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MUNICIPAL PREPAREDNESS¹

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Philadelphia

ARE the American people interested in municipal affairs? And if so, how are they manifesting that interest? Recent events, and especially those connected with the late election, show conclusively that it is unwise to attempt to speak with positiveness and definiteness with regard to the beliefs and convictions of 100,000,000 people. The most that one can do is to study incidents and tendencies over a sufficiently wide area and during a sufficiently long period, and see what they disclose. One of the great services which an organization like the National Municipal League performs is to keep track from year to year of movements and tendencies in its chosen field; compare and measure them, and show their growth, development and significance.

Since August, 1914, there has been a general impression, that public interest in the war was paramount. The recent national election clearly showed that the American people had not lost sight of their own problems, for several of the pivotal issues, and notably the Adamson bill, were of purely domestic concern. The civic secretaries committee of the National Municipal League published, in September, a summary of the topics discussed by local civic organizations during the year. It showed the following results:

Number of addresses noted: Relating to war, 51; Politics and citizenship, 15; City planning, 14; Foreign relations and race problems, 13; Education, 13; Health, 12; City government, 11; Labor and industrial relations, 10; Public utilities, 9; Crime and delinquents, 7; Recreation, 6; Motion pictures, 4; Taxation, 3; Miscellaneous, 45. Total, 213.

¹ Twenty-second annual review of the secretary of the National Municipal League, read at the annual meeting at Springfield, Mass., November 23, 1916.

To state it differently, 24 per cent of these addresses related to the war; 6 per cent to foreign relations; 49 per cent to local questions, and 21 per cent to miscellaneous subjects, which heading more than likely includes general educational and popular topics.

An examination of the popular and general periodicals discloses a similar distribution of interest, and likewise the columns of the daily press. More significant still is the fact disclosed in the new census bulletin on the financial statistics of cities that the total costs of 204 cities (with 30,000 or more population) for that year exceeded those of the government of the United States. The same volume shows that the relative burden of government costs is increasing much faster for municipalities than for the national government, although the cost of the latter is growing at a staggering rate. The total funded and floating indebtedness of these same 204 cities was \$3,259,106,277 in 1915,² another staggering figure, and a conclusive one, if we accept the time-honored dictum that the pocket nerve is the most sensitive one in the taxpayer's makeup.³

Coincident with the period of the war there has been a searching of hearts; an examination of resources, moral, physical and governmental; a stock-taking, all as part of a far-reaching demand for preparedness. Beginning with thought for a national safety from outside attack, we have come to see true preparedness involves that, but, far more than that. A Canadian writer (R. O. Wynne-Roberts) has pointed out that the

ECONOMIC PREPAREDNESS

Economic preparedness of our cities is a vast subject for it touches on every problem which confronts cities. . . . The term economic or economy implies the management, regulation and government of a family, community, city or state. This again involves the questions of judicious and frugal use and expenditure of money, so that the best results are obtained, without waste; it involves also the prudent management of all the means by which property is saved or accumulated; the judicious application of time, of labor and of instruments of labor. Economy then, has an intimate relation with everything which concerns our cities and human life. Domestic economy has to do with domestic life as state economy has with a nation. The Germans, prior to the war, coined another term, namely, "world economy," and their universities, colleges and institutes were enthusiastic in the promotion of education, organizations and international relationships, which would assist in establishing the idea. The world to-day is discussing how best to organize business and finance and the German conception of world economy may yet be realized, but in a different manner. The thought which actuated this movement is identical with that necessary for the development of the best in our cities, namely, to establish economy in its true

² See census volume, "Financial Statistics of States."

³ A striking study of this question of municipal indebtedness was published in *Municipal Research* for July, 1916, entitled "The Purposes of the Indebtedness of American Cities, 1880-1912."

sense. Such education, however, has often been initiated by the means of business-tradesmen, who have to bear a good share of the financial burden of a city. When a calamity comes to a city, such as an acute outbreak of disease, the tradesmen suffer severely, so that to protect themselves they must be pioneers in sanitation. The public, as a body, is not so ready to promote movements for public works which entail more rates and taxes. . . . Combining municipal economy and municipal preparedness we have the fundamental factors which are necessary for efficiency in city government. We, therefore, need a carefully thought out plan of government, a strong, efficient organization to carry it on, and a loyal patriotic body of citizens to support and encourage the administration of the laws and regulations, which have been formed for the welfare of the public.

