precedent for this by renting unsanitary shacks to squatters on the water front. Where such high rent returns are expected on the money invested there is bound to be over-crowding in the slum districts. The Mexicans, unlike foreigners in some of the eastern cities, do not choose to live crowded in a few rooms. They are willing to live at the edge of the city and will even make their homes attractive with gardens if they can secure a rental within their small wage. There is a field in San Diego for some public-spirited citizen or group of citizens to build sanitary small houses close to a carline, which may be grouped together on a single lot, and rented for a small

sum. An interest of 10 per cent. or slightly less could even then be realized on the investment.

Small Houses With Sanitary Accommodations. Several Grouped on One Lot. A Possible Suggestion for Cheaper Housing for the City's Wage Earners.

Shacks and Old Buillings Used as Dwellings in City's Crowded District.

Hospital Facilities

The hospital facilities of the city are limited. There are two private hospitals, the aggregate capacity of which is about 170. No free beds are provided. The charges at both hospitals are prohibitive for many people. There are also private maternity hospitals and baby farms concerning which very little informa-

tion could be obtained. These should be investigated and a proper registration made under the Board of Health. In addition, the city has two public hospitals; the Health Department Hospital for contagious diseases, only, and with a very limited capacity; the other, the County Hospital, will be described later. The only other free hospital treatment available is at the Children's Home Hospital, where there are twelve beds. The only public emergency treatment in the city is given by a physician employed by the police department. Two rooms at the police station are set aside for this work, but are such that the best results or even good results can hardly be obtained. An emergency station should be established in the down-town district with doctors and graduate nurses in attendance day and night, and surgically clean and well-equipped operating rooms.

Until a year ago the conditions at the County Hospital are said to have been bad. However, at the present time the County Hospital is under the management of a broad-minded, scientific physician. In spite of some bad features which he has not yet been able to change from lack of money the County Hospital probably offers the best hospital facilities in the city, with the best training school for nurses, and with an unusually fine free dispensary service. The hospital, however, should accept both free and pay patients. This would help to relieve the burden of public taxes, and take away the stigma attached to a hospital for the poor only. Under the present management the County Hospital has been taken out of politics. The best physicians and specialists of the city serve on the hospital visiting staff. This gives the physicians a chance for public service, and likewise for the experience and prestige obtained by such service. Two interns are employed. The head of the training school and her assistant, with the preliminary instructor and the head of the night nurses are all graduates from some of the best training schools in the country. Hospital conditions are such now that the best sort of training can be given, and there should be no hesitancy in advising any girl, particularly high school graduates, capable of becoming nurses, to enter this hospital training school. During 1913 a larger number of persons than ever before—1174—were admitted to the County Hospital. Serious operations were performed on 149 persons. The cost of maintenance was remarkably low, too low for future good hospital service, if the experience of other well-managed County Hospitals is to be considered. However, this is partly explained by the fact that indigents are kept under the same management, the cost of whose care is naturally much less than for medical and surgical cases. The cost has been 61 1-10c per capita; \$1.25 per capita is held to be the minimum for an efficient County Hospital. The salary of the director is too low. He should be paid enough to be able to give all of his time to the work, excepting possibly for consultation practice.

The most serious criticism of the hospital at the present time is the fact that the city's poor must be lodged in the same build-

ing as the sick, a situation which is bad for both. Likewise, the tubercular must be lodged in the same building with the surgical and medical cases, another bad feature. Tuberculosis pavilions and cottages for the indigents should be built. The accommodations for the insane are unsatisfactory. Provisions for their treatment should be made the subject of a special study. These are the most pressing and immediate needs. Ninety per cent. of the cases now treated at the County Hospital are from the city rather than the county. A natural division of responsibilities requires that the city should do its part by erecting a modern and adequate hospital for contagious diseases. When tuberculosis cottages are provided there should be an increase in capacity to care for more patients than is now possible at the hospital. Separate cottages should be built for the treatment of incipient and advanced cases if the best results are to be attained. The cost of these cottages need be very little,—certainly no cause for delay. The care of the tubercular is one of the most pressing needs, and the first step in the campaign to reduce San Diego's enormous death rate from this disease. For the protection of the lives of residents, visiting nurses also should be provided, in order that those who can be treated properly in their homes may be left there, and those who can not be so left with safety may be taken to the hospital. A minor factor, but one of importance if the most dangerous cases are to be reached, is the changing of the name of the institution for such treatment from "County Hospital" to "Sea View Sanatorium," or some such equally appealing name.

No County Hospital can be most efficiently managed without a Social Service Department, with a trained worker to weed out such applicants as do not need hospital treatment, to supply the facts concerning the conditions causing the disease, and also to follow up the convalescents when they leave the hospital, in order that they may not again become sick, necessitating renewed costly hospital treatment. The Associated Charities does give some such service as this to the hospital when called upon but if the county had a trained investigator for this work as well as the care of indigents, with visiting nurses connected with the dispensary in the city such work could be most effectively done. A dispensary or out-patient department has been well equipped and started in the old jail building. Likewise, physicians visit the homes of the indigent sick. Visiting nurses could add much to the present efficiency of the medical service, and without doubt could actually save money by giving proper care, with the advice of the dispensary doctors, to people in their own homes. This at present seems not to be done because the county insists that the city should do this, and the city, in turn, insists that the county is responsible. San Diego is now in a position to avoid the bad conditions to be found in many other cities, i. e., several bodies of visiting nurses more or less duplicating each others' work, and employed by different agencies. All work of such nurses should be centralized from the dispensary, and under the management

of the director of the dispensary and hospital. This would prevent overlapping, expense, and lack of care for those who most need attention. Since the county and city will probably eventually be one, it does not seem impossible for them to unite in this public service. The county, for instance, might furnish the medical attention and supplies, and the city pay the nurses. If public funds are not available immediately for this purpose, some private organization should pay for nurses, until public funds are available. At present the dispensary gives an average daily service to nearly twenty persons, a good record for the length of time it has been established. Clinics for different kinds of treatment are given by physicians at different hours during the day. Many minor operations are performed on Saturdays for school children. A very great service is thus rendered to the city. It would seem practicable for the city and county to unite at this time in appointing a commission to plan a unification of the whole public hospital and dispensary system. Such a consolidation of interests has been effected in Cleveland.

Tuberculosis

In addition to the measures already mentioned against the spread of tuberculosis, there is in San Diego a society for the study and prevention of tuberculosis, which in spite of tremendous odds has offered help to persons afflicted with the disease. It deserves greater support and interest from the public. At present it maintains a small camp situated on the edge of the city. This camp, if properly supported financially could help much in relieving the County Hospital of real incipient cases, and in providing for convalescents by giving them the benefit of outdoor living when they are able to do much for themselves, but need some attention. Some dispensary service is rendered also, which, again, if properly supported, might be developed to a greater degree of usefulness. Either this should be done or such service should be transferred to the County Dispensary. The latter seems the better course. Such work, if successful, should be built up about the personality of certain doctors and nurses. Greater co-operation between this Society and the director of the County Hospital is urged for the mutual benefit of both. The work of this Society and that offered at the County Hospital are the only provisions made for tubercular persons within the reach of the working man and his family, or the small salaried person.

Infant Mortality

There is no infant hygiene work in San Diego at present, and this in face of the fact that last year eighty-five babies died before they were a year old, or a total of one hundred and thirty-five under five years of age. This is perhaps not large compared with the infant death rate in eastern industrial cities, but it is far too large for a city whose natural advantages and size should make ideal conditions for babies. It was impossible from the figures available to find what proportion of these deaths were from

preventable causes, but from figures at hand it is safe to say that at least half, probably more, could have been prevented if mothers had been taught the proper care of their children, and if there had been a safe milk supply. Visiting nurses, for teaching infant hygiene are one of the first necessities, if a reduction in the number of infant deaths is to be made. It might be possible to use a public school building in the congested district of the southwestern section of the city as an infant welfare and milk station for such nurses. This has been done with success in

INFANT MORTALITY

Eighty-five San Diego babies under one year of age died in 1913. Most of them should have lived.

