Seven Great Foundations

Leonard Porter Ayres

with a new introduction by
David C. Hammack

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Introduction to the Philanthropy Classics Access Project Edition

Trained as a statistician, Leonard Porter Ayres had a remarkable career that can be divided into three phases, each closely related to the most notable events of his times: the creation of an American empire, World War, and the Great Depression and the challenge of securing prosperity. In the application of quantitative analysis to problems in education, in military planning and control, and in the study of business and the economy, Ayres played nationally prominent roles. Throughout, he sought to make statistical analysis both powerful and useful. The foundations he praised supported that quest.

On completing his Boston University bachelor's degree in 1902, Ayres began a career in educational research and administration with appointment as a teacher in Puerto Rico, territory the U.S. had just occupied in the wake of the Spanish-American War. Within a year he was a district superintendent, in 1904 he became superintendent for San Juan, and by 1906 he had become school superintendent for the island as a whole *and* chief of its division of statistics.

From 1908 to 1920 Ayres led the education department of the new Russell Sage Foundation, publishing studies of ways to measure student learning and school effectiveness that are still cited in debates over educational policy. Service to the U.S. armed forces in wartime defined the second phase of Ayres' career. Between 1917 and 1920 he headed the Division of Statistics of the Council of National Defense, the Division of Statistics of the War Industries Board, the statistical office of the Priorities Committee and the Allies Purchasing Commission, and the statistics office of the American Commission to Negotiate Peace. His return to active Army duty in 1940 was cut short by ill health, but he led statistical work for the War Manpower Commission for the duration of World War II.

The third phase of Ayres' career, from 1920 until his death in 1946, saw Ayres win a national reputation as an analyst of economic trends as a senior vice president of the Cleveland Trust Company. In that capacity he developed new ways to measure economic and stock market activity and published several widely cited books on economic policy. In 1936, *Time* magazine asserted that the brief monthly "Business Bulletin" he wrote for the Cleveland Trust Co. was "read by at least 40,000 people and quoted by the Press for millions more. In simple charts and simpler English he "tells things which the bank's directors and customers want to know." (April 27; http://www.time.com/time/magazine/article/0,9171,770173,00.html?promoid=googlep).

Ayres published several noted studies; their titles indicate the range of his work. On education, *Medical Inspection of Schools*, with Luther H. Gulick (1908), *Laggards in our Schools* (1909, 1913), *A Measuring Scale for Ability in Spelling* (1915), *An Index Number for State School Systems* (1920), all by the Russell Sage Foundation, and *Child Accounting in the Public School* (1915), by The Survey Committee of the Cleveland Foundation, Cleveland, Ohio – which engaged Ayres's Russell Sage department to carry out its very extensive study of Cleveland's public schools. On World War I, *The War With Germany: A Statistical Summary* (Second Edition, 1919, Washington: Government Printing Office). On business and economics: *The Economics of*

Recovery (Macmillan, 1934); *Turning Points in Business Cycles* (Macmillan 1939). Several of these works are out of copyright and are now available on the world wide web.

An administrator as well as a researcher, Ayres was much involved with efforts both to create modern administrative systems for public education, and to build effective professional associations that could promote the systematic application of quantitative methods to the study of education, public health, and business.

One veteran of his Cleveland School Survey became a faculty leader at the University of Chicago, and the Russell Sage Foundation had worked very closely with the Rockefeller Foundation (the great patron of the University of Chicago), so it was not surprising that Ayres was invited in 1932 invitation to advise Chicago on what became the most important administrative and financial reorganization in its history. His recommendations sought both academic and fiscal integrity. The university should cease giving "preference to the business activities of the University over the academic activities." If it grouped the arts and sciences departments "under the administrative directorship of some four, or five, or six carefully selected officers" it could "reduce the number of sub-budgets to about twenty. . . so that the burden of consultation in the offices of the President and academic Vice-President of the University would be greatly reduced." (John W. Boyer, "The Establishment of the Divisions and the College in 1930: A Seventy-Year Perspective," *The University of Chicago Record*, November 29, 2001).

Ayres came to the Cleveland Trust Company just as it was seeking to build up the Cleveland Foundation, the nation's first community foundation, and it may well have seemed that he would play a key leadership role in that enterprise. He did co-author one very brief report, "Progress of the Community Trust Movement" (*Trust Companies*, March, 1929, pp. 463-464). But the Cleveland Foundation grew very slowly in the 1920s and 1930s, and the record suggests that Ayres turned his attention to more general problems of banking, investment, and the business cycle.

Leonard P. Ayres' set of essays on *Seven Great Foundations* is one of the most influential statements on American foundations ever published; it derived its influence, no doubt, from the positions Ayres had already won in educational administration and at the Russell Sage Foundation, as well as from the clarity of its arguments. No doubt, too, it won additional influence in the 1920s and later as a result of the greatly increased prominence Ayres gained through his war work and then through the Cleveland Trust Company.

Ayres placed the foundations he celebrated in a class by themselves for four reasons: they were large, free of "religious or ecclesiastical conditions," "national or world-wide rather than sectional or local," and general in purpose (p. 11). The charter of the Russell Sage Foundation, which employed Ayres and published his piece on foundations in 1911, provided him with his fully-developed model. Russell Sage's charter gave it the most explicitly general purpose yet claimed by any American foundation – "the improvement of social and living conditions in the United States . . . [by] any means which from time to time shall seem expedient to its members or trustees, including research, publication, education, the establishment and maintenance of charitable and benevolent activities, agencies, and institutions, and the aid of any such benevolent activities, agencies, and institutions already established." (p. 63).

