A GOOD CHARTER'S WORK

LESSONS IN MUNICIPAL GOVERN-MENT FROM SAN FRANCISCO.

information of Value to All Cities Contemplating Creation of New Charters.

ROCHESTER, N. Y., May 11 .- At the annual meeting of the National Municipal League, which closed its sessions in this city yesterday, the following paper was read by J. Richard Freud, on the municipal affairs of San Francisco under its

The end of next month closes the first fiscal year under the new charter of San Francisco. A fair survey of the first year's work may now be taken. A bal-ance in the municipal ledger account may be struck. A brief review of the initial working of the new organic law will give some estimate of its future operation. "During the past year the municipal government of San Francisco has under-

gone a complete revolution. From the obsciete consolidation act, created in 1856, to the freeholders' charter of 1860 marks a radical transformation. The former Legislative statute dominated the municipality for nearly a half century. It had become intimately interwoven and solidly imbedded in the civic fabric.

solidly imbedded in the civic fabric.

"A freeholders' charter in California is
the essence of municipal sovereignty.
Home rule for cities was firmly recognized
and promulgated in the state constitution
adopted in 1879. Subsequent constitution al amendments have so extended this principle as to enable communities to govern and regulate their own affairs. After four ineffectual attempts, San Francisco at last secured an organic law that

granted municipal independence.

The road of progress in San Francisco, as everywhere else, confirms the truism that the old never yields to the new without a struggle. Long-established policies of government and forms of administration will not readily succumb. Conditions that have saturated the municipal fiber for many years can hardly be expected to yield instantly or volun-tarily. Obstinate and defiant, the powers that swayed the government of San Fran-cisco for decades sought to thwart the introduction of the new organic law.

"The first line of attack was to break down the entire charter through the in-strumentality of the courts. At the very strumentanty of the courts. At the very outset, a suit was brought to test the constitutionality of the charter as a whole. After claborate arguments, the Superior Court of this city and the Superior of the state decided that the charter of San Francisco was prepared, ratified and approved in accordance with the consti-tution of California. As a whole its con-stitutionality and validity were thus firmestablished.

ly established.
"Failing in their determination destroy the entire charter, its oppositions then decided to break it to pleces. From then decided to break it to pieces. From various sides, unsupported charges were huried against the operation of the new law. By indiscriminate abuse, it was sought to discredit the instrument. Unavoidable errors were magnified into appalling blunders. The difficulties inseparable from the inauguration of any new organic act were exaggerated into insurmountable characles. surmountable obstacles,

"Confronted with such fierce antagon-ism, the first administration under the new charter has had an arduous and try-ing task. Under the most favorable circumstances, it would require a high degree of political sagacity to put into effect an organic law without considerable friction. Thirty-two commissioners had to be appointed at once to conduct the affairs of the eight commissions provided in the charter. Novel conditions arose and intricate problems had to be solved. "A complete reorganization of the Po-

tive. The elective Board of Education, composed of 12 members, was changed to an appointive board of four School Di-rectors. A Department of Public Works with three appointed Commissioners was created. Nearly every branch of the city government was placed under the merit system. The foregoing will serve to illustrate some of the radical changes wrought by the new charter, "One of the noticeable features of the

charter that has worked admirably is the new method of selecting the City Council. The board of 12 supervisors, se-lected from districts and possessing mixed legislative and executive powers, was supplanted by a board of 18 supervisors, elected by the city at large, and strictly confined to legislative functions. This change has not only improved the personnel of the board, but has brought about a vast improvement in its proceed-ings. There has not been the alightest suspicion of wrong doing. The rights of the municipality have been saferuarded in dealing with the quasi public cor-porations that control the public utilities

the charter deserves special mention for its excellent results. The dollar limit of taxation for municipal purposes has been strictly observed. Each fund has been inviolate for its specific objects. No diversion of funds has been permitted. Each department has kept within its al-lotted appropriation, while many departments show an actual surplus. The total surplus this fiscal year will reach \$450,000, of which at least \$100,000 has been saved by the deptinants of the city govern-ment out of their taspective appropria-tions. This fact speaks volumes in favor of the financial provisions of the char-ter, as well as for the integrity of the various bends of the departments. Under the previous consolidation act, un-welcome deficits faced the municipality at the expiration of each fiscal year. Now, the dollar rate of taxation is upheld, and yet a handsome surplus greets the tax-