Four Ways for the Health Department to Save Babies

- 1. By popular health education*
- 2. By advice to mothers*
- 3. By an infant welfare station with visiting nurses.*
- 4. By a pure milk supply.*

Shall We Prevent This Needless Tragedy Next Year?

other cities. There is, furthermore, a need for a free day nursery in San Diego, where working mothers can leave their babies in the care of trained nurses while away from home. There is one such private pay institution in the city but with limited capacity and doing its work under unsatisfactory conditions. Why should large sums of public money be paid for children as soon as they become of school age, when possibly irreparable injury has already been done them by lack of care and proper nutrition before they have reached that age? Why is it that in as rich a city as San Diego there is no money in the public treasury for dying babies? I am told that when San Diego was a small town the people were up in arms whenever a baby died, and demanded to know the reason for such an unusual occurrence. Now that the town has grown to a city, people have forgotten to ask why their neighbors' babies are dying, and have forgotten to offer neighborly assistance to mothers to prevent such catastrophes.

Brief Summary of Recommendations

Extension of the sewer system and change in method of sewage disposal. Proper refuse and garbage collection and disposal. Appointment of visiting nurses, which shall include special baby welfare, tuberculosis and general nurses. A plan for uniting city and county public hospital and dispensary work. The passing of city ordinances providing a pure milk supply. A full time health officer. Further investigation of housing with a view toward supplying sanitary small houses.

PUBLIC EDUCATION

Public Schools

The school situation in San Diego is unique in that there are within the city limits, a variety of types of public schools. There is the purely rural ungraded school, with few pupils, typical of the country community, and usually under the jurisdiction of a county superintendent; there is also the suburban graded school of two or more rooms, typical of the small town or village community having a population of from one to over five thousand; again there is the small grammar school of all grades, typical of the city with a population of from ten to thirty thousand; finally there are the over-crowded city schools, typical of the city of more than fifty thousand inhabitants. These conditions complicate the administration of educational affairs which are entrusted to a board of five members elected for a four year term. The present Board is making an effort to look upon the Superintend-

The Grant Open Air Public School. An Admirable Type of Building Suited to the Climate.

ent as an expert who shall be solely responsible for the educational administration. Until this is in reality the attitude of the Board toward the Superintendent, San Diego's schools must remain more or less an asset of the politicians, and the responsibility for giving value received in the school system continue to be shifted between the Board and the Superintendent in the public mind. In some cities, the Board of Education is an unsalaried, appointive body, and for this reason, less in politics.

Along with San Diego's rapid growth in population, the school enrollment has increased tremendously, thus making it very difficult to provide sufficient school rooms and teachers. Strenuous efforts have resulted in a progressive system built up in the face of great obstacles. There are too many pupils per teacher and overcrowded rooms and buildings, but the situation is being met as fast as possible. With heavy demands upon the building fund careful consideration must be given to the type of building to be constructed. It is pointed out that the new Washington school accomodating 750 pupils was built at a per capita cost of \$130 for plant alone; the Grant, accomodating 200, at a per capita cost of \$95. The former has an expensive ventilating and heating plant and the latter is an open-air building admirably suited to the climate.

The High School

The High School has recently opened technical departments giving courses in the mechanical arts and home economics. It is stated that 30 per cent. of all the pupils take work in the well established commercial department and nearly all find local positions, many before graduating. The work of the technical departments simply furnishes opportunity for finding vocational aptitudes. Vocational guidance is not attempted, although 42 per cent. of the boys work outside of school hours from four to forty hours per week, and many girls earn their way also. The High School plant cost a half-million dollars and is in operation two-thirds of the working days of the year for seven hours per day. Consequently, it is idle about half the time. Since not more than 50 per cent. of the students entering the Freshman Class graduate, it is clear that the community is not receiving a fair return, in terms of efficiently trained youth, for its investment. In other words, the High School does not function in proportion to its equipment.

Physical Training

The physical training department seems to be well administered on the formal side, but the feature of folk dancing and plays and games involving much free movement needs far more emphasis. In general, a way should be devised to secure larger playgrounds and more apparatus for the schools. Even under present conditions, however, co-operation between the Board of Playground Commissioners and the schools would mean money saved and a larger good to the districts served by each organization. For example, the school yards might be enlarged and used as public play grounds under the control of the Commission, after school hours, while the school buildings could be used as field houses.

Dropping Out and Truancy

A system of semi-annual promotion goes far toward preventing the usual loss of time to pupils obliged to repeat work. By this

means a child loses but half a year, and the city saves money. A still further saving might be effected if there were an all-year school divided into four quarters. This system has been adopted in Cleveland. The over-age child in all grades should be studied to determine the cause of his weakness. Such a study would be valuable in the solution of the foreign-child problem. The Mexican children are found principally in the crowded down-town schools and are not only irregular in their attendance but drop out soon after reaching the age of twelve. In most cities the numbers dropping out between the fourth and seventh grades are sufficient to cause alarm. There is no data for determining the number of children dropping out of the grades in San Diego, nor for showing the relation between the children of school age in the district and those actually in school. Also there is no organized follow-up system of children transferred to other schools within the city or elsewhere. This may account for some of the children found during this Survey who are neither in school nor at work. The fact that "this is a tourist town" is an inadequate and unscientific reason, for there is too large a number of idle youth observable at least in the crowded districts. There is apparently a discrepancy between the number of working permits issued and the number of children at work about the city. The record shows 43 permits issued, during the present school year, 32 of which are held by children who have not completed the eighth grade. The attendance officer reports practically no truancy in the city, but there are children on the street and at work during school hours and even those who have never been at school at all. A census of all children of school age in the city, and a systematic check on the children transferring and dropping out would help to determine the situation exactly. There are no night schools nor continuation classes for young people in employment. In two stores there are continuation classes. The Y. M. C. A. has a small enrollment in a commercial and a drawing class. The Y. W. C. A. offers class work in domestic science, sewing, millinery, etc. However, this at best is limited to a comparatively small number. A few classes exist in Missions and the Free Industrial School, for teaching English to foreigners. However, all of these together do not reach the great number that could be reached by the public schools. In offering such opportunities, the school plants could find a legitimate use.

In conclusion, it may fairly be said that the school system appears well organized and the progressive element concerned in its administration seems to be moving along lines that make for constructive progress. But with equal justice, a few of the more obvious needs of San Diego's schools may be shown as the result of this brief survey, in the following summary.

More open-air school buildings of the type of the Grant and Jefferson, which should embody the idea typified in the new Francis Parker School, a private institution, of a minimum expense for the building itself, with the standard amount of light

and air, hygienic seating, sanitary plumbing, and convenient and modern equipment for every phase of school work.

The acquisition of more playground space around the various buildings and their use outside of school hours under proper supervision, in co-operation with the Board of Playground Commissioners.

Reorganization of the over-crowded schools so that each teacher may have no more pupils than she can properly handle. This result might be gained by an adaptation of the so-called Gary plan—giving pupils lockers instead of desks; having special teachers of music, drawing, etc., assigned permanently to one building; and arranging a daily program which would require some groups to do all of their special work in the morning, and their academic work in the afternoon and vice versa. The adoption of some such plan would keep the whole plant in full operation. There would be no idle space within or without at any hour of any day. It would require more teachers but would relieve the congestion now existing in too many of the buildings.

Improvement in meeting the needs of the over-age, non-English speaking child. This means not only teaching him to read intelligently, but to interpret the life around him as a means toward making him a good citizen.