In the case of all seven foundations, Ayres added, "Members of the boards of trustees are selected partly from professional and partly from financial circles." Board members were not paid. And "there can be no charge that they are swayed by personal, political, sectional, or denominational prejudices." (p. 11).

Probably thousands of foundations already existed in the United States, holding modest resources under state laws and court decisions that generally kept them to narrowly specified, local, religious and charitable activities or institutions. By celebrating seven foundations that had broader, more flexible charters – the Peabody Education Fund, the John F. Slater Fund for the Education of Freedmen, the Carnegie Institution of Washington, John D. Rockefeller's General Education Board, the Carnegie Foundation for the Advancement of Teaching, and the Anna T. Jeanes Foundation – Ayres sought to advance a new approach.

Ayres implicitly acknowledged the reality that the financial resources of even the largest foundations fell far short of the funds required to make large impacts in the fields of health, education, or welfare, and also that foundations could never win political battles by themselves. To be effective, foundations had to adopt strategic methods that might be subject to criticism. "The method by which the General Education Board does its work," he wrote, "has sometimes been characterized as the use of the 'masked hand.'" By this he did not mean that it acted in an *underhand* fashion. "As used in this instance, the term means the accomplishment of work through others. The board originates the idea, studies the field, formulates a working plan, puts up the money for carrying on the enterprise; and accomplished the desired end without itself figuring in the work of educating farmers, establishing high schools, or controlling university policies." (pp. 49-50).

Anyone who pays close attention to the deliberations of leaders of the early general-purpose foundations must be struck by the great similarity between their concerns and the ambitions that have recently been put forth by advocates of "venture philanthropy" and "social enterprise" and "outcomes." In describing the work of his own department of education at the Russell Sage Foundation in 1911, for example, Ayres wrote that "the larger object" was

> the discovery of ways of measuring educational progress and educational results. The realization that the great development of modern science is based upon the perfection of exact methods of observation and research has led to the conclusion that one of our great needs in education at the present time is to have means of checking results, so as to be able to test different methods as accurately as it is possible to test them in the field of business. The Foundation's workers feel that we need to be able to measure the relation between educational products and educational processes." (p. 68).

In 1911, at least, this was a program easier to propose than to achieve. But the fact that it is very difficult to measure “the relation between educational products and educational processes, or to determine exactly how to go about “checking results,” only spurred Ayres to continued statistical effort.

David C. Hammack is Hiram C. Haydn Professor of History at Case Western Reserve University.A graduate of Harvard, Reed College, and Columbia University, his publications include *Power and Society: Greater New York at the Turn of the Century* (1982), *Nonprofit Organizations in a Market Economy* (1993), *Social Science in the Making: Essays on the Russell Sage Foundation* (1994), and *Making the Nonprofit Sector in the United States: A Reader* (1998). Hammack is past president of ARNOVA (Association for Research on Nonprofit Organizations and Voluntary Action), the leading scholarly association for nonprofits researchers.

SEVEN GREAT FOUNDATIONS

AYRES

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AYRES

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By

LEONARD P. AYRES, Ph.D.

ASSISTANT DIRECTOR, DEPARTMENT OF CHILD HYGIENE, RUSSELL SAGE FOUNDATION; AUTHOR OF "LAGGARDS IN OUR SCHOOLS," "OPEN AIR SCHOOLS"; CO-AUTHOR OF "MEDICAL INSPECTION OF SCHOOLS"

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LEONARD P. AYRES, PH.D.

Foreword

This little volume is a collection of articles which were printed in the *Journal of Education* during the fall of 1910. Minor alterations have been made to bring the information up to date. They were written and published to make available information concerning the origin, purposes and activities of the more important educational foundations. They appeared as follows:

Peabody Education Fund	September 8
John F. Slater Fund for the Education of Freedmen	September 15
Carnegie Institution of Washington	September 29
The General Education Board	October 6
Carnegie Foundation for the Advancement of Teaching	October 13
Russell Sage Foundation	November 3
Anna T. Jeanes Foundation	November 24

The articles are now reprinted for the same reason that led to their original publication, that is, to furnish in readily available and convenient form material which will answer the many requests for information as to the identity, purposes, activities, and history of the great foundations interested in educational matters.

L. P. A.

New York, March, 1911.

I

THE PEABODY EDUCATION FUND

I.—THE PEABODY EDUCATION FUND

The seven great educational foundations are, in the order of their establishment, the Peabody Education Fund, the John F. Slater Fund for the Education of Freedmen, the Carnegie Institution of Washington, the General Education Board, the Carnegie Foundation for the Advancement of Teaching, the Russell Sage Foundation, and the Anna T. Jeanes Foundation.

There are at least four reasons why these national benefactions are in a class by themselves. First, the unit by which they measure their bounty is a million of dollars, and this unit must be multiplied ten, twenty, and even fifty times to indicate the financial resources of the greatest of the funds. In the second place, in every case the donor has made the gift totally without religious or ecclesiastical conditions. The third noteworthy distinction is that the scope of each foundation is national or world-wide rather than sectional or local. The fourth distinguishing characteristic is that the conditions governing the administration of the trust funds are in each case general in character, and provision is made for future modifications as conditions change.

The members of the boards of trustees of these great funds are selected partly from professional and partly from financial circles. In no case do they receive the slightest pecuniary recompense for their labors, but are instead governed by altruistic motives. There can be no charge that they are swayed by personal, political, sectional, or denominational prejudices.