NEW YORK'S NEW POLICY

Greater New York, the premier city of the new world, and possibly, as a result of the Great War, now of the whole world, has appropriately assumed a leadership which can wisely be followed by other cities. In this very matter of finance and economy, during the several years the fusion administration has been in office, there has been a gradual change from the previously extravagant method of financing, by the issuance of fifty-year bonds, known as corporate stock to defray the cost of improvements of a temporary character. It was obviously to the interest of administrations, whose main object was to show a comparatively low tax rate, and which had no regard for the future, to eliminate as much from the annual tax levy as possible.

It was asserted that this policy had been carried to such an extreme in time past that perishable things such as pavements and brooms were paid for out of the proceeds of corporate stock issues, and so the people of New York city continued to pay interest for 48 or 49 years after the purchased article had been used up. The fusion administration started in 1910 to transfer to the annual tax budget all expenditures which were not properly chargeable to permanent improvements. The interest on these long-term bonds is carried annually in the debt service item of the tax budget, and as a result of the enormous public improvements since consolidation the debt service item amounts to upwards of \$60,000,000 annually. To reduce this tremendous annual obligation, a radical step was taken about two years ago by the adoption by the board of estimate and apportionment of a resolution according to which all corporate stock issues for other than self-sustaining improvements are gradually to be absorbed into the annual tax budget; in other words, this measure aims to put the construction cost of all improvements, such as schools, hospitals, parks, reformatories, directly into the annual tax budget, and to issue bonds only for such improvements as water supply, docks, rapid transit, which are in the self-sustaining class, and will consequently pay the interest on

their bonds. As was pointed out in a previous review (that of 1914), in order that this change might not be too drastic, it was resolved that all corporate stock issues for the year 1915 were to be financed in such manner that 75 per cent of the issue would be taken care of by fifteen-year corporate stock bonds, and 25 per cent of the amount to be placed in the budget; in the year 1916, 50 per cent by the issuance of fifteen-year bonds and 50 per cent in the budget; in the year 1917, 25 per cent by the issuance of fifteen-year bonds and 75 per cent in the budget, and thereafter the entire amount in the budget.⁴

It would follow from this procedure, as the former president of the board of aldermen (George McAneny) pointed out at the time, that all non-sustaining improvements will tend to increase the tax rate quite materially, and the result will naturally be that they will be submitted to much closer scrutiny. This, of itself, is a great gain.

PHILADELPHIA'S FINANCIAL PREPAREDNESS

Philadelphia is another city that is making a substantial contribution to financial preparedness. Her controller, who has four times been re-elected, has issued a report of which the Philadelphia bureau of municipal research has this to say:

Let us look at some of the more important things in it. The news and editorial columns of the press discuss various topics touched upon in the report, but strangely enough do not even mention the fact that numerous new interpretations have resulted in a really revolutionary change in its form.

What are these new interpretations and what do they signify?

The most important new interpretation is that the city for the first time is regarded as a *unit*, i.e., its assets and liabilities are expressed in one statement—a proprietary balance sheet—and not merely in numerous disjointed statements, each showing only a partial picture. The proprietary balance sheet is in comparative form and shows the *assets*, the *liabilities*, and the resultant *net worth* of the city, as at December 31, 1914 and 1915, and the change in the net worth is accounted for by a supporting statement in two parts. The proprietary balance sheet and the net worth statement in turn are supported by detailed statements and schedules. This report indicates that Philadelphia is in the lead among American municipalities in the field of governmental accounting.

Unlike former reports, the controller's 1915 report accepts in principle that:

1. Payment of debt is not expense
2. Payments to the sinking fund in respect of future payment of debt are not expense
3. Revenue of the sinking fund is revenue of the city
4. Assets of the sinking fund are assets of the city
5. Depreciation of property is expense

⁴ See NATIONAL MUNICIPAL REVIEW, vol. iv, p. 6.