"A just criticism of the administration of the present Board of Public Works and Board of Health is their appointment in some cases of superfluous deputies and clerks. As a general rule, the charter appecities the classes of employment and limits the number of subordinates in each department of the city government. Not being possible to anticipate the exact requirements of these two departments, being possible to anticoped the contributed them to create such classes and appoint such subordinates as they might deem necessary within the limit of their respective apropriations. Ilmit of their respective apropriations, and the contribute of the electoral ballot, the contributes are exercise of the electoral ballot, the contributes her share to our Treasury. The was provided that all permanent appointments shall be subject to civil service and that the temporary appointments to be walld must receive the approval of the temporary appointment of the valid must receive the approval of the temporary appointment to the best interests of their civ and to the best interests of their civ and Civil Service Commissioners. Believing some of the temporary appointments in these two departments unnecessary, the Civil Service Commission disapproved of them; but, unfortunately, its contention has not been sustained. The cause of this criticism will in time be removed by the certification of permanent civil

by the certification of permanent civil service cligibles for each position.

"The recent decision of the Supreme Court of California against the validity of the municipal bonds, favorably voted upon in December, 1896, by the electors of San Francisco, has been a keen disappointment. Preparations were ready to expend \$11.055.000 in constructing 17 new schoolhouses, perfecting the sewer and shouses, perfecting the sewer and drainage system, erecting a needed hos-pital and extending the park area of the city. These improvements will now have to wait until another special election is called and the requisite two-thirds vote secured. The decision of the Supreme Court will not prove an unmixed evil, for it emphatically points out that the charthe contains a perfect and complete method for the issuance of municipal bonds for public improvements. A movement to this end is already under way. As the city has at present no bonded debt, it is now free to incur a municipal indebtedness, not exceeding 15 per cent of \$400,000.

300, the total assessed valuation of all property in the municipality.

"The charter of San Francisco declares

that its public utilities shall be graduatly acquired and ultimately owned by the city and county. Estimates have been made of the cost of municipal water-

works and electric light plants with a view of their early submission to the vote of the people. As the franchise of one of the principal street railways of the one of the principal street railways of the city will expire in about a year, San Francisco may then make an experiment in its municipal operation. Public sentiment is divided upon the question of the comparative advantages of municipal control and operation of public utilities. The difficulties attending the complete establishment of the merit system accentuate the doubt upon this subject.

"The most advanced feature of the

"The most advanced feature of the charter of San Francisco is the article on civil service. Not only does it provide that appointment shall be made upon merit and promotion for efficiency, but it forbids removal except for good cause after a public trial. The impartial en-forcement of the civil service article caused widespread consternation in the

GOLD FUND OF TREASURY DEPART-MENT.

Far Exceeds That of Any Other Nation-Dispels Free-Silver Theory, and Shows Prosperity.

WASHINGTON, May 5.-Never before has the gold fund of the Treasury Depart-ment made such a magnificent showing as ment made such a magnificent showing as in the past few weeks. There has been a steady climb in the sum total of this fund, and Treasury officials have been congratulating themselves upon holding the largest gold reserve of any nation on earth. United States Treasurer Roberts caused widespread consternation in the ranks of the spoils hunters. Every conceivable device has been utilized to destroy the operation of the civil service provisions of the charter. Injunctions, to \$61,469,468. This is made up as fol-



REV. E. W. CASWELL IN NEW YORK.

Pev. Dr. E. W. Caswell, the new pastor of the Beekman Hill Methodist Episcopal Church, New York City, is said to have taken part in the building of more churches and parsonages than any other Methodist minister living, having had a share in the erection of more than 50 of these buildings. He has spent the greater part of his ministry in the West, where church-builders are much in demand, says the New York Commercial Advertiser. Dr. Cas-well was born in Herkimer County, and was educated in Felly Seminary and Cazenovia Seminary. He joined the Wyoming conference in 1869. In 1884 he went to Oregon, and was pastor of Grace Church, Portland. In 1887 he was called to Los Angeles, Cal., where he built the Simpson Tabernacle, costing Afterward he went to Santa Barbara, where a church costing a like was erected. Dr. Caswell was then made presiding elder of the Santa Barbara district for four years, and of the San Diego district for the same term. Coming East, he tecame pastor of the Norwich Methodist Church, and then removed to the Wilmington Conference for his wife's health. His transfer to the New York East Conference is regarded with much satisfaction by those

