

ADDRESS

Delivered by

CHARLES AUSTIN BEARD, Ph. D.



“PUBLIC SERVICE IN AMERICA”



Under the auspices of the
EDUCATIONAL DEP'T OF THE MUNICIPAL COURT
Room 676, City Hall
Friday, November 14th, at 4 P. M.

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Doctor Charles Austin Beard, Director of the New York Bureau of Municipal Research and of the New York Training School for Public Service, is considered the leading authority on his subject in America. He is the author of "American Government and Politics," and "American City Government."

"Public Service in America," an illuminating address, was delivered Friday, November 14, 1919, in Room 676, City Hall.

In introducing Mr. Charles Austin Beard, Ph. D., Honorable Charles L. Brown, President Judge of the Municipal Court, said:

This is the second lecture in the course of instructing the people in a better understanding of the public social service. We had a very enlightening address recently from Colonel Folks, who had a long experience with the sufferings resulting from the war in Europe. His remarks to us I think opened our eyes to the great necessity of helping the people in Europe as much as possible.

To-day we are very fortunate in having a man to talk for us who has had wide experience, who has been connected with the Columbia University, who has made a study of this subject-matter, who is an author on the subject, whose books will profit anybody who will read them with a desire to know. It gives me a great deal of pleasure to present to you to-day Dr. Charles A. Beard, who is the Director of the New York Training School for Social Service and the Director of the New York Bureau of Municipal Research, which is, I believe, the parent body of our Bureau here, which has done a great work for us.

ADDRESS

Judge Brown and Ladies and Gentlemen:

The honor of an invitation from Judge Brown to take part in the course for public officers arranged under the auspices of the Municipal Court of Philadelphia is one which any student of government in America may well covet. On that score I may at once register my gratification. There is another reason, perhaps less a matter of sentiment, why I am grateful for the opportunity to take part in this educational program. As a citizen and more than casual observer of the drift of things administrative, I see in courses of this character a new and promising sign for the advancement of public service to a higher plane of performance. This course is one of an increasing number springing up here and there in our great cities. I am going from Philadelphia to-night to Washington, where a committee of the Federal Government is taking into consideration the subject of training for the Federal Service and what should be done by the Federal Government to improve the service of that Government. Such courses as this are a sign that we are beginning to recognize public service as a calling worthy of the finest enthusiasm and the best talent that America can afford. It is also a sign that we are beginning to appreciate that men and women must be trained in this calling, or rather its several branches; that we cannot trust to luck and to chance information to provide the wise and humane service which the people have a right to expect at the hands of our governments—municipal, state and local.

We have too long delayed the founding and extension of courses of instruction such as I understand you are giving here in Philadelphia in connection with your Municipal Court. It is strange that with all our faith in education, and with our huge expenditures for educational work, we have given so little attention to education for the public service. It is strange also that while spending hundreds of millions for education, our governments have had so little faith in it that they

have been unwilling, except perhaps in purely technical matters, to give to education the weight which it deserves in the selection and promotion of public officers.

There are many reasons why we have been negligent in this matter. Like all countries, traditions cling to us long after the circumstances which gave rise to them have passed away. Our great tradition in regard to public service is best expressed in the language of Andrew Jackson: "The duties of all public officers are, or at least admit to being made so plain and simple, that men of intelligence may readily qualify themselves for their performance." It is expressed also in the Constitution of the State of Indiana, which provides that no qualifications save an oath to support the Constitution of the State and of the United States shall ever be imposed upon those seeking admission to the practice of law. This declaration of principle was true enough in the main when it was uttered—in an age of stage coaches, tallow candles and bucket brigades for fire fighting. When the most important function of the public works department was the maintenance of the town pump, any citizen of ordinary intelligence could readily qualify for chief of the department.

It seems hardly necessary to point out in detail the great revolution that has taken place in American government since Andrew Jackson was President of the United States. A few significant facts, however, will readily demonstrate how utterly obsolete is the old tradition, That any person of ordinary intelligence can fill any public office acceptably by merely exercising the wits with which Mother Nature has endowed him. Mark Twain said if any American citizen ever showed a tendency to doubt the existence of an overruling Providence, let him consider the way in which we had tried to govern ourselves for the past hundred years.