It was George Peabody of Baltimore, merchant and banker, who began this line of national benefactions forty-three years ago by establishing the Peabody Education Fund. It was in 1867 that he made the first two gifts, which together amounted to about $3,000,000, although owing to subsequent shrinkage in value of the securities this was later reduced to about $2,000,000. The donation

was made in the interests of education in the southern states, and the trustees assumed the obligation to administer the fund in the interests of the entire south.

There are four distinct periods in the history of its administration. The first period was about four years in length, and during it the energies of the general agent were mainly directed toward aiding and establishing public schools in large centers of population. During this period the fund co-operated in beginning city systems of public schools in towns and cities throughout the southern states.

The second period began in the early seventies, when public interest and attention turned toward the obligation of the state to educate all of the people. During this period the fund was used in co-operation with the state authorities to encourage the establishment of state systems of public schools.

In the year 1875 the general agent of the fund reported to the trustees that all of the states had established public school systems and had committed themselves to the policy of maintaining them. The situation forced the trustees of the fund to turn their energies into new channels, and they did so by undertaking to provide facilities for training teachers to teach in the schools that had been created.

It would be difficult to find a better illustration of the far-sighted wisdom of the founder in providing that the trustees of the fund could devote its income to new objects to conform with the changing social needs of the times. Within the first eight years conditions changed so radically that three distinct lines of work were undertaken in turn: First, the establishment of city school systems; when that work was accomplished, the establishment of state school systems; and upon the completion of this service, work for the training of teachers.

In the year 1875 the first step in the new direction was taken by establishing a normal school at Nashville, Tennessee. At that time the normal school

idea was new in the south, and it was decided to use this first school as an instrument for educating all of the southern states to a sense of the necessity of maintaining schools for the training of teachers. To attain this end, the trustees voted to establish a large number of scholarships amounting to $200 each to enable worthy students from all the southern states to attend this central training school. In this way the normal school at Nashville became a leader in the development of the normal school idea throughout the southern part of the country.

In this work the Nashville school fulfilled the expectations of its founders and maintained its position of leadership until once more the task mapped out by the trustees had been accomplished as the earlier tasks had been, and the state normal schools were recognized as integral parts of all of the state systems. At the present time every southern state has its own school or system of schools in which its teachers are trained. Moreover, the states have all committed themselves to the policy of maintaining such schools, and there can be no question that they are all determined to support and develop them.

By the year 1903 this part of the work had been completed, and it became evident to the trustees that the time had come to direct the fund toward other ends. Consequently the board voted in 1904 to discontinue the payment of scholarships in connection with the Peabody Normal College at Nashville and seriously turned its attention to deciding on possible new lines of service.

After long deliberation and careful study of the entire field, the trustees decided that the greatest usefulness could be reached through endowing an educational institution which should for all time be a benefit to the entire south. Their investigations satisfied them that this end would be best attained by the endowment of the Peabody College for the higher education of teachers. They decided to do this, partly because Nashville had already become known as an educational center, and partly because it is the site of the Vanderbilt University, an institution among the first, if not the

very first, of southern universities. This arrangement made easy the fullest co-operation between the existing university and the new teachers' college, and averted useless expense through the duplication of plants, courses, and instructors.

The arrangement whereby the first endowment of the new institution was completed was that the trustees of the Peabody fund donated the sum of $1,000,000, the University of Nashville gave the land and buildings of the Peabody College for Teachers, the county of Davidson contributed $100,000, the city of Nashville $200,000, and the state of Tennessee $250,000.

This initial endowment, with subsequent additions, is at the present time "maintaining an institution that is destined to touch every aspect of the southern educational system from the kindergarten to the college, and will reach, directly or indirectly, every city, town, village, and rural community." It seems certain that the two institutions—the Vanderbilt University and George Peabody College for Teachers—thus brought into co-operation will serve as the basis for a great institution of learning in the south which will soon rank with the very noblest universities in the entire country.

From the revenues which are derived from the residue of the Peabody Education Fund the trustees are paying the salaries and expenses of state supervisors of rural schools. These supervisors have already been appointed in Virginia, North Carolina, South Carolina, Georgia, Mississippi, Tennessee, and West Virginia. They are devoting their energies largely to plans of rural school consolidation whereby several small schools are combined into one large graded school.

As the Peabody Foundation was the first of a long line of benefactions of unique and noteworthy character, it is a matter of interest to know who was the author and the instrument by which Dr. Peabody completed his endowment. The late Daniel Gilman, himself a leading spirit and influential trustee in several of the foundations, is authority for the statement that the formulation

of the original idea was probably due to Hon. Robert C. Winthrop of Boston, who was a close ally of Mr. Peabody's and brought to his service wise counsel, unusual foresight, and remarkable gifts of expression.

The trustees of the Peabody Education Fund are sixteen in number. Its membership contains such names as those of Joseph Choate, J. Pierpont Morgan, and Theodore Roosevelt. The general agent of the board is Professor Wickliffe Rose, and the offices and headquarters are at 811 Union Trust building, Washington, D. C.

II

THE JOHN F. SLATER FUND FOR THE EDUCATION OF FREEDMEN

II.—THE JOHN F. SLATER FUND FOR THE EDUCATION OF FREEDMEN

In 1882, fifteen years after the establishment of the Peabody Fund, John F. Slater of Norwich, Conn., set aside the sum of $1,000,000 as a perpetual trust fund to be used for the education of the former slaves. The full name of the new philanthropy was the John F. Slater Fund for the Education of Freedmen.

John Fox Slater was a quiet, thoughtful business man whose chief occupation in life was the manufacturing of cotton and woolen goods in Connecticut and Rhode Island. So successful was he in his business ventures that he amassed what was considered in those days a great fortune. Toward the end of his life he turned over to a body of ten trustees the sum of $1,000,000, the income of which was to be expended in the promotion of normal and industrial education among the freedmen and their posterity.