Some form of continuation classes for children working on temporary working certificates and for those who have completed the eighth grade and find the High School courses not adapted to their needs.

A vocational purpose to a part or all of the technical work in the High School. The basis for such re-organization would be found in the results of a vocational survey of the city and county, showing: (a) what vocational opportunities are open to students leaving school before graduation as well as to graduates. (b) what opportunities for advancement each vocation offers. (c) what are the futureless occupations, (d) what are the health conditions of each occupation.

The department of public instruction should include a Vocational Guidance Bureau: (a) to instruct parents and pupils regarding the desirability of various occupations, (b) to determine the natural abilities which are required in each occupation, (c) to determine the training necessary or desirable before entering each vocation, (d) to bring together the employer who has a position to offer and the boy or girl who is fitted for the position.

There should be more school doctors and graduate nurses. The present medical inspection of 10,000 children is made by one physician and two nurses, one graduate and one practical. It is perfectly clear that good as the plan may be, the force for carrying it into effect is inadequate.

Further recommendations are: more kindergartens; more free play and folk dancing; abolishment of the roller towel, (paper towels should be supplied); a trial of the all-year school plan;

special attention to the care of chronic truants and delinquent children, (the present "coaching rooms" do not meet the need for the training of so-called incorrigibles, and children somewhat mentally deficient); wider use of the school plant as civic centers and for night schools for foreigners; development of Parent-Teacher Associations; finally, an intensive survey of the whole educational field by disinterested experts outside the school system.

Public Library

The city has an \$80,000 Carnegie Library, centrally located. By referendum vote, a minimum of four mills from the city tax funds are set aside for library expenses. Last year, \$24,000.00 was spent for this purpose. The library has outgrown its present quarters and does not render adequate service. Moreover, sub-stations are needed in the home districts. At present, four public schools have from 25 to 50 books from the public library, and these are distributed by teachers. Residents in one school neighborhood contributed out of their own pockets toward building small quarters on the school grounds, to be occupied as a library sub-station. An assistant whose salary will be paid out of the library fund is to be placed in charge. At the suburb of La Jolla a branch library is maintained with an assistant in charge. Such facilities as are now offered do not meet the needs of home sections of the city which are not served conveniently at the main library building. The library itself, should provide sufficient sub-stations with assistants in charge who shall not only adequately supply the needs of the reading public, in different sections of the city, but also shall be capable of awakening a wider demand for public library books.

RECREATION

San Diego offers exceptionally varied and extensive natural advantages for recreation, with its land-locked harbor, beaches, back country, and near-by mountains. The climate is temperate throughout the year and there is a low rainfall; these two factors especially making for an ideal out-of-door country. In addition, the city has most unique opportunities for developing public recreational facilities through its ownership of large tracts of pueblo lands adjoining the settled portions of the city. Balboa Park, the city's main public park, comprising 1400 acres, and reached in a fifteen minute walk from the down town section of the city, offers splendid possibilities for recreational development.

The city has begun to realize upon these opportunities through its Municipal Board of Playground Commissioners and Playground Association. This commission already has in operation, the Rose Park Playground, located on an entire city block at Eleventh and I streets, with an area of one and two-fifths acres. The grounds are well equipped with play apparatus and super-

Adults as Well as Children Need Public Recreation Places. Mexicans Playing Game Resembling Quoits on Vacant Lot in Crowded Section of City.

vised by men and women directors. They are open every afternoon and evening with a daily attendance of about 160. Boys' and girls' clubs meet regularly here, with the organization of boy scouts and camp fire girls as special features. In addition, the Playground Commission has been given 50 acres in Balboa

Park; 10 acres of this will be developed, to be known as Golden Hill Playground. A field house already has been erected with an assembly room accomodating about 300. This building is open for evening work and is used by organizations of adults as well as children, for dancing and club meetings. About two acres of land have already been graded for the University Heights Playground, apparatus has been provided, and the playground is ready for occupancy.

School house grounds are used to some extent by school children as play spaces. These are equipped with a limited amount of apparatus as baskets for basket ball courts, swings and see-saws. They are used at recess time and during noon hours, generally under supervision of teachers. A fine opportunity is offered especially at the newer schools where there is considerable play space, to make more extended use of the grounds outside of school hours, under regular supervision, possibly under direction of the Board of Playground Commissioners. No general attempt is made at present to use the school buildings as evening recreational centers for the organizations of boys' or girls' clubs. Nor has provision been made for evening entertainment as dancing under proper supervision, for the young people of a particular neighborhood. There is a single exception to this. At one public school a regular Friday night dance for students and friends is now held. Such use of the schools as recreational centers and social centers as well, that is, for the use of such organizations as the various neighborhood Improvement Clubs, might well be placed in charge of a special director of school centers. This is done at present in other cities. The duties of the director would be not only to supply the demand for, but create interest in, healthful and wholesome forms of amusement, which would cater to the needs of each locality. In this way, the less wholesome influence of down-town commercialized amusement places would be successfully counteracted.

Public Baths

The city has no free baths or bath houses excepting the extremely limited accomodations at the field houses at Rose Park and Golden Hill Playgrounds. This, in spite of the fact that there is a splendid stretch of bay front along the city tide-lands, with special natural facilities for safe, all-the-year bathing. Already application has been made to the City Council by the Board of Playground Commissioners for two blocks of city tide-lands to be used for bathing purposes. A single important drawback, to this use of the water front for public bathing facilities, is the fact that at present the waters of the bay are polluted by the city's sewage. The "harbor is nothing but a cesspool" was the statement of a person in authority. It is evident that a proper disposal of the city's sewage should be made immediately. The popularity of the San Diego Rowing Club, the admission fee for which is prohibitive to the ordinary wage earner, indicates a possible future undertaking for the city in renting row boats at a small fee. It is unfortunate that the main amusement resort,

the Coney Island of the city, at Ocean Beach, can only be reached by payment of 25c for the round trip, a rather prohibitive price for a considerable number of amusement seekers.

Saloons

San Diego has 55 saloons, or one for every 1400 inhabitants. This ratio upholds the reputation of Southern California as a comparatively "dry" section of the state. It is stated on good authority that the laws prohibiting serving liquor to minors or allowing them to remain in saloons are strictly enforced. No liquor is served at the few public dance halls in the city, and no saloons are run directly in connection with the dance halls. However, at one dance hall at least, return checks are given at the door and an opportunity is thus offered patrons to frequent saloons in the neighborhood between dances. One public dance hall at least, is under suspicion as the resort of prostitutes. Minors under 16 are forbidden by ordinance to remain in pool and billiard rooms unaccompanied by parents or guardians. Boys and young men frequent these places and the attendance is particularly heavy on Sunday afternoons. The influence of such places is bad.

Movies

Regulation of moving picture shows is a question of special importance both because of the low price of admission, and their popularity with children as well as adults. The city has at present a total of 17 "movies" with a seating capacity of about 8800. There is no public censorship board, such as those in operation in the larger cities of the country, to exclude vulgar or vicious pictures. The only remedy at present is police interference on complaint of citizens. This has not been found satisfactory in other cities. There is no ordinance as in other cities prohibiting the attendance of a minor under a certain age unaccompanied by a parent or guardian. Safety protection for patrons at moving picture shows is looked after by the building department. Certain conditions, however, exist which are not altogether satisfactory. For example, in one picture house, there is a wooden wall between the auditorium and the adjoining building which is used as a place of emergency exit. This is apparently in violation of the law. Another picture house has had an emergency exit opening into the kitchen of a dairy lunch—not an ideal arrangement. Additional instances of undue carelessness in the matter of fire protection could be cited. The operators' booths need close inspection, both to provide healthful work conditions for the machine operators, and to guard against the not infrequent fires which catch from the films. Picture houses should not be kept in comparative darkness. The pictures are improved if presented in a fairly well lighted room, and improper conduct on the part of men patrons toward women and girls is thus prevented.