The first striking fact in this great revolution in American life since Andrew Jackson set the tradition for Public Service, is the steady increase in the number and variety of activities now undertaken by the Government which were wholly unknown in the days of Jacksonian democracy. Our governments now own and operate great water works, electric light, and, in a few instances, street railway plants. Where they do not own and operate, they regulate in great detail the

rates and capitalization and the conditions of operation. Our governments have embarked on large programs of social betterment; tenement house control, minimum wages, mothers' pensions, industrial hygiene, preventive medicine, housing schemes as in Massachusetts, industrial insurance, workmen's compensation, and aid in home building enterprises, city zoning in connection with city planning, municipal markets. They determine the standards for buildings, private houses, tenements and offices; they inspect boilers, elevators, mines, factories; indeed, there is not a branch of private enterprise or industry with which the government does not come into more or less direct contact. Great skyscrapers are built only after the approval of plans by the public authorities, shafts of mines are sunk thousands of feet into the earth only in accordance with standards as to safety and ventilation which are fixed under governmental authority. The houses in which we dwell, the offices and factories in which we work, the ships in which we set out to sea, are all of them under the eye of one or more agencies of the government. The water faucet, the milk delivered at the door, the purity of the food and drugs which we buy, the public conveyances in which we ride are all at one point or another under government supervision and control. For us the agents of the government patrol the watersheds hundreds of miles in the country from which we draw our water supply; for us the bacteriologist bends over the test tube trying out the purity of the water and the milk; for us the chemist works at his crucible testing the quality of the steel that goes into our public buildings, or the composition of the pavement on which we walk. Indeed, wherever we are, or whatever we do, in our private or industrial life, we come directly in contact with the authority of the government. Our safety, our health, our comfort and our commerce depend in a measure, which few of us appreciate, upon the skill, efficiency and loyalty of thousands of employes in our municipal, state and national service. They are for the most part in the annals of politics and history unknown and unsung; the glory that comes to the military hero is seldom theirs, but in very truth without their labors the military hero would have no country worthy of the name for which he could show his valor on the field of battle.

That is not all. Upon the conduct of our police department and our courts of justice, even more perhaps than any other branch of the government, depend the views which millions of aliens form as to American ideal and government. The average citizen does not realize how large a proportion of his fellow-citizens are arrested from year to year for offenses great and small, and brought within the jurisdiction of our courts. In the city of New York alone we arrest on the average of 150,000 to 175,000 people a year. A very large proportion of these offenders have transgressed not so much the old-fashioned moral laws as the ordinances and rules that have grown up of necessity in our cities—health ordinances, building ordinances, food and drug ordinances. Since a very large proportion of the people arrested are from the poorer sections, and since a very large portion of our poorer population is of alien origin, it follows as night the day, the courts are our most important agents in expounding American ideals or in driving into bitter enmity toward American institutions the tens of thousands of people who are annually caught within the toils of the law. The bearing of the patrolman, of court attendants, probation officers and judges, is of great importance that we can hardly overemphasize. And especially important in these trying times are industrial crimes. There should be no doubt about our determination to apply the rigors of the law to the criminal, wherever he may be found and under the guise of whatever philosophy he may preach. But it is important to remember that the line is not easy to draw between intention to stir up violence and language which by construction may stir up violence, and where our courts of justice and our police officers and the officers of our courts have to deal not merely with open acts of violence or of misconduct, or matters of opinion, they are treading upon delicate ground, ground so delicate that I fear the situation is not appreciated as much as it should be here in the United States. It is my thought that we should uphold law and order and sustain the Constitution, but let us not forget in enforcing the fourteenth amendment, safeguarding the rights of property, that we should not neglect the first amendment, which provides for liberty of press and of speech. For this country was founded on the grounds of opinion. My ancestors came to America

nearly three hundred years ago, not to seek material betterment, not to find more money, but to seek freedom for their belief. To that great cause they dedicated their lives, and it is important that in coming years we should seek to make the development of democracy in America a peaceful development of calm and deliberate discussion, in which we should all be as willing to hear expounded opinions with which we do not agree as opinions with which we do agree, and it is a very painful thing to listen to somebody whose views we do not share.