The first body of trustees were men of the highest standing in the community. Ex-President Hayes was the first president of the corporation, and among the trustees were Phillips Brooks, Daniel C. Gilman, Morris K. Jesup, and Chief Justice Waite.

In establishing his fund Mr. Slater openly acknowledged the impulse which he had received from the founder of the first of these great educational funds by stating in his first letter to his trustees that he was actuated by the realization of "the eminent wisdom and success that has marked the conduct of the Peabody Education Fund in a field of operation not remote from that contemplated by this trust."

Since its establishment the financial management of the fund has been so good that, notwithstanding the fact that securities have several times during the period suffered severe depreciation, the income is now more than it was originally. For many years the treasurer was Morris K. Jesup of New York, and to him in large measure has been

due the admirable financial management of the fund.

At the present time there are nine trustees, under the presidency of William A. Slater, the son of the founder. The general agent is Dr. James H. Dillard of New Orleans. Two field agents are employed.

During the year 1910–11 the appropriations for donations and expenses amounted to $80,000. Sums of money were granted to educational institutions for the colored race situated in the southern states. These appropriations ranged in size from $100 to $10,000, and fifty-two institutions secured their benefits. In fifteen of these schools the appropriations were employed to pay the salaries of teachers in the industrial branches, in an equal number the money was used to defray the expenses of teachers other than those of purely industrial subjects, and in the remaining six cases the money was used for paying the salary of the principal or director. In a very few cases some part of the donation was employed in paying for supplies or devoted to meet general running expenses. In general, it may be said that the income of the fund is employed in paying the salaries of teachers in schools which train young colored people in industrial pursuits and for the profession of teaching.

One gift made in the year 1908 is particularly noteworthy because it is almost, if not quite, unique. This is in the nature of a subsidy of a public school system of a large city. In that year the trustees voted to grant the public school commissioners of the city of Charleston, S. C., the sum of $1,000 annually, for the period of three years, for the maintenance of an industrial school for negroes as part of the public free school system. This was done on the condition that the school after that time should be supported by the city.

The meetings of the trustees of the fund are held in New York City. In the twenty-eight years of its existence something more than forty meetings have been held.

It is well worthy of note that the founder of the

second of the great educational funds provided for its future administration in a magnanimous and far-sighted spirit similar to that which actuated his predecessor, George Peabody. In his first letter to the trustees, the founder provided that the trust was to be administered "in no partisan, sectional, or sectarian spirit," and further that he was purposely leaving to the corporation "the largest liberty of making such changes in the methods of applying the income of the fund as shall seem from time to time best adapted to accomplish the general object herein defined."

III

THE CARNEGIE INSTITUTION OF WASHINGTON

III.—THE CARNEGIE INSTITUTION OF WASHINGTON

The Carnegie Institution of Washington was founded by Andrew Carnegie in January, 1902, when he gave to a board of trustees the sum of ten million dollars in registered bonds, yielding 5 per cent interest annually. This endowment fund was increased by a further gift of two million dollars made by Mr. Carnegie in 1907. In January, 1911, Mr. Carnegie further increased the resources of the Institution by a gift of $10,000,000, thus making its total endowment $22,000,000. The institution was originally organized under the laws of the District of Columbia as the Carnegie Institution. Some two years later it was incorporated by an act of Congress under the name of the Carnegie Institution of Washington. The articles of incorporation state that "the object of the corporation shall be to encourage in the broadest and most liberal manner investigation, research, and discovery, and the application of knowledge to the improvement of mankind."

By the act of incorporation the institution was placed under the control of twenty-four trustees, who meet annually in December. During the intervals between meetings the affairs of the institution are carried on by an executive committee chosen by and from the board of trustees. The chief executive officer is its president, at the present time Robert S. Woodward.

The investigations which have been conducted or are now being considered are many in number and pertain to widely different fields of inquiry. These projects are chiefly of three classes, namely:

First, large projects or departments of work, the execution of which requires continuous research by a group of investigators during a series of years. Ten such departments have been established by the institution, as follows: Botanical research, experimental evolution, economics and sociology, geophysical investigation, marine bi-

ology, meridian astrometry, historical research, solar observation, and nutrition.

Secondly, minor projects which may be completed by individual experts in limited periods of time. Many grants have been made for work of this class.

Third, work conducted by research associates and assistants. Under this head aid has been given which has enabled a considerable number of able investigators possessing exceptional opportunities to continue in work that they have already started.

Besides these activities a division of publications has been organized. This division attends to the publication of the annual reports or year-books as well as to the printing of the reports of investigations. These publications are restricted to editions of one thousand copies or less, and are sent gratis to a limited list of the greater libraries of the world. Other copies are offered for sale at prices which cover the cost of publication and postage. According to the latest list, these publications are one hundred and forty in number, covering a vast range of subjects, and varying in price from ten cents to $20.

The different departments of research have been supplied with varied and interesting quarters of their own to enhance the efficiency of their work. The department of botanical research has established a laboratory at Tucson, Arizona, equipped for the special work of botanical research in desert areas. The plant consists of two laboratories, two shops, and two stone reservoirs located in a land reservation of about eight hundred acres. There is also a laboratory at Carmel, California. There are various reservations of land for plantations in the mountains of Arizona and in the desert areas of the southwestern states and adjacent areas of Mexico.

The department of experimental evolution has a tract of land of about thirty acres at Cold Spring Harbor, Long Island, with an equipment of fourteen buildings, besides a naphtha launch for marine collecting. In addition, the department has

recently secured a small island in Long Island Sound, where it conducts investigations of plants and animals in a state of isolation.