The need for additional public recreational facilities in the city is immediate and pressing. Such facilities are required for

both adults and juveniles, especially for the latter. Although the Y. M. C. A. has a growing boys' club organization, and the Y. W. C. A. provides recreation for women and young girls, neither agency can begin to meet the entire needs of the city. Both of these agencies require a membership fee, are religious in character, and do not reach the poorest in the community. The Free Industrial School is located in the district where boys' and girls' club work is much needed, but at present it does not meet the existing need because there is a lack of volunteer workers and the present management is unable to handle the situation. Last summer in one locality, seventy boys were brought together for an evening's entertainment, with but little effort, by a boys' club organizer temporarily at work. There is no agency in that particular locality which adequately meets the needs for boys' club organizations. In several sections of the city, boys' gangs now flourish. Such gangs seek their amusement on the city water front where influences are bad, or have their camps in the canyons revelling in indecent stories, cigarette smoking, and crap shooting. The city through its Board of Playground Commissioners, and its school centers yet to be established, must meet this need for wholesome recreation. Otherwise, the community's children must be left to the tender mercies of the commercial amusement places such as the public dance hall, with their questionable influence for good and frequently most certain influence for evil.

DELINQUENCY

The police department of San Diego numbers 90 men, or in the proportion of one to about 900 inhabitants. San Diego compares favorably with Eastern cities in this respect, the general standard in the East being one officer to each thousand inhabitants.

About a year ago, the police department gave commercialized vice a telling blow when they closed the restricted, or "Stingaree" district, and drove the women and their male companions who were profiting from vice, from town. A number of the close packed cribs in which the women plied their trade were torn down. Since then the police have maintained this policy, directed against the segregation of vice and its implied sanction under the law. At present certain hotels and a number of rooming houses are under suspicion as the resort of prostitutes, and the men who trade with them. Only a thorough investigation will reveal present conditions in the city.

County Jail

The new county jail is a model of its kind and efficiently managed. The worst feature of the jail is that its inmates are kept in idleness, except for a few trustees, who do the necessary work of cleaning up. A chain gang from the jail formerly worked on the outside, but this practice was discontinued, it is understood, because of the citizens' protests against parading the men before the public. This is a short-sighted policy. Effort should be made to put the "honor" men at least at work at county road building. This is being attempted in one other county in this state, to the writer's knowledge, and is becoming more and more the practice in the Middle West. The men serve an average sentence of six months. No reading matter is provided them excepting magazines. In New York State, the state prison association provides libraries in the different prisons.

At the city lock-up, six men were confined at the time of the writer's visit, who had been sentenced for minor offenses and for short terms, in the city police court. They "asked to be kept at the lock-up instead of at the county jail because they can get more privileges." These men were being kept in idleness excepting for the work of cleaning up about the lock-up. One or possibly two men would be sufficient for such work. The remainder should be transferred to the county jail.

Juvenile Court

The judge of the Juvenile Court hears all cases of girl delinquents in his private chambers. Hearings of boy delinquents are held in a large court room in the county court house, and court proceedings are carried on in an informal manner. The boys' cases might better be held, as are the girls,' in a small

private room, with an adjoining room for delinquents and witnesses while awaiting their turn. Thus the idle public would be excluded as spectators and the proceedings would be kept entirely free from the atmosphere of the court room. It is not necessary for the judge to impress the boy or girl with the dignity of the court so much as to put himself on immediate confidential terms with his young charges. In the County Juvenile court, there are three paid probation officers, two women and one man. The time of one woman probation officer, however, is taken up entirely by office work. There is no volunteer system of probation officers, although a Big-Brother movement has been instituted recently. In addition to caring for juvenile probationers, and investigating cases at trial, the man probation officer and single woman officer, available for probation work, also care for adults released on probation. Each officer attempts to care for about 150 probationers, which is a task beyond reason. In the New York City Juvenile Court only about 40 probationers are assigned to a single probation officer. In San Diego, if an office clerk were engaged at a salary of \$75.00 a month, the woman probation officer now receiving \$100.00 a month, and kept entirely at office work, could be transferred to do actual probation work. The present situation is relieved to some extent, however, by the work accomplished through the recently informally established Juvenile Bureau of the Police Department. This bureau handles children's cases coming to the attention of the Department and co-operates to some extent with the County Juvenile Probation officers. The bureau is operated by a specially appointed woman police officer, and two policemen. It is fortunate perhaps, that while the county probation officers are carrying too heavy a burden of work, the city's police department is kindly disposed toward juvenile offenders, that it gives them "another chance" and places them under an informal probation through its Children's Bureau. However, the police department of San Diego, or of any other city, have too much of the odor of repression and punishment to make such influence really beneficial. Efficient juvenile probation work for the whole city demands a more unified system than this, if only for the purpose of keeping accurate records of the city's child delinquents. Such divided responsibility in handling juveniles can only result in confusion and inefficiency and establishes a dangerous precedent. Both the city and county probation work should be carried on under a single head, the county probation office. In this way, the evident intent of the state juvenile court law would be carried out. A word should be said regarding the sensational printing by the newspapers of details regarding so-called juvenile crime, such details including the names and pictures of the offenders. In some cities the newspapers have agreed among themselves to exclude such stories for the good of the children as well as the community. San Diego's daily papers might well profit by this example.

In the city police court, and in the other two justice courts, it is customary for the judge to release adults convicted of minor offenses on an informal probation. An investigation should be made to determine the need for a paid probation officer's services for adults in these courts. This investigation should show also how far adult probation is employed in the county courts and the need for supplementing the present work of the County Juvenile Court officers in this respect. Adult probation is quite as much needed as juvenile probation if the criminal laws are to be tempered with practical efforts at reforming the offender.

County Detention Home

The County Detention Home is by no means a credit to the city and county. Thirty children have been crowded into accommodations for eighteen. At times two boys are obliged to sleep in one small room. The girls must go to their rooms in the evening as they have no common sitting room. Both girls and boys have sleeping accommodations under the same roof. Its name is misleading since not only are children kept here awaiting trial, but for some length of time as in any home for children. It does not "detain," as it has no provision for caring for the boys or girls who are runaways and who must be kept safely while awaiting trial. It is not surprising then that children under sixteen are held occasionally for safe keeping in the city lock-up and county jail. It is understood that they are kept from older prisoners, it is true, in both places, but if the county jail is crowded, this is difficult to accomplish. Quarters for a detention home should be obtained in the neighborhood of the County Court House, and not twenty-five minutes ride from the center of the city as is the case with the present detention home. Provision should be made for safely guarding children while awaiting trial. To illustrate the present lack of method in providing for juveniles and the need for public institutional care, the following instance may be cited. A dependent child, a girl 15 years of age, was referred to the County Probation Office. Until this child could be sent East to relatives she was kept successively at the Door of Hope, a small private institution for young delinquent women, at the Detention Home, at the County Hospital, and at the County Jail.

It is recommended that present institutional methods of caring for juveniles in San Diego be examined to find out whether there is not an immediate need for a training school for boys and girls, preferably on the Farm Colony plan, such a home to be located on the city's pueblo lands. The building by the county of a new and larger home for children upon this plan would seem the logical step to take. As already suggested, additional probation officers are much needed, and there should be a detention home for children awaiting trial, to be located in the vicinity of the County Court House.