And so in these days it is important that we should emphasize more than in ordinary times the relation of our courts, and of the servants of the courts, not only to this great body of aliens within our gates, but also to natives within our gates, that in dealing with them we should observe correct, humane and wise relations, as well as firm.

Happily everywhere is this being recognized. Courts, like institutions, are being specialized to deal with particular cases, each group of which involves highly technical knowledge, both of material circumstances and of human nature. During this time has been the division of our courts into various parts to deal with various problems. It is a sign that we are recognizing the importance of technical training, of technical experience, in dealing with the highly special problems that appear not only in the civil courts but in the criminal courts.

But in passing from that subject I have just indicated a great range of public activity in the United States. I have shown how our government so closely and vitally affects our liberties and comforts and our convenience, our safety and our health.

In surveying the extent and variety of our public services, we see that our governments to be efficient and strong must command as employes men and women who are proficient in all of the known sciences, arts, crafts. A glance through the roster of employes of the city New York, for example, reveals this fact in a striking manner. We start with arboriculturists at the top of the alphabetical list and run down through accountants, actuaries, alienists, apothecaries, architects, auditors, bacteriologists, boiler makers, bricklayers, cement testers,

comptrollers, corporation counsel, demographer, detective, dietitian, electrician, engineer (mechanical, electrical, civil, etc.), finger-print expert, fireman, franchise searchers, housekeepers, linemen, mechanics, medical examiners, obstetricians, pathologists, pharmacists, psychologists, real estate experts, riveters, shoemakers, statisticians, surgeons, tinsmiths, transitmen, upholsterers, veterinarians, X-ray assistants, yeomen, to mention only a few by the way of illustration.

In nearly all these branches of work it is not only necessary to have the technical training but also a mastery of the peculiar problems that arise in governmental work.

It is not only the variety of governmental enterprise that challenges our attention and concern, there is in addition the number of men and women which it takes to conduct our public service. The city of New York, for example, has approximately 90,000 employes, including the teachers. This is nearly three times the total population of that city when George Washington was inaugurated President on April 30, 1789. If we estimate that each employe represents a family of five, we see that nearly a half million men and women and children are more or less directly involved in the public service of that city. A very competent engineer some three years ago estimated the total number of civil service employes in all governmental positions in the United States at approximately two million. Already our state, city and federal governments have in their service as many members of the American Society of Civil Engineers as are engaged in private consulting practice, and more than are employed by either railway corporations or private manufacturing or contracting companies. If we should add to the two million or more now directly employed by our governments approximately three million more employed by our railways and utility corporations directly under government supervision and control, and by practice in the quasi public service, and we see how immense is the army of men and women in this country directly or indirectly connected with the work of the government, or with activities closely under government supervision.

I will illustrate what I mean by citing that field of public utility where the government regulates the rate which a corporation can charge. It by that act assumes responsibility to

a considerable extent at least for the wages paid and the labor policy followed by that corporation, and cannot deny its responsibility. So that, looking at the matter broadly, we are surprised to find two millions of people directly employed by our governments and three million more whose wages and conditions and hours of labor are directly affected by governmental action. I beg you to remember that the Adamson Railway Law was passed before the railways went into the hands of the government.

It is not probable that the number will diminish. Indeed, there is every reason to believe, whether we like it or not, the number will increase, but even as it stands it is great enough to strike the imagination of even the most indifferent citizen who has thought that the government service need receive little attention and could take care of itself, relying on rule of thumb methods in training, selecting and promoting civil employes.