The department of geophysics has a beautiful laboratory in the city of Washington on a site of five acres.

The department of marine biology has a plant at Loggerhead Key, Dry Tortugas, Florida, in a region remarkable for its abundance of marine life. The equipment consists of four buildings, a dock, a yacht, three launches, and two smaller boats. The vessels of this scientific navy are appropriately named—"Physalia," "Sea Horse," "Vellela," and "Porpoise."

For the purposes of studies in meridian astrometry it was decided in 1903 to establish an observatory in the southern hemisphere. The project was carried out with the approval of the government of Argentina, and the observatory located in 1909 on national land at San Luis, Argentine Republic, the equipment consisting of four buildings.

The equipment of the solar observatory consists of two separate but closely-related parts. These are an observatory with telescopic equipment and physical laboratory on Mount Wilson, California, and an office, shops, and physical laboratory in Pasadena, twelve miles away. The two parts of the plant are in intimate communication by means of the telephone. A novel feature of the equipment of the observatory consists in a tower telescope sixty feet in height. An additional tower telescope one hundred and fifty feet high is now in the course of construction.

In 1907 work was begun on the nutrition laboratory, which is situated near the Harvard Medical School in Boston. Through the courtesy of the authorities of Harvard College, heat, light, power, compressed air, vacuum and refrigeration are obtained from the near-by plant of the Harvard Medical School.

The last of the departments having special equipment is that of terrestrial magnetism, which is conducting a general magnetic survey of the

earth. To aid in this work the brigantine Galilee of San Francisco was chartered from 1904 until 1908. In the latter part of 1908 the construction of the non-magnetic ship Carnegie was begun, and she was launched in June, 1909, beginning her first voyage in August of the same year. Her novel equipment and freedom from magnetism permit making precise magnetic observations at sea, a feat which heretofore has been attended with the greatest difficulty.

The administrative offices of the institution are located in a beautiful building in the city of Washington erected as permanent headquarters for the institution.

At the present time the trustees are twenty in number. The Honorable John S. Billings is chairman, Senator Elihu Root, vice-chairman, while Cleveland H. Dodge is secretary.

IV

THE GENERAL EDUCATION BOARD

IV.—THE GENERAL EDUCATION BOARD

The General Education Board is the greatest of the educational foundations in its financial resources and in the consequent scope of its activities. It is an organization chartered by Congress under an act approved in 1903. The object of the corporation, as defined in the charter, is "the promotion of education within the United States of America without distinction of race, sex, or creed." In 1902 John D. Rockefeller contributed to the board the sum of one million dollars. Three years later, in 1905, he added the sum of ten million dollars as a permanent endowment; and early in 1907 a further sum of thirty-two million dollars, one-third of which was to be added to the permanent endowment fund, and two-thirds to be applied to such specific objects as Mr. Rockefeller or his son might designate. The latest gift of Mr. Rockefeller was made in 1909, and amounts to ten million dollars, thus bringing the total of Mr. Rockefeller's donations to the board up to the sum of fifty-three million dollars.

The work of the board was originally devoted to secondary, rural, and negro education in the southern states; but since 1905 it has been so extended that its activities cover the entire country. The board has three main lines of work:

1. The promotion of practical farming in the southern states;

2. The development of a system of public high schools in the southern states; and

3. The promotion of higher education throughout the United States.

The Promotion of Practical Farming in the Southern States.

During the first three years of its existence the board sent out a force of experts who made a systematic study of educational conditions throughout the southern part of the country. As

a result of this study of conditions on the ground, the conclusion was reached that the greatest present need of that section of our country is increased productive efficiency of rural life. Eighty-five per cent of the population of the southern states live in the country and by farming. A careful study was therefore made regarding the most effective means of placing before the farmers of any community the best available agricultural knowledge. While conducting this inquiry, the representative of the board met Dr. Seaman A. Knapp, special representative of the United States Department of Agriculture, who was successfully combating the boll weevil by means of demonstration farms in Texas and Louisiana. It was the opinion of the board that this method, which had proved successful in combating an agricultural pest, would be equally successful if employed in promoting general agricultural knowledge.

As a result of this decision, the General Education Board began in 1906 to spend large sums of money in supporting and encouraging demonstration farms conducted by the United States Department of Agriculture.

According to the latest reports of Dr. Knapp, one hundred and thirty-five men are now at work supervising these demonstration farms, and 13,589 farmers are pursuing improved agricultural methods under their direction. It is further estimated that 187,680 other farmers are pursuing similar work under the influence of those who have the advantage of the immediate supervision of the agents.

Moreover, under the auspices of Dr. Knapp, several special state agents have been appointed in the southern states who are conducting demonstration work among the boys of the public schools. The result is that at the present time several thousands of boys from twelve years of age and up are organized into "Boys' Corn Clubs," and are engaged in "learning by doing." The world's record for the largest crop of corn ever raised on one acre of land is held by one of these boys.

The Promotion of Public High Schools

When the agents of the board made their general study of educational conditions in the southern states, they reported that one of the greatest needs was for public high schools. As it is the policy of the board to work through existing organizations rather than by erecting social machinery of its own, arrangements were made with the state universities, whereby they should assume leadership and direction of the new movement.