INDUSTRIAL CONDITIONS—FOREIGN POPULATION

In the U. S. Census for 1910, about three per cent. of San Diego's population or 1071 were classed as wage earners. This was on the basis of a total population of over 39,000. This percentage is a little below the average for eight other of the largest cities of California. On a basis of 80,000 population the city at present has possibly a working population of 12,000. This includes, in addition to those classed distinctly as wage earners, all workers in the building trades, mercantile establishments, on street cars, etc. Organized labor claims a total of 5,000 union men. This is probably too high a figure at the present time of industrial depression. The State Bureau of Labor for 1911-1912 gives 3,702 employees in a total of 187 manufacturing, wholesale and retail establishments of the city. This number is exclusive for the most part of workers in the building trades. Of this total 29 per cent were women. The following establishments employed a total of over 150 persons, as follows: Lumber and milling, 269; restaurants, 329; slaughtering and meat packing, 209; clothing, retail, 349; department stores, 216; laundries, 316.

Hours of Work and Wages of Males

Of the above total working population, 29 per cent. worked eight hours or less, 46 per cent. worked nine hours, 24 per cent. worked ten hours. About 15 per cent. received \$12.00 or under per week. The remainder received over \$12.00 per week. Rates for organized labor were quoted as follows in the State Bureau of Labor report: Carpenters, 50 cents an hour for forty-four hour week; compositors, job and newspaper, \$4.00 to \$5.00 for an eight hour day; bakers and confectioners, \$18.00 to \$25.00 for a fifty-six hour week; bartenders, \$20.00 to \$25.00 for a sixty hour week; barbers, average \$16.00 for a sixty-seven hour week. From other sources it was learned that the contractor's price for unskilled labor is at present a minimum of \$2.00 for a nine hour day.

Women and Girl Employees

According to the State Bureau of Labor report, 1076 women were employed in manufacturing, wholesale and retail establishments. Establishments employing over 85 women and girls have the following number of employees: Clothing, retail, 166; department stores, 148; restaurants, 86; laundries, 204. Women and girls are employed in seasonal industries at fish packing and in olive works. Under the state law women and girls are given an eight hour day. If we assume \$9.00 as the lowest living wage to be paid for women and girl employees on the rather incomplete figures given later in this investigation, and taken as the basis of the minimum cost of living, we find from the State Bureau of Labor report that 50 per cent. received \$9.00 or over. This is less than the percentage for the entire state, which is 60

per cent. Forty-one per cent. received \$6.00 to \$9.00, 8 per cent. received less than \$6.00. The percentage of those earning under \$9.00 runs as follows, in the principal establishments already given: Laundries, 66 per cent.; clothing, retail, 20 per cent.; department stores, 64 per cent.; restaurants, 61 per cent.; confectionery, 65 per cent. In other words, over 60 per cent. of the women and girl employees of the respective totals for laundries, department stores, restaurants and confectionery establishments received less than \$9.00 per week.

From the Woman and Child Labor Exhibit made in the city in August, 1912, the following figures are given regarding cost of living, per week, for working women in San Diego: Room rent \$2; meals 60 cents a day, \$4.20; total \$6.20. Additional items are Expense for clothing, laundry, recreation, sickness, and incidentals. According to this exhibit, 90 out of 163 working women and girls reported were wholly dependent on wages. At Unity House, an unsectarian home for working women and girls, from 8 to 16 girls are accommodated for \$3.50 a week, board and room. For from \$3.50 to \$5.00 a week the King's Daughters' Home, the same class of institution, accommodates 20 girls. The Y. W. C. A. also has accommodations for working girls. The above figures taken from the State Bureau of Labor report and the Woman and Child Labor Exhibit, illustrate fairly accurately, it is believed, present conditions. This is borne out by the testimony of well-informed persons interviewed at the present time. From the limited data at hand, nine dollars is apparently the lowest living wage for working girls in this city.

Child Labor

From the State Bureau of Labor report of 1911-12, 171 minors under 18 years of age were at work in manufacturing, wholesale and retail establishments. Working permits may now be issued by school authorities to minors between the ages of 12 and 15, under certain conditions. While it is understood to be the policy of the school authorities to issue such permits in but few cases, the law as it stands does not come up to the standard set by the National Child Labor Committee for the whole country. This standard excludes children under 14 years from "ordinary gainful occupations." It is estimated that there are 400 newsboys in San Diego, but there is no state law regulating street trades other than that boys shall not be at work between 10:00 p. m. and 5:00 a. m. The National Child Labor Committee recommends that boys under 16 shall not be permitted to work at street trades between 8:00 p. m. and 6:00 a. m. Messenger boys number about 25. It is stated on good authority that "they are acquainted with almost every apartment that is questionable in San Diego." According to the state law, no minors are to be sent as messengers to houses of prostitution, or other questionable resorts. The small private messenger companies are said to offend in this regard rather than the well established companies.

To summarize industrial conditions in San Diego, especially as they relate to state laws, established for the protection of work-

ing men, women and children, we find the following: Women workers are protected by a law limiting their working hours to eight per day; a Workmen's Compensation law; men and women workers are protected by law against fraud at the hands of private employment agencies, (a movement is now on foot to establish a free municipal employment agency); the work of minors under 18 is limited to eight hours per day; minors under 16 are not permitted to work between 10:00 p. m. and 5:00 a. m. Much better results have been obtained in the enforcement of these laws since the recent opening of a branch office of the State Bureau of Labor in the city, and the appointment of a special agent to cover San Diego and neighboring territory. The state minimum wage commission is now at work making an investigation which, it is hoped, will serve as a basis for establishing a minimum wage for women workers.

Needs of the community to be relieved further by state legislation may be summarized as follows: There are no adequate state factory inspection laws; minors under 14 should not be granted working permits; street trades should be regulated; minors under 16 should not be allowed to work between the hours of 8:00 p. m. and 6:00 a. m.; newsboys should be issued badges. Further legislation or a more strict enforcement of existing laws is needed to check the apparently extensive operations of loan sharks, or money lenders, at exorbitant rates of interest, fattening on the needs of the small salaried man or the working man and demanding from 100 to over 200 per cent. interest as a yearly rate. The legal rate of interest in California is 24 per cent. A Provident Loan Association, or similar institutions such as operate in Eastern cities, should be established to meet the real needs of small borrowers.

Foreign Population

Of the city's population, according to the United States Census of 1910, 18 per cent. were foreign born whites, 21 per cent. of foreign or mixed parentage, 57 per cent. of native parentage. Of California's seven largest cities, San Diego has, next to Pasadena, the largest native population and the lowest percentage of persons of foreign or mixed parentage and of foreign born whites. Of the foreign born population in 1910 about 4000 were Northern Europeans. Other foreign born were: Mexicans 1222, Italians 331, Austrians 182, Greeks 68, Chinese and Japanese a total of 507. Unless there is a considerable development of the others 516. Unless there is a considerable development of the present limited industrial opportunities in the community, the city cannot well become an important point for the landing of immigrants on the coast. However, a development of the back country about San Diego, and the establishment of railroad connections with Imperial Valley and Southern Arizona, the latter already a definite undertaking, may make San Diego an immigrant station of importance. On the present basis of prices for land in this part of the state, only immigrants with considerable savings could be attracted for the purpose of purchasing inde-

pendent holdings. A government immigrant receiving station will be located on the city's new municipal pier. It is suggested that a trained nurse be appointed by the immigration authorities, to care for immigrants detained for medical inspection, especially women. If this were done, serious evils now found at some of the older immigrant stations could be avoided at the start. A private home for immigrant women and girls has been opened recently, to meet future needs.