There is another aspect of the subject which, though it need not detain us long, deserves to be considered for a moment. This service is expensive. The cost of government has been increasing rapidly. It is still increasing. There is every reason to believe that it will continue to increase. Not long ago the Bureau of Municipal Research had occasion to survey the finances of an important American city and as a result of its investigation it was compelled to point out that if the expenses of that municipal government continued to increase as they had increased during the past ten years, the tax rate in 1928 would be nearly 6 per cent. on the assessed valuation of the property for taxation. It now costs nearly \$300,000,000 a year to conduct the government of the city of New York. That is nearly \$250 for every family, reckoning five as the average. The cost of our state governments are mounting. If you have any doubt about the federal government, consult the income tax law.

Here then is a great branch of human activity called the public service which takes an increasing amount of the total national income for maintenance and upon which the very foundations of our social order and our public welfare rest, and it will be borne in mind in this connection that ours is not a socialistic government, and that these functions have

been undertaken on practical considerations. They do not rest upon the theory that the state should assume the ownership and control of an immense amount of property and enterprise now left in private hands. It is a condition, not a theory, that confronts us. Need I say more to show that here is a great field of human interest worthy of the deepest study and the most thoughtful consideration of every citizen concerned in the fate of American civilization? That upon the wisdom, the humanity, the justice, the firmness and the efficiency of the army of public officers in their service that runs along from year to year, there rest the foundations of this great structure? Is it too much to say that in this trying hour of ours, when we are confronted with great conflicts in the world and the whole world is in turmoil, that it is to the humanity, the strength, and the wisdom of our governments that we must look for the security of civilization in America? Need I say more to convince you, if you are not already convinced, that the public service in all its branches is a subject worthy of your study and your deepest consideration?

That is not all. It is one of the paradoxes of our age that at a time when this great burden is thrown upon our governments—municipal, state and national—political democracy is triumphant throughout western civilization. At a time when the mayor of a great city at the head of all important branches of municipal administration bears upon his shoulders burdens greater than those imposed upon the kings of old, we have put the ballot in the hands of every citizen. I think that it is not an extravagance to say that the Mayor of a city of a hundred thousand people has greater responsibility resting upon him than King John of Magna Charta fame, more serious responsibilities for the health, comfort, safety and convenience of the people than did the king so great in history. And yet at this time we are entrusting the whole delicate process of government not only to Tom, Harry, Dick and Will, but to Susan, Bridget and Jane. (Laughter.)

Even by those who often have been the most vigorous champions of democracy we are told that democracy is notoriously inefficient, that democratic governments cannot be entrusted with responsibilities assumed by aristocratic governments. Before the war it was one of the boasts of those who defended

the German system that at least it was efficient, that railways and lighting plants and housing plans and the other myriad divisions of municipal and central government were handled in a more businesslike fashion in Germany than anywhere else in the world. It was boldly said—and there are plenty of books probably in America containing this thought—that while a German city might with safety undertake a great enterprise, no such experiments could be made in American cities. The answer was that we preferred governments of our own choosing, even though they may be inefficient to governments imposed upon us even though they are conducted with mechanical precision. There are some things more important in the world than a low death rate. It is not, after all, so important that we should live as that we should live worthily. That issue has been tried out on the field of battle and is settled for the time being.

In other words modern civilization has been confronted with two solutions of the great problem—how to secure a public service competent to discharge the public functions. The German answer was to commit public administration to men highly trained and imposed upon communities by authorities not subject to their control. The American answer is that all authorities must be subject to popular control, and America will now approach without fear the other part of the question—how to combine technical skill of the highest order with popular election and control. Upon the solution of that problem depends the fate of democracy in the world. It is well for us to remember that in the economy of Providence two hundred years are a short time, as we look back, as I am prone to do, for I used to teach at college a course in general history, in which I began with the Fall of Man and ended with the Fall of Port Arthur, and I got the habit of looking at things at long range. I devoted, I remember, a half an hour to the disposing of the early Egyptian Empire, which lasted some three or four thousand years. I am serious when I say that if we look forward as we look back, the difference between a wise man and a fool is that a wise man looks forward, the fool merely looks down. If we look forward as well as backwards I think we will be compelled to confess that the future of our citizenship, the future of that great ideal for which

for more than three hundred years the people of Western Europe have been struggling, depends upon the solution of this problem of a wise, a humane and efficient public service.