tuted to defeat the operation of the law. In some the merit system was upheld, while in others it lost. The Supreme Court of California has recently handed down two decisions, one unanimously afterming the validity of the municipal. the mu merit system, while the other, signed by 173,119. The diminution since then has only four of the seven Justices, restrictchange has not only improved the perdennel of the board, but has brought
bout a vast improvement in its proceed
ags. There has not been the slightest
uspicton of wrong doing. The rights
of the municipality have been safeguard
in dealing with the quasi public cororations that control the public utilities
of San Francisco.

The rancisco of the constitution of the strictly municipal
departments of the city government. An
amendment to the constitution of the
state will now be necessary, in order that
the civil service jurisdiction may also
include the so-cailed (county officers, if
the meantime, the citizens of California
will have a splendid opportunity to witmess a comparison between the results of
the merit and spoils system. Under civil
service are the departments of police. service are the departments of police. fire, health, election and public works, comprising in all 1600 positions, of which 300 are already filled by civil service eli-300 are already filled by civil service ellgibles. Under the spoils system will be
the offices of the County Clerk, Sheriff,
Assessor, Recorder and Coroner. The two
systems will thus be on trial. We believe this object lesson will convince the
people of California that the best interests of the state require the early establishment of civil service, not only in
the municipalities but size in the state.

A river cannot rise above its source; neither can a government go higher than the people. When the citizens of a community thoroughly realize that bad government means public calamity, good government will soon appear. It is gratifying to witness the healthy growth of civic pride, courage and patriotism in San Francisco. The Merchants' Association has set a worthy example for the emulation of commercial and improvement organizations. A strictly municipal election will be held next November. An excellent primary election has proper converses of the state, will afford ample protection in the nomination of desirable candidates. With a prop-A river cannot rise above its source; neither can a government go higher than the people. When the citizens of a com-munity thoroughly realize that bad govto the best interests of their city and

true to its organic law.
"No human work is perfect. No law the if framed by human hands will work without friction. Constitutions are but the essential to their smooth and successful operation. Notwithstanding the minor imperfections incident to its initiation, the first year's trial of the charter of San Francisco vindicates the country is an angle of the charter of the fact that the country is an angle of the charter of the fact that the country is an angle of the charter of the fact that the country is an angle of the charter of the fact that the country is an angle of the charter of the fact that the country is an angle of the charter of the fact that the country is an angle of the charter of the charter

PERSONAL MENTION.

H. H. Eaton, a Seattle lawyer, is registered at the Portland.

mandamuses and restraining orders were lows: Reserve fund, \$150,000,000; held brought in rapid succession. Five distance suits in various courts were institute general fund, \$68,027,479. This total of this year, when the total was \$502,money centers, and it was not without involving the Government in considerable debt that the fund was maintained at the lowest figure permissable. There is not a country on the face of the earth which holds so much gold in its treasury as the United States now has in its coffers. Rus-sia. England, France and other great money powers of Europe have from time to time held amounts of commensurate value in their treasuries, but at the pres-

tablishment of civil service, not only in its municipalities but also in the state government itself. Thus it is that the merit system invariably profits by its own apparent temporary defeat.

"The student of civic affairs must withal feel encouraged at the slow but sure progress of this Western metropolis toward the ideal in municipal government. A river cannot rive shows the source." ent time we have any and all of them

rency of the Nation as the amount infigures show that during the year end-ing June 30, 1900, \$4,739,306 in gold was imported from Australia, while during the eight months ending February 28, 1901. the sum of \$17,588,866 came into the country from that source. Thus it is shown that the fund is not made up exclusively

first year's trial of the charter of San Francisco vindicates the promises of its advocates and justifies the expectations of its friends."

An advocates and justifies the expectations of its friends."