Mexicans

The Mexicans both foreign and native-born number at present from three to four thousand. About them center the most definite problems in the social life of the community, such as overcrowding and unsanitary home conditions. These problems are focused about this nationality not only by reason of their number, but because a considerable proportion are a stable element in the community, centered about family groups. About one-quarter are located in the neighborhood of Rose Park playground in the southeastern section of the city—the district where crowding in cottages, shacks and tenements is at its worst. Others are scattered along the water front and the more prosperous may be found in different sections of the city. It is said that there are but few Mexicans in the skilled trades as carpenters, masons, etc. For the most part they work with pick and shovel for the gas company, street railway, and on water works, or for general contractors at a minimum wage of \$2.00 a day. Other Mexicans are employed as teamsters. Mexican boys who are educated in the city schools, as a rule do not obtain employment in mercantile establishments. Mexican girls are found in the laundries, cracker factories, olive works, and fish canning industry. As a class, the Mexicans in San Diego are said to offer more promising material from which to develop good citizens than those of the same nationality who enter the country through El Paso, Texas, a principal immigration point. At present two small Protestant Missions are working among the Mexicans, the Baptist and Presbyterian. The main social agency, however, which reaches them upon a community basis, outside of the public schools, and the Catholic Church, is the Rose Park playground. With a small day wage restricted for the most part to intermittent manual labor, with the large families and low standards of living of the Mexicans, it becomes the special duty of the city's social agencies to afford all possible opportunities for development for this nationality and especially for the children, on a basis of proper American standards. An important agency for accomplishing this purpose might well be a Social Settlement established possibly in the neighborhood of the Rose Park playground. Such a settlement could interpret the needs of this section to the community as a whole, and join as well in a movement shaping itself toward a definite social program for the city.

CAUSES OF DEPENDENCY
AS SHOWN BY TWO YEARS RECORDS OF
ASSOCIATED CHARITIES

MANY OF THESE CAUSES ARE REMOVABLE
THROUGH COOPERATIVE EFFORT

BETTERMENT AGENCIES

The question has been asked by persons otherwise intelligently informed, "Are there any poor in San Diego?" Visit the homes of the poor in the more crowded sections of the city or read the stories of distress resulting from sickness and unemployment which are on file at the Associated Charities. The answer must be decidedly in the affirmative. Various agencies and institutions are at work in San Diego to help in relieving such distress. A list of agencies has been prepared and will be found at the end of this report. No attempt has been made in the following statement to give an account of the work of even the more prominent charitable agencies in the city. Those mentioned serve rather as guiding points in outlining the city's charitable growth and needs.

A brief review of the charity situation in San Diego brings to light the following facts. The city's poor, now receiving indoor relief from the county, are provided for at the County Hospital. This situation should be remedied at once by housing the poor in separate quarters. The county supervisors for the city, three in number, are the main agency dispensing material relief to the poor in their homes. This relief is usually in the form of groceries. In supplies, alone, \$13,000 was given during the last fiscal year of the Board, the larger share of this amount going to residents of the city rather than of the county. This public money the Board spent in the press of other duties, without adequate means for investigating the circumstances of families or individuals receiving aid. Nor were they able to do constructive work in upbuilding the individuals or families assisted, by established methods of organized charity. The Supervisors, however, have taken a step in the right direction by instituting a card catalog record of persons receiving relief in their homes. One Supervisor at present refers cases for relief to the Associated Charities for investigation. This is but a step in the right direction. The Supervisors should appoint a trained investigator to investigate the circumstances of families assisted and aid as far as possible in a constructive effort to place the family upon a self-supporting basis. This is the method followed by San Francisco's County Supervisors. The services of such an investigator could be secured probably without actual increase in the total amount now spent in relief. Moreover, the county board's investigator could assist physicians at the County Hospital by weeding out cases which do not call for hospital treatment or for which other and better arrangements could be provided in the home. This service the Associated Charities now gives, to a considerable extent, and whenever called upon. In San Francisco, where the county employs an investigator for all such work, the community has bene-

fited by improved service to those assisted, in time saved to county officials and, according to the report of the county officials, by an actual saving of funds.

San Diego has a number of small private agencies which give occasional relief to the poor, such as the Ladies' Hebrew Aid Society, the St. Vincent De Paul Society, both types of well known organizations of other cities, the various missions, churches, and benevolent and fraternal organizations. A thorough investigation of the results accomplished by these agencies would show probably that they are working at cross-purposes with one another, and with the County Board of Supervisors. Such at least has been the condition of affairs in other cities farther advanced than San Diego in methods of relief giving. An Associated Charities in any city is organized for the purpose of preventing this lack of system, or possible overlapping of charitable efforts in aiding the poor. A main purpose of this Society is to act as a clearing house among the community's different charitable agencies, giving out information regarding individuals or families aided. Moreover, it opposes relief giving in the form of doles merely, and instead makes a constructive effort to place the individual or family back upon a self-supporting basis. This it endeavors to do not only by relief giving but by the continued personal service of its workers based upon intimate knowledge of the family's needs and resources. A third function of an Associated Charities is the studying of conditions in a community which cause poverty and distress and as far as possible, the remedying of such conditions through a definite social program.

What has the Associated Charities of San Diego accomplished, if we measure its activities according to the standards set by similar associations in other cities? Although it employs a woman worker, well trained in methods of organized charity, the society has been badly handicapped for lack of funds. On two occasions, it has not been able to publish a yearly report for lack of money. At times the society has been behind in the payment of salaries to its woman worker, her temporary assistant, and the small office force. Apparently, the community has failed to grasp properly the main principles upon which the work of an Associated Charities is based, and has responded but slowly in giving it adequate financial and moral support. Credit is due, however, for what the Society has accomplished under such adverse conditions. To illustrate, it acts as a clearing house in giving to the smaller private relief-giving agencies, information regarding needy families, and stands ready to co-operate more fully in an exchange of such information. It regularly investigates cases for relief referred to it by one of the County Supervisors. It investigates the circumstances of individuals requesting admittance at the County Hospital. The Society's own fund for relief giving has been of necessity small. However, it has expended a total of \$350.00 given on two occasions by the city council for the relief of the unemployed. It has handled the relief funds of certain fraternal organizations on special occasions, and it dis-

tributes shoes and clothing given regularly by the school children at Thanksgiving time. As for the Society's remaining function of investigating the causes of poverty, and working toward their removal, facts have been obtained in records of families relieved, but no program has been outlined for the removal of these causes.

The Children's Home, a private institution, accommodating about 100 children, is excellent both in equipment and management. It is a pleasure to visit such an institution where the children escape the ordinary institutional stamp and are afforded some near substitute for home life. In spite of the good work done by such an institution, it is nevertheless true that a child placed in a private family under proper conditions and with the necessary supervision, is better off than in an institution however home-like. Unless the co-operation of private child-placing societies now operating in San Francisco and Los Angeles can be secured in San Diego, the city's charitable agencies themselves must face the problem. In order to meet the question squarely as to the superior value of child placing in private homes over institutional care, a careful investigation should be made of the circumstances of children now in the city's institutions—especially of those children supported by state and county funds. Such an investigation would cover the Children's Home, the Helping Hand Home, the County Detention Home and any other private homes in the city where children are regularly kept for pay. Similar investigations in other communities have shown what is probably true of San Diego, that if the money now spent in giving the child institutional care by state or county were given in certain cases to the mother and added possibly to her small earnings, the child would be better off with the mother than in an institution as a public charge. Such a readjustment might even lead to an actual saving of money for the tax-payer and with better results secured for the child. This investigation into the institutional care of children should discover also how far the state and county aid now given for the support of children in institutions and in their own homes as well, is adequate according to approved standards of relief giving. While the County Supervisors in San Diego give willingly to institutions for the support of children, these officials, we are informed, are not accustomed to the idea of giving relief to the mother or responsible relative sufficient to provide comfortably for the child outside of an institution. There is no public central registration of all dependent children in San Diego. The Juvenile Court offers machinery for such registration and should do this work.

Before the whole problem of relief giving and of charitable assistance to families in their homes can be solved in a measure, by local charitable societies, both state and county must provide increased accommodations in institutions for the tuberculous, inebriates, insane and feeble-minded.