With such vision and understanding as I can command, I propose to throw light upon that problem—to my mind the central theme of human interest in western civilization. Frankly I think the way has been pointed out in our educational system. When I say that I am not unmindful of the great industrial problem, and the capital problem. I say this is the central theme, for that problem could not be solved merely by conflict between the two great parties engaged in it, but it involves every point in the great structure which we call the state. If the state is incompetent for its task, both labor and capital will be incompetent for their task.

Now that is before us, how to train and select and promote and encourage and develop a loyal and effective public servant throughout all the branches and in all the grades, a subject to which we have given very little attention.

The teaching profession is the one branch of public service for which we now provide thorough and systematic training, and in which we offer to the youth of the land an opportunity to climb the ladder from the humblest position in the smallest rural community to the highest educational post in the greatest city. Here is the one profession of public service which young men and women can enter with full confidence that by careful training and systematic and loyal devotion they can count upon a continuous and progressive career. That teachers are not now amply compensated I do not deny. That, however, is a matter that can be and will be remedied.

But the point that I wish to make is simply this, that that is the one branch of this great public service which we have recognized as requiring special training, and in which we have provided careers for the men and women who want to devote their lives to it.

The problem before us in the other branches of the public service is to follow the example set in the education service. This implies to my mind three things—first, training for admission to the service. In those cities that have civil service and in the federal government, credit is now given for training along certain lines in educational institutions of recognized

standards. For example, in the selection of an assistant engineer, the federal civil service recently announced that in addition to credits for examination work, training and experience, it would accept graduation from a technical course in a college or university of recognized standing in lieu of two years of the required experience. There is no reason at all why the technical branches of our civil service should not all adopt the principle involved in such a rule. If this were done, our public schools, colleges and universities could easily work out programs of instruction which calculate to acquaint young men and women as far as it can be done through formal classroom work, with the working requirements of the positions for which they are likely to become candidates. If, however, it were argued that it is experience rather than education that counts, the answer is that our educational work could be adjusted to the requirements of the public service in such a way that those contemplating entering the public service could secure under the direction of competent public officers actual laboratory, office and field experience, such as is required for the regular members of the staff. This is done in education, for our normal schools try to give to teachers, in addition to formal instruction, actual classroom experience.

This is not a fanciful idea; it is being carried out in private enterprises in many cities. I take it for granted that you are familiar with the admirable plan developed by Dean Schneider in Cincinnati. He is actually combining classroom instruction with actual shop experience in engineering work. There is no reason why this idea should not be carried into the public service, by which young men and women who are thinking of entering into the public service might be given an opportunity through junior positions in the public service for experience, actually arranged for them in the service by competent officials. There is no reason why we should not give them that practical contact with the actual work of public service which is necessary for proper performance. If we should do this we should have a great supply of competent young men and women prepared to accept junior positions in the public service.

Our great corporations are doing this right along. Has it ever occurred to you that nearly all of our educational ad-

vances has been outside of our institutions of learning? All of our great schools have developed outside of our colleges and universities, and have only been taken into the fold, so to speak, after they had become established and reputable. Lawyers had to start their law schools outside as proprietary institutions. Doctors started their different schools, then business schools and then engineering schools and so on. Then, after these demonstrations had been made, universities have taken them in. Universities are necessarily conservative. They do not like to take risks. They like to accept established facts. Now our corporations are pointing the way for linking up theoretical instruction with practical work. That is the way they are attempting to get efficient service, by selecting, beginning at the bottom. The important thing in public service is that we should not have there the young men and the women who have failed in something else. The important thing is to have there young men and women starting into that service, to give their youthful enthusiasm and loyalty in the beginning, and develop power within it.