The charter of San fact that the country is enjoying an unusually marked degree of prosperity. The gold fund has come to be regarded as the barometer of National business confitions. When it ebbs business generally is found to be in bad shape, and when it is on the flood it is found that the business interests of the country are in good shape. Such is the reading at the present time S. M. Irwin, of Seattle, who is con-nected with the White Pass & Yukon Railway is at the Portland. E. E. Cushman, of Tacoma, assistant United States District Attorney for Washington, is registered at the Imperial. Mr. Cushman is a brother of Congressman Francis W. Cushman. this fund. From present indications, in-deed, it is likely to maintain its high fig-ure for an indefinite period."

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imaginative Easterner to the effect that Indiana has embarked extensively in the raising of snakes and the manufacture of snake oil for the market. It will do them no good to deny it, either. The lie is out and will stay out. Let indiana make the best of it and go into the snake oil business. There is money in it.

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Borgeson, Miss Blanche
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Rothschild and Cassowary. Chambers' Journal. Walter Rothschild has for some years been making a special study of the cas-sowary, and the Christmas before last sowary, and the broken that bird, magnifi-cently illustrated with colored plates. Very little is known of cassowaries; even experts cannot always tell the male from the female. On one occasion Jamrach the female. On one occasion Jamrach cold a cassowary that all concerned regarded as a male. A few months afterward he received from his cuestomer this telegraphic message: "Your male cassowary has laid an egg." Again, there are only some four or five species known to science. Waiter Rothschild has established the existence of fifteen species. This has involved an enormous outlay which no mere man of science could have borne. It entailed, to begin with, the purchasing of hundreds of live cassowaries, which sometimes cost as much as £150 each. Then these cassowaries, which were young birds, had to be kept until they came into color, the owner knowing al the time that he should derive no profit from his outlay. Previous students of the carsowary had to content themselves with the study of the mere skins, and could command only such skins as good luck might place in their way,

South African Natives.

Monthly Review.

Some Englishmen call the natives of India "niggers," with an emphatic adjective often prefixed. Persons of this kind, with the same exquisite accuracy kind, with the same exquisite accuracy and the same just sense of superiority, call the races of South Africa "niggers" also. Some persons are neither wiser nor better bred than the Boers, who habitually refer to the natives as "black cattle" or "blask trash." The fact is that the natives are neither negroes nor black. The aborigines appear to have been bushmen, who are of a dingy yellow color. These have been pressed southward and broken up into scattered communities by invading peoples of Bantu stock. The Hottentots are believed to be of mixed bushmen and Bantu descent. In physical bushmen and Bantu descent. In physical deed, it is likely to maintain its high figure for an indefinite period."

Money in Snakes.

Chicago Tribune.

It is likely to keep the Indiana papers busy denying the story started by some

Dusy denying the story started by some

bushmen and Bantu descent. In physical characteristics they resemble the bushmen; and they peak a tongue like theirs, full of clicks, and like theirs in grammatical construction. To the similarity of grammatical construction, however, there is one important qualification. The bushman language is that primitive type

which has no genders, while the Hottentot language is sex-denoting. The Bantus of Eastern and Central South Africa are generally divided into two great peoples known generically as the Bechuana and the Zulus, To these two peoples (I do not attempt here an enumeration of the various tribee) the native inhabitants of the Transvaal and the Orange River Colony chiefly belong, though there are isolated communities of bushmen. Soft is their speech, and plensant to the ear, full of vowels and devoid of the clicks and harshness of the bushman dialects. Though they are not negroes, they are Though they are not negroes, they are prolific, and thrive, as the negroes, too, thrive in the presence of civilization. Hence they are likely to remain a permanent element of the population, and an increasing rather than a diminishing element. The bushmen are hunters at a relatively low level of savagery, but furnished with the bow and possessed of considerable artistic power. Far inferior to them in the latter respect, the Bantu tribes are otherwise much further advanced. They are pastoral and warlike peoples, living under the government of chiefs in communities organized on a patriarchal basis.

A Theory and Its Fate.

Dalles Chronicle. Not many years ago it was claimed that the gold standard would make the United States the slave of England. The recent loans of American money to Eng-land are a striking refutation of that Populist notion.

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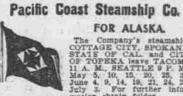
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