Mention should be made of the Helping Hand Home, a small private institution for men, women and children, conducted to

some extent on a pay basis. It is supported in part by county funds paid for children kept at the Home. The physical care of the inmates is not up to the best practical standards. For example, sleeping accommodations are provided for ten persons in the basement of this Home under conditions which are contrary to ordinary standards of cleanliness and sanitation.

San Diego is making an attempt to aid unemployed men, with profit to the community, through an enterprise probably unique among American cities. The city maintains a camp on its extensive pueblo lands throughout the year where from 20 to 25 men are accommodated for ten days each. The men work at tree planting and land clearing, and receive 50 cents a day, board and lodging for their services.

The following is a summary of the present charitable needs of the city: Separate quarters should be provided for the indigent poor now kept at the County Hospital; adequate support should be given by the community to the work of the Associated Charities; a trained investigator should be employed by the County Board of Supervisors; an investigation should be made of the need for care of dependent children in families rather than in institutions.

CIVIC IMPROVEMENT

The physical arrangement and appearance of the city mark the confines of this subject. San Diego already has a valuable

Vacant Lot Cultivation.

Vacant Lot as a Dumping Ground. City's Refuse Disposal Left to a Private Contractor.

contribution in John Nolan's report on city planning. Citizens, however, as a whole, have so far failed to recognize the value of

this report, and have been content to drift or accept something much inferior to its suggestions. The pueblo lands of the city, a heritage from Mexican land grants, offer the community a most unique opportunity in shaping its physical development. These lands cover some 6400 acres to the north of the city, but within the city limits, and are scattered in small sections throughout the residential districts. Only a portion of the latter are accurately mapped out. Charts should be prepared at once so that the use of these sections could be developed as occasion arises. The chief asset of the city at present under development is Balboa Park, comprising 1400 acres and the site of the Panama Exposition buildings. The failure to provide a general plan for the improvement of Balboa Park which will meet the city's requirements as to traffic as well as for park purposes is inexcusable. The park lies in a line between the center of gravity of the upper mass of the residential section, and the center of retail merchandise and wholesale and lumber distributing centers. The park is still the football of immediate needs and policies. The present method of control of new additions is inadequate, comparatively ineffectual and expensive in result. Hope for better things has come with the conception of the Exposition. A unanimity of purpose and recognition of the necessity for a "city beautiful" has begun to develop. The value of city planning and its influence on general appearances will be appreciated more fully after the Exposition. After the Chicago World's Fair, that city recognized this more fully and great projects were made possible owing to the education of the people by the Exposition. Two public squares, located in the down-town section, add to the city's attractiveness. The now undeveloped city tide lands offer a splendid opportunity for beautifying the water front and reserving it to some extent at least for recreational purposes. Such an opportunity other cities have thrown away recklessly by surrendering unconditionally to commercial interests. In the city's future commercial development, it should conserve and add to its beauty as a natural playground spot of the country. The bill board evil is evident in the city. Unsightly bill boards should not be permitted to detract from the general appearance of broad streets, now a most attractive feature. The natural beauty of the canyons should be preserved by preventing their use as dumping grounds for refuse. San Diego is fortunate in having historic spots of interest, with its mission ruins and associations connected with Ramona's marriage place at Old Town. These must eventually become the heritage of the city.

TAXATION AND PUBLIC FINANCE

Any community should know whether its local government is conducted efficiently and economically; whether citizens are paying their share of taxes according to benefits received; and what per cent. of each dollar expended goes to the various public departments. A simple accounting system is necessary and a budget making with opportunities provided for public discussion. Those citizens who are specially interested in an extension of public service, as in increased activities of the Board of Health, should have this information. The city has an opportunity at present in the preparation of its new charter to provide for greater publicity in its municipal finances.

The present city government is described as a "mongrel" commission form of government. Five councilmen are elected at large. The Mayor and City Treasurer are also elected. Ordinance-making and the executive power are both vested in the City Council, each member of which has charge of one or more of the city departments. Three councilmen may act over the

*COMPARATIVE COST OF CITY
DEPARTMENTS*

STATISTICS FOR 1912

mayor's veto. The present charter is complicated and difficult for the ordinary citizen to understand. The power of recall is uncertain under the charter and has not been tested. At the head of the county administration are five supervisors elected at large. Neither the city nor county have civil service regulations. Records of transaction of the Council are not indexed. Department reports are not usually published, although the finance department publishes a report. Some departments have no fire-proof safes for records in the city hall.

Taxation

It may be stated as a general principle that if a government is conducted efficiently and economically, any tax rate which meets the community needs is justifiable. The tax rate for the city for 1913 was \$1.90, and for the county within the city limits, \$1.45, making for 1913 a total tax rate within the city and for city and county purposes, of \$3.35, on an assessed valuation of \$100.00. There is no established standard for the assessment of real or personal property in city or county. The state law provides that all property shall be assessed at its full cash value. The law defines full cash value, but in practice, the matter is left to the discretion of the assessor and his assistants. In a general way, the 1913 assessment was based on one-third of the fair market price, for the city, and one-half for the county, as to real property. The result of the low assessment was a high tax rate. The expressed purpose of the new city assessor is to assess property (realty) in accordance with the law, i. e., at its full cash value. The cash value is far below the speculative or market price prevailing in San Diego. This is characteristic of all rapidly growing western cities. Realty values are not yet on a settled income basis as in the older eastern cities. The increased assessment for 1914 will lower materially the tax rate, and will be more satisfactory to every one excepting the speculator.

Revenues and Expenditures

The auditor's report for the year 1913 will be ready for delivery in April of this year. The total receipts for the city from all sources, including bond sales, were over \$6,000,000.00, and the total expenditure over \$5,000,000.00. The total assessed value of real property for 1913 was over \$55,000,000.00 and of personal property over \$5,000,000.00. The receipts from taxation, fees and licenses are sufficient to meet the ordinary expenses of the city. Improvements of a permanent character such as buildings, docks, sewers, park and water improvements, bridges, etc., are met by bond issue. The present bonding limit has been reached within about \$200,000.00, but will be greatly increased after the 1914 assessment roll is completed. The city budget is approved by the council after estimates of the heads of the various departments have been submitted to the auditor. According to the present auditor, the 1914 budget which is under preparation, will be presented for public criticism and discussion before adoption.

Recommendations—There should be a uniform system of ac-

counting for the city. The pre-audit system of accounting now used by the state administration should be adopted by the city. Fees, licenses, etc., should be paid to the City Treasurer and not to inspectors in the different departments. The city should combine the office of assessor with the corresponding county office, and equip the department with a complete set of plats, showing the character of each parcel of land in the county. Tax collections should be made by one officer for city and county. The city auditor should not be the assessor, as his time is sufficiently occupied in looking after the city's accounts. One treasurer for city and county is sufficient. For the assessment of property, the Somers system should be adopted so that there may be an equitable valuation of property.

LIST OF CHARITABLE AND SEMI-CHARITABLE AGENCIES

Relief-Giving Agencies

Public

Board of Supervisors—Location, County Court House. Supervisors for the city: J. P. Smith, Chas. Swallow, T. J. Fisher. Secretary, Miss Allen.

Private

Associated Charities—Location, Eighth and B streets. Under auspices of Board of Directors. Registrar, Miss Mary Dietzler. Telephone, Sunset Main 3940, Home 4786. Purpose, co-operation with other agencies in assisting needy families.

Ladies' Hebrew Aid Society—Under auspices of Board of Directors. President, Mrs. L. A. Blochman. Purpose, to aid needy Hebrew families in co-operation with Associated Charities.

Hebrew Sisterhood—President Mrs. Rebecca Cohn, 620 Eighteenth street. Purpose, to aid needy Hebrew families, in co-operation with Associated Charities.

St. Vincent de Paul Society—Under auspices of Catholic Church. Manager, Mr. Martin, Our Lady of Angels Parish.