At Washington the head of one of the bureaus said his bureau was nothing but a training school for private practice where two-thirds every five years go out, leaving only those that cannot get some opportunity on the outside. Our corporations have developed methods by which they go into our public schools, colleges and technical schools, get them to link up their courses of instruction with the actual requirements of corporate service, and give their young men and young women experience in the corporate service, thus drawing them into that service early in their lives and giving them an opportunity to find out the nature of the work and the possibilities of their several fields of employment.

The second phase in the solution of our problem is training after admission to the service. This is actually being done now in many cities. Indeed, you don't have to go out of Philadelphia to find more than one striking illustration of this new development. Your fire school, for instance, is justly celebrated far beyond the borders of Philadelphia. In some bureaus in the federal government voluntary training courses are conducted. The course which you are offering here in connection with the municipal court is one sign among hun-

dreds of the new idea that is developing in the improvement of our service.

I had on my desk when I wrote this paper a list of forty or fifty courses with which I was already familiar, given in Chicago, Seattle, Dayton, Cincinnati, Philadelphia, where men in actual public service, heads of departments, judges of courts, are learning by practical experience the importance of training those who are in their service. They established their own schools. Now to follow out the analogy after these experiments have been made, we may expect universities to recognize them and crown them and develop them.

The third phase of the subject is training for promotion in the public service, training for an efficient performance of duties in the service, training for promotion of the service with a view to opening careers. Sitting on the committee on which I am serving in Washington, the very able head of the bureau said, "We train men and women in Washington for every possible service under the sun in public service except the public service. To put it in another way, in our public service we are training young men and women who are studying law, medicine, engineering and so on, in order to get out of the service. The one thing we are not doing is training them to stay in the service and to rise in that service, and this thing we must do."

If this were done the graduate from the public schools after proper preliminary training might enter a junior position in the city service, receive continuous training and be promoted from year to year into the higher ranges with ever-increasing responsibilities.

In the fourth place we must rid ourselves of no small amount of provincialism that besets us in dealing with the public service. Providence has not seen fit to distribute brains geographically. There is no reason why a municipality should insist that all of its employes should be, at the time of admission to the service, residents within its borders. Everything being equal, a knowledge of the local situation is of immense value, but on many occasions it is connected with prejudices and shortsightedness that are positive handicaps.

There are other aspects on the subject, but my time is about gone and I must speak briefly on them. That we should

develop these educational and training ideas, we must count upon having an ever-increasing body of loyal and faithful, trained, efficient and humane public employes. To that should be added one or two other requisites. The first is continuous research in the problems of government and administration, for if government is as important as I have endeavored to prove here to-day, if this service is as vast as I have portrayed it, if this is real to us, then surely continuous research into methods of improving it is as important as anything else that we can enact. And it is an interesting thing that the British Government recently appointed a commission to study methods of improving the British Government, and among the things which that committee reported was a proposition of this kind, that there should be established in the cabinet, headed by an officer, a department of research, to which department all questions should be referred by the cabinet for investigation and inquiry before action, in order that they may develop within the Government a trained body of technicians, statisticians, engineers, specialists, and so on, to inquire into every phase of governmental work in order to put at the service of any public officer at any moment the best that is known in the world, the best literature, the best training, everything that could be known about that particular specialty, no matter how minute. We in America spend millions for research in connection with our great corporations. The General Electric Company has a great plant connected with it for research. Years ago, when I traveled in Germany, one of the most striking things pointed out to me in connection with the chemical factory was a division of research. After we had been through the plant the man took me into another building away from the great plant itself, where they had a body of men at work with test tube and crucibles, and so on. The head of the factory said to me, "These men are not producing anything. They are not engaged in manufacturing anything. Over there is Doctor So-and-So, who is a graduate of"—and he named a half dozen universities, German universities and English, and then he said, "That man worked in the United States steel plant for a number of years. He knows more about a certain particular chemical process connected with steel than anybody in the world." That may have been Ger-

would have, connected with this institution, a peripatetic division which would go around over the country and hold what the teachers call "institutes." Taking health, for an example, the institute of health would diffuse information as to what the best minds on public health in America had developed in order that men and women who were charged with public service functions might have that information themselves. I see before me in my mind's eye holes in the ground, the piles of stone and timber and steel that will form the structure of this new American enterprise, trained, informed, efficient, wise, humane public servants capable to perform any task that civilization may impose upon them.