The General Education Board appropriates to each university a sum sufficient to pay the salary and traveling expenses of a special high school representative. This man is a member of the university faculty, and holds the position of professor of secondary education. He represents the university and the state department of education, and visits the counties throughout the state, organizing public sentiment and securing the establishment and maintenance of public high schools. Appropriations have been made to the state universities in the following states:

Alabama	North Carolina
Arkansas	South Carolina
Florida	Tennessee
Georgia	Virginia
Louisiana	West Virginia
Mississippi	

While it is not possible to state the total number of high schools which have been organized as a result of this work, the following figures show results in nine of the states:

New public high schools established:

Alabama	33
Florida	10
Georgia	46
Louisiana	22
Mississippi	37
North Carolina	198
South Carolina	85
Tennessee	43
Virginia	229
	703

Buildings erected:

Number	515
Cost	$6,390,780

It is safe to assume that as a result of the policy of co-operative initiative on the part of the General Education Board one thousand new high schools have been established, and ten million dollars have been raised by the people for buildings and equipment.

Of this work, ex-President Eliot has said, after personal study: "It is the most valuable piece of constructive educational work now going on in the United States."

The Promotion of Higher Education

Following its usual policy of working through agencies which are already established, the General Education Board applies its gifts toward the endowment of existing colleges and universities. Institutions in any section of the country decide how much money they wish to raise at a given time. If they apply to the General Education Board for assistance, a careful study of the institution is made, covering both its financial and its educational strength. If the investigation shows that the case is meritorious, the board makes a contribution toward the total sum which the institution has decided to raise. The contribution is invariably made absolutely to the trustees of the institution, and the General Education Board exercises no supervision or control over its expenditure. It first decides that the institution is worthy of aid, and then makes its gift with no string attached to it.

Appropriations for higher education have been made as follows:

In the southern states	$1,537,500
In the western states	2,185,000
In the eastern and middle states	1,455,000
	$5,177,500

These gifts are contributions toward an approximate total of twenty-three million dollars, which the institutions have undertaken to raise and which represents increased funds for endowment and equipment largely made possible by the contributions of the General Education Board.

To summarize: The policy of the General Edu-

cation Board is to work through existing agencies rather than to undertake independent educational work itself. The work of agricultural demonstration is conducted through the officials of the United States Department of Agriculture, and these officials control the expenditures. The establishment of public high schools is promoted by enabling state universities and state departments of education to do the work. When contributions are made to colleges, full power to direct the expenditure of the funds is left in the hands of the college trustees.

The method by which the General Education Board does its work has sometimes been characterized as the use of "the masked hand." As used in this instance, the term means the accomplishment of work through others. The board originates the idea, studies the field, formulates a working plan, puts up the money for carrying on the enterprise; and accomplishes the desired end without itself figuring in the work of educating farmers, establishing high schools, or controlling university policies.

The trustees are at present seventeen in number. Among them are ex-President Eliot, Andrew Carnegie, Dr. H. B. Frissell, and President E. A. Alderman. The chairman is Frederick T. Gates, and the secretary, Wallace Buttrick. The offices of the board are at 2 Rector Street, New York City.

V

THE CARNEGIE FOUNDATION FOR THE ADVANCEMENT OF TEACHING

V.—THE CARNEGIE FOUNDATION FOR THE ADVANCEMENT OF TEACHING

In March, 1906, Congress approved an act incorporating the Carnegie Foundation for the Advancement of Teaching. The founder was Andrew Carnegie, and the initial endowment of the foundation was $10,000,000. Its primary purpose was the establishment of retiring allowances for teachers in the colleges, universities, and technical schools of the United States, the Dominion of Canada, and Newfoundland.

In April, 1905, Mr. Carnegie outlined his plan in a letter addressed to twenty-five men whom he had selected as trustees of the fund. Extracts from this letter follow:

"New York, April 16, 1905.

"Gentlemen: I have reached the conclusion that the least rewarded of all the professions is that of the teacher in our higher educational institutions. New York city, generously and very wisely, provides retiring pensions for teachers in our public schools, and also for our policemen. Very few, indeed, of our colleges are able to do so. The consequences are grievous. Able men hesitate to adopt teaching as a career, and many old professors whose place should be occupied by younger men cannot be retired.

"I have transferred to you and your successors, as trustees, $10,000,000, the revenue from which is to provide retiring pensions for the teachers of universities, colleges, and technical schools in our country, Canada, and Newfoundland, under such conditions as you may adopt from time to time.

"The fund applies to the three classes of institutions named, without regard to race, sex, creed, or color. . . .

"Gratefully yours,

"Andrew Carnegie."

This letter also specified that the benefits of the fund were not to extend to professors in state uni-

versities, or to those in colleges under the control of a given sect or denomination. In 1908, three years after the establishment of the foundation, Mr. Carnegie expressed his willingness to grant the request of the state and colonial institutions which had petitioned to be included in the provisions of the gift; and by adding an additional $5,000,000 to the foundation, made this extension possible.

The trustees endeavor, so far as possible, to restrict their relations to institutions of higher education rather than to individual professors. The foundation has compiled a list of institutions designated as the "Accepted List." When a college or university desires to become a beneficiary of the foundation, it makes formal application to be placed upon this "Accepted List." The foundation then makes a careful study of the educational standards, plan of government, and endowment of the petitioning institution, so as to make sure that it conforms to the established regulations.

This process is a laborious one, but it has the great advantage that it makes the task of the board of trustees to pass upon the merits of institutions, not of individuals. When an institution has once been placed on the "Accepted List," the teachers and executive officers may look forward without anxiety to having retiring allowances granted them under fixed regulations. These allowances come as a right, not as charity. The college professors and officials regard them as earned in the regular course of service, not as given through courtesy.