B'nai-Brith—Under auspices of Hebrew men. President, Mr. S. I. Fox. Purpose, relief for Hebrew men.

British Benevolent Society—President, Allen Hutchinson, 1733 First street. Secretary, W. G. Daniels. Women's Auxiliary, British Benevolent Aid Club; President, Miss Eleanor Partridge. Purpose, to render aid to British subjects.

Lodges—Masons, Elks, Shriners, etc. Purpose, relief for needy, particularly among own members. Outside work in co-operation with Associated Charities.

Missions—Give material relief together with religious work. (See Missions.)

Needlework Guild—Under auspices of national organization. President, Mrs. M. L. Slocum. Purpose, supplying new clothing to needy.

Institutions for Children

Public

Detention Home, Mission Valley. Under auspices of County Board of Supervisors. Home for juvenile delinquents and dependents.

Private

Children's Home—Sixteenth and Ash streets. Under auspices of Board of Directors. President, Mrs. Thelan; Secretary, Mrs. Flynn; Superintendent, Mrs. Miles. Purpose, home and nursery for dependent children from three months to fourteen years of age. On both free and pay basis.

Helping Hand Nursery and Home—Location, 2245 G street. Superintendent, Mrs. A. E. Dodson; Matron, Mrs. Price. Charges, free or whatever able to pay. Purpose, home and day nursery for children of all ages and home for working mothers.

Mothers' Home Association—In process of being established.

Institutions for Adults

Private

Frederika Home for Aged—Location, Chula Vista. Under auspices of Board of Directors. Matron, Mrs. Emma Saylor. Pay institution. Purpose, home for aged.

Pisgah Home for Men—Location, National City. Superintendent, Mr. Green. Purpose, religious home for needy men.

Helping Hand Home—Location, Fifteenth and J streets. Superintendent, Mrs. A. E. Dodson; Secretary, Mr. Harrison; Matron, Mrs. Halleck. Charges, on both free and pay basis. Purpose, home for men, women and children; to render aid to unemployed, and to give home to those earning a very low wage.

Hospitals and Dispensaries

Public

County Hospital—Location, University Heights. Under auspices of County Board of Supervisors. Director, Dr. I. D. Webster; Superintendent, W. S. Heller. Charges, free and pay. Purpose, hospital treatment for the sick. Home for indigents.

Free County Dispensary—Location, old county jail. Under auspices of Board of Supervisors. Director, Dr. Webster. Purpose, to give free medical treatment to the sick unable to pay a physician.

Private

Children's Home Hospital—Location, Sixteenth and Ash streets. Under auspices of Children's Home Association. Charges, free and pay basis.

Psychopathic Home, "Park Knoll"—Location, National City. Manager, Mrs. Harriet F. Taylor. Charges, based on ability to pay. Purpose, a home, rest and treatment for persons temporarily mentally deranged.

Missions

Salvation Army—Location, 940 Third street. Under auspices of world organization. Officers: Commander, Adjutant J. F. Hamilton; Field Worker, Mrs. Hamilton. Purpose, religious, aid rendered to extremely needy.

Rescue Mission—Non-sectarian. Location, Third between G and H streets. Under auspices of private Board of Directors. Superintendent, Tom Nowell; Ass't. Superintendent, Dr. Barkley. Purpose, religious, meals and lodging given to destitute men.

Chinese Mission—Location, 645 First street. Under auspices of First Congregational Church. Superintendent, Mrs. Margaret Fenton. Purpose, religious, and aid to Chinese in interpreting American life.

Japanese Mission, Congregational—Location, 527 Eighth street. Same nature as Chinese. Minister, Rev. Fugi.

Presbyterian Mexican Mission—Location Thirteenth and K streets. Under auspices of First Presbyterian Church. Superintendent, M. Ibanez. Purpose, religious, and assistance rendered in interpreting American life to Mexicans.

Baptist Mexican Mission—Location, Columbia and Date streets. Under auspices of First Baptist Church. Superintendent, Mrs. Duggan. Purpose, religious, teaching classes, and relief given to Mexicans. Attention given to newly arrived immigrants.

Peniel Mission—Fifth and F streets.

Volunteers of America—Location, 532 Fourth street. Captain, M. W. Allender.

Homes for Girls and Women

Unity House—Non-sectarian. Location, Front and Elm streets. Under auspices of Unitarian Church, and Board of Directors. President, Rev. H. B. Bard; Matron, Mrs. Buchanan. Charges, \$3.50 per week. In special cases girls taken free for short time when cannot pay. Purpose, home and recreation for working girls receiving small wage.

King's Daughters' Home—Non-sectarian. Location, 1744 First street. Under auspices of Board of Directors. President, Mrs. M. A. Vincent; Matron, Miss Hodge. Charges, \$3.50 per week and up. In special cases girls taken when they cannot pay. Purpose, home for working girls.

Y. W. C. A.—Location, 646 Broadway. Auspices, National Board in N. Y. and local Board of Directors. President, Mrs. Philip Morse; Matron, Miss Esther Lacey. Charges for rooms, \$5.00 and up per month. Policy is to care for needy girls temporarily, if possible, when they cannot pay. Purpose, home for employed girls.

Immigrants' Home—Location, 1152 Grand avenue. Under auspices of Home Missionary Society, M. E. Church. Matron, Mrs. Allen. Charges, adapted to ability of individuals to pay. Purpose, home for immigrant girls and women. Agent to meet boats and trains to assist girls and women.

Miscellaneous

Door of Hope—Location, East San Diego. Auspices, Board of Directors. President, Mrs. Dan Armstrong. Charges, none. Purpose, home for delinquent girls.

Society for the Study and Prevention of Tuberculosis—Branch national association. Location, camp on edge of city. Free dispensary at Eighth and B streets. Secretary, Miss A. F. Hutchinson, office of Associated Charities. Purpose and character, to aid

in the cure of tubercular persons, and the prevention of the disease.

Y. M. C. A.—Location, Eighth and C streets. Under auspices of national organization. (Local Board of Directors.) President, Mr. George W. Marston; general secretary, Mr. Fred D. Fagg. Newsboys' club, no dues. Other work on pay basis.

Y. W. C. A.—Location, 646 Broadway. Under auspices of National Board in N. Y., and Local Board. President, Mrs. Philip Morse; General Secretary, Miss Ellen Cobb. Travelers' Aid, free. Other work on pay basis.

Employment Agencies—

(a) Associated Charities, free.

(b) First Baptist Church, free.

(c) Y. W. C. A., pay. Rates \$1.00 for non-members, 75c for members. Free to employer.

(d) Y. M. C. A., pay. Rates $\frac{1}{2}$ of first week's wages, with concessions. Fifty cents extra for non-members.

(e) Women's Social Service Agency, pay. Rates, 5 per cent of salary for employee, and 5 per cent for employer, depending on length of service.

Free Industrial School—Location, National avenue and Twenty-third street. Under auspices of Board of Directors. Resident Superintendent, Mrs. Barnes. Purpose, club work and evening classes for adults and boys and girls.

Humane Society—Location, Chamber of Commerce. Under auspices of Private Board. Helped by county to extent of \$100 per month. Secretary, Mr. Mutters. Purpose, prevention of cruelty to animals and children.

City Farm—Location, near La Jolla. Under auspices of City Council. City Forester, Max Watson, in charge. Purpose, development of pueblo lands, and incidentally temporary employment for men unemployed.

Playgrounds—1. Rose Park, Eleventh and I streets. 2. Golden Hill, Balboa Park. 3. University Heights. Under auspices of City Board of Playground Commissioners. Purpose, free and healthful recreation for children and adults.

Seamen's Rest—Foot of H street. Superintendent, Miss Genevieve Purrier. Auspices County Christian Endeavor Union. Purpose, free reading room and rest room for sailors. Religious.

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