With our citizens awake to the significance of public service, with our civil service commissions and appointing authorities fully alive to their growing responsibilities, with our splendid educational system geared up to our public requirements, may we not hope that America can solve that problem which has defied every civilization up to the modern age, namely, how to combine with the widest democracy, government strong, efficient, humane and wise? The Greeks searched for it and found it not; a great Greek scholar said that Greece passed away because her capacity to administer was not as great as her capacity to conquer. The Romans searched for it and built up great systems of law and administration, but their empire is a memory. What answer can this great civilization make in the great age that is before us?

(Applause.)

At the conclusion of the address by Dr. Beard, Judge Brown said:

I believe that all of you have been very much profited by the lecture given you by Dr. Beard to-day. I am sure that it is an inspiration to me. I do not know to whom such a lecture could be given with so much benefit and profit to the people of this city and elsewhere, as a talk of this character to the people in the room here to-night. You are engaged in a public service, a service very close to the people, and I am glad to find that this great scholar has such faith in democracy. I

man boasting, but the idea is important, that that country thought it worth while to get the best brains it could get and set these men to work studying out the minutest processes, set them to work not only that they might know all that Germany knew, but all that the other countries in the world knew. I do not often advise Americans to take a leaf out of a German book, but that is one we may take in connection with any field of activity. Indeed we are already taking it and developing it in connection with our corporation research.

If it is important to have research in increasing the number of tons of steel we produce and the number of yards of cloth, and the variety of goods that we produce, is it not as important to consider research essential to the improvement of this great structure of the state upon which the civilization depends?

Then, in addition, research is not enough. Diffusion of information is necessary. This I should like to see. (I might as well go on and dream, because, after all, the future is made of our dreams of to-day.) We might very well have in this country, either public or private, a national institution, a great national institution, for the public service. Perhaps there are some millionaires here who might endow this idea right away, a national institution for the public service work. We should have, first, analyzed and catalogued, all printed information about every subject related to the public service, so that at any moment any officer in the city, aye, the smallest town (and you know we need to give more attention to the small towns in America), in the small town of say, 2500, any officer could find out the best that the world had thought and had known about any particular problem which he is dealing with, could know where he could turn to and get this information. Then we would have a great laboratory where we would have all the latest labor-saving mechanical devices in application to the government, so that public officials in Oshkosh, Kalamazoo, and New York could come and try them out on their particular problems, try out any of these mechanical devices. Then in connection with it we could have an institution for training, by which any city could get a person trained to do any particular kind of work, or to which that city could send its present employes for the purpose of having them trained. Then I

have always had great faith in the people, great love for the people, and that is what the work in this court means—a love for the people, a belief in the people's ability to govern themselves. If the people who have positions under the form of government that they have established would only be responsive and learn how to sympathize, how to help, how to benefit them, how to become better acquainted with their government and better able to work out their salvation for the benefit of the people to come, it would mean an enormous step forward. The lecture to-day was a very inspiring one. It shows the necessity for this whole country to awake in a greater degree than it has done to the problem of instructing those engaged in the public service, that material benefits shall come to the people who have formed these governments, and that their children may be benefited and that there shall arise from those children a greater people that can serve the government when they come into its control, for the betterment of those that come after them. There is nothing like instruction in public service. There is nothing like having the love that comes to you from a service given from you to others. The instruction that you receive in that service enlightens you and broadens you to a greater capacity. "It is more blessed to give than to receive." That is what was meant; not cash, not a dollar, but something from within you to someone else that benefits. That is the instruction that comes to you, and if you have your hearts in the work, and are willing to come and be instructed by those who know how to tell you something, you will be more able in the work that you are doing, both in your private agencies and in your official capacities than you were before.

I want to thank Dr. Beard in your behalf and own personally for the honor he has conferred upon us in coming here and giving us this wonderfully instructive talk to-day.

(Applause.)