The chief work of the foundation is that of an educational agency, dealing with institutions of higher learning in America. The viewpoint is nation wide. It includes the interests not of a community or section, but of a continent. The annual report of the president deals with various educational problems, in addition to those which concern exclusively the administration of the trust. Moreover, from time to time the foundation publishes in pamphlet form studies in education. The fund does not provide allowances

for teachers in secondary school work or in the grades.

A retiring allowance may be given to any person sixty-five years of age who has served not less than fifteen years as a professor or not less than twenty-five years as an instructor and professor. If the active pay of the individual is $1,200 or less, the retiring allowance is $1,000, provided that no retiring allowance shall exceed ninety per cent of the active pay. For an active pay greater than $1,200, the retiring allowance is $1,000 plus $50 for each $100 of active pay in excess of $1,200. No retiring allowances exceed $4,000.

Rules somewhat similar to the preceding apply to professors who are retired because of physical disability rather than because of age. Widows of professors receiving retiring allowances, or eligible to receive them, receive under specified conditions pensions one-half as great as their husbands were receiving or were entitled to. At the present time there are sixty-five institutions on the "Accepted List," and 318 retiring allowances are in force. Of these, 273 are being paid to professors and forty-five to widows of professors. The average amount of allowance being paid to professors is $1,570, while the average received by widows is $839.

There is one more valuable and interesting line of activity being carried on by the foundation. This is the exchange of secondary school teachers between Prussia and the United States. It has now been in operation for one year. The details for its arrangement in Prussia are in the hands of the Prussian minister of education, while in the United States they are in those of the president of the Carnegie Foundation. During the year 1909 nine American teachers were assigned to Prussian schools, while six Prussian teachers were assigned to American schools. This system of exchange is as yet in its infancy, and it is as yet too soon to foresee what the ultimate successful plan may be. The results up to the present time are most hopeful.

The trustees of the foundation are twenty-five

in number, under the chairmanship of Charles Custis Harrison. The trustees include the presidents of some of our greatest universities. Among them are found the names of Presidents Butler of Columbia, Hadley of Yale, Schurman of Cornell, Van Hise of Wisconsin, and Wilson of Princeton. The officers of the foundation are: President, Henry S. Pritchett; treasurer, Robert A. Franks; and secretary, John G. Bowman. The offices are at 576 Fifth Avenue, New York City.

VI

THE RUSSELL SAGE FOUNDATION

VI.—THE RUSSELL SAGE FOUNDATION

The Russell Sage Foundation was incorporated under the laws of the state of New York in the month of April, 1907. The endowment consists of the sum of $10,000,000 donated by Mrs. Russell Sage. The purpose of the Foundation, as stated in its charter, is "the improvement of social and living conditions in the United States of America." The charter further provides that "It shall be within the purpose of said corporation to use any means which from time to time shall seem expedient to its members or trustees, including research, publication, education, the establishment and maintenance of charitable and benevolent activities, agencies, and institutions, and the aid of any such activities, agencies, or institutions already established."

In a letter addressed to the trustees in April, 1907, Mrs. Sage further defines the scope of the

Foundation and its limitations as follows: "The scope of the Foundation is not only national, but it is broad. It should, however, preferably, not undertake to do that which is now being done or is likely to be effectively done by other individuals or other agencies. It should be its aim to take up the larger, more difficult problems; and to take them up so far as possible in such a manner as to secure co-operation and aid in their solution."

From its very inception the officers of the Foundation received many applications from educational institutions of all kinds and church institutions of all denominations as well as from individuals and associations seeking assistance. This flood of petitions was largely attracted by the broad scope of the Foundation. At their first meeting the question of scope was carefully considered.

Among the conclusions reached were the following: The Foundation will not attempt to relieve individual or family need. Its function is

to eradicate so far as possible the causes of poverty and ignorance rather than to relieve the sufferings of those who are poor or ignorant.

The sphere of higher education, as represented by our universities and colleges, is not within the scope of the Foundation. It is sufficiently cared for by other large agencies. Not so, however, education of the kind that directly affects social and living conditions.

Aid to churches, for church purposes, whatever their denomination, is not within the scope of the Foundation.

In the three years of its existence the work of the Foundation has been partly propagandist and partly in the nature of research. It has conducted work through its own regularly employed staff, and it has in other instances utilized organizations already existing to carry on certain kinds of work. In these varying activities its degree of control has varied from absolute direction to intrusting direction entirely to others.

Among the movements which the Foundation has assisted financially may be mentioned the anti-tuberculosis campaign, movements for public recreation, the placing out and management of children in institutions, the medical inspection of schools, and propaganda in behalf of children's school gardens. One department of the Foundation has in charge the encouragement and extension of charity organization. Extensive work has been accomplished in propaganda for the prevention of blindness, especially among children.

In the field of research a careful study of working men's and other forms of small insurance at home and abroad has been made. Studies have been conducted in the fields of the salary-loan business and the chattel-loan business, the feasibility of establishing an employment bureau in the city of New York, and the methods used and the results accomplished in relieving the recent earthquake sufferers in San Francisco. Another important special line of research has been the so-called Pittsburgh Survey, which has been an intensive and deep study of social and industrial

conditions in Pittsburgh as a typical American industrial city.

Means have been provided whereby the schools of philanthropy in Boston, New York, Chicago, and St. Louis have been enabled to establish departments for the training of workers in social investigation. This assistance has enabled them to offer two or three years' courses to students and to give more thorough preparation for work and investigation.

The Foundation has emphasized the importance of the housing problem in the great cities and their suburbs. A considerable tract of land has been purchased near New York, and is being used for purposes of experiment and demonstration.

One of the Foundation's lines of activity has had to do with the practical problems of common school administration which are related to the progress of children throughout the common schools. Investigations have been steadily in progress for the past three years to discover and lessen the factors which prevent the regular progress of a large portion of children through the common school course and account for our schools being clogged with many so-called "backward children." Encouraging progress has been made in this field; and the problem is now being attacked in many cities with renewed assurance, as the result of the work that has been accomplished.

This, however, has not been the sole or the ultimate object of this particular line of work. The larger object has been the discovery of ways of measuring educational progress and educational results. The realization that the great development of modern science is based upon the perfection of exact methods of observation and research has led to the conclusion that one of our great needs in education at the present time is to have means of checking results, so as to be able to test different methods as accurately as it is possible to test them in the field of business. The Foundation's workers feel that we need to be able to measure the relation between educational pro-

ducts and educational processes. A considerable number of studies have been conducted in this field, and more are in progress.

Other lines of work in the field of elementary education are represented by the publications which have already appeared on medical inspection of schools, the problems of retardation and elimination, and open-air schools. There are now in course of preparation volumes on the wider use of the school plant, and on the problems and results of school feeding here and abroad.

Among the other activities to which the Russell Sage Foundation has contributed financial aid are the National Red Cross, the President's Homes Commission, and the Child-Saving Congress in Washington. Some idea of the scope of the Foundation's activities may be gained from the following titles of a few of its publications:

The Standard of Living Among Workingmen's Families in New York City
Medical Inspection of Schools
Laggards in Our Schools

Correction and Prevention. Four Volumes
Juvenile Court Laws in the United States: Summarized
The Pittsburgh Survey. Six Volumes
Housing Reform
A Model Tenement House Law
Among School Gardens
Workingmen's Insurance in Europe
The Campaign against Tuberculosis in the United States
Report on the Desirability of Establishing an Employment Bureau in the City of New York
Wider Use of the School Plant

The above statement of some of the activities of the Foundation is not inclusive or complete, nor is it intended to be. It is only illustrative. The Foundation has never published a complete report of all of its activities.

The fundamental idea of the Foundation is to place in the hands of qualified trustees the income of its large endowment and the power to use it in any way they think will best make for improvement in social and living conditions. The Foundation is not confined to any single form of social betterment. The provisions of its charter are

sufficiently elastic to provide for any modification made necessary through the shifting of social conditions.

The trustees of the Foundation are nine in number. The headquarters are located in New York city at 105 East 22d street. The officials are Mrs. Russell Sage, president; Robert W. De Forest, vice-president; Cleveland H. Dodge, treasurer, and John M. Glenn, secretary and general director.

VII

THE ANNA T. JEANES FOUNDATION

VII.—THE ANNA T. JEANES FOUNDATION

The youngest of the great educational foundations is the Anna T. Jeanes Foundation, organized for the purpose of administering a fund of $1,000,000 given by Miss Anna T. Jeanes, a Philadelphia Quakeress, for fostering negro rural schools. The board of trustees was formally organized in February, 1908.

In his first statement to the board of trustees, under date of June 1, 1908, the president of the foundation suggests that the best line of work in using the money placed at the disposal of the board is:

First—To get something additional from the school authorities.

Second—To get the co-operative effort of the people themselves. And

Third—To improve the effectiveness of the school and widen its neighborhood influence by introducing industrial features.

Work has actually been carried on along all three of these lines. One of the principles rigidly adhered to has been avoidance of doing anything to lessen the responsibility of the regular school officials. The work has been one of co-operation and encouragement, not of displacement or substitution.

The foundation has several working methods. First, there is the plan that is known as the "Henrico plan," so called because work of this character was first carried on in Henrico county, Virginia. In brief, this plan consists of supplying to the county superintendent a competent teacher whose duty it is to introduce industrial work into the different schools of the county, and to supervise it. The teacher spends his or her entire time in this supervisory work, so that the schools have the benefit of industrial training, and, in addition, constant supervision, suggestion, and encouragement. This visiting supervisor also forms, when

occasion offers, organizations for school and home improvement.

Another plan of work consists in locating a teacher at some central school as headquarters, and having that teacher do extension work among several neighboring schools, varying in number from three to six.

A third method of work consists in co-operating with local school authorities in lengthening the school term and increasing the teaching force. This method of work has the double advantage of improving the school work directly, and arousing local interest in the community's educational problems.

The custody of the Jeanes Fund has been entrusted to the care of a most representative board. Among the members are President Taft, Dr. Booker T. Washington, Dr. H. B. Frissell, and Andrew Carnegie. A notable feature of the composition of the board is that it has three colored men, in addition to Booker T. Washington. These are Major R. R. Moton, Hon. John P.

Napier, and Hon. Robert L. Smith. The president of the Foundation is Dr. James H. Dillard, formerly dean of Tulane University, and at present general agent of both the Slater and Jeanes Foundations. The treasurer of the Foundation is George Foster Peabody, and the secretary Major Robert R. Moton, of Hampton, Va. The other members of the board are David C. Barrow, Chancellor of the University of Georgia; Samuel C. Mitchell, President of the University of South Carolina; George McAneny, President of the Borough of Manhattan, New York City; Belton Gilreath, Robert C. Ogden, Walter H. Page, and Talcott Williams.

The Anna T. Jeanes Foundation is the youngest of the seven educational foundations, and the last to be considered in the present series of articles. Like all of its companions, the key-note of its work is the demonstration of possibility, with the burden of continued support placed on the community, instead of being assumed by the fund. As is the case with all of the others, this founda-

tion uses great care to avoid duplication of work done either by other benevolent agencies or through public institutions.