6. The net increase or the net decrease in the city's net worth during a given period is the best single index of the city's financial progress or regress during that period.⁵

And this year Philadelphia is to have a modern budget, and a tax rate predicated upon the actual needs of the city, carefully ascertained, and not upon a precedent as inflexible as the laws of the Medes and Persians.

Other cities all over the land are overhauling their accounts, establishing modern reports and budgets, and giving to their finances, both present and future, a measure of prudent consideration, that a generation ago would have been regarded as academic, if not idealistic.⁶

In another field, that of the machinery itself, there is a degree of preparedness that is equally encouraging. For 25 years there has been a steadily accelerating interest in the frame of our municipal governments, and the year just closing has been no exception. To-day the interest in the city manager form of government as represented in the National Municipal League's model charter, is greater than ever. Embodying as it does efficiency and preparedness, it is being considered in cities large and small, east and west, north and south. There are no unusual developments to record along these lines—but a steady, persistent, unremitting growth is, after all, the best of records to chronicle.

DENVER'S NEW CHARTER

Denver has furnished somewhat of a sensation, the permanent effect of which cannot as yet be forecast.⁷ Its new charter unquestionably was designed to promote a measure of efficiency, but save for the fact that it is still subject both to the initiative and the referendum, is far removed along other essential lines from direct, democratic control. In a way it represents an imposed, autocratic efficiency, subject to ouster through an initiated movement, little likely to be inaugurated in an election tired community.

ELIMINATION OF POLITICS

What is being done in the direction of a wise preparedness to eliminate politics from our municipal plans and from our municipal administrations? What are we doing in our cities to place public considerations above private and party interests? In a bulletin published in October (1916), the Dayton bureau of municipal research makes this pregnant comment:

⁵ The city controller will no doubt be glad to send copies of the 1915 annual report to those that ask for them, as long as his supply lasts. Requests should be sent to John M. Walton, Esq., 146 City Hall, Philadelphia.

⁶ For a review of the recent progress in accounting and budget making, see the article by C. E. Rightor, *NATIONAL MUNICIPAL REVIEW*, vol. v, pp. 403 and 631.

⁷ See *NATIONAL MUNICIPAL REVIEW*, vol. v, p. 471.

Rumor says that politicians are going to get hold of the city government in 1917,—and the November *Metropolitan* is not the only source of such “dope.” If they do, it will be your loss, and—it will be your fault.

A politician has no more business taking care of your government than he has taking care of your baby. Physicians care for the sick; lawyers take care of legal matters. Management of public affairs should be placed with trained men. “The people get as good government as they deserve” is a trite saying, but it’s true because the people are the *supreme power* and can get what they want. If you do not want politicians to get hold of the city next fall, the time to get busy is now.

The question is, what will you do?

Organize; co-operate; do something. Learn what is being done; compare with what was done under former administrations; imagine what will result if the politician takes the government away from the present boss—the people.

Next year you will spend \$100,000, plus a lot of time, to beat the politician. How much less need you spend if you act now? Fight the politician with *facts*,—not with oratory and dollars. First get the facts about the city government, and then get as good government in the schools and county as in the city.

What are the facts? . . .

In short the people’s business is more important than that of the politicians; the public interest is paramount to party interest. To those who maintain that parties (meaning as a rule national parties) are inevitable in a city, one should point out that to-day nearly 500 American municipalities (those enjoying either a commission or a city manager form of government) have eliminated party designations from their local ballots, as have cities like Boston, Pittsburgh, Seattle, San Francisco and Los Angeles, and while the disappearance of the party name does not invariably imply the disappearance of the party spirit, it has nearly always been followed by a diminution of it, in many cases to a negligible quantity. And if this experience is insufficient one may point to our Canadian sister cities, where national party politics play no part at all, and have not for practically two generations.

SOCIAL PREPAREDNESS

It is not along financial, governmental and political lines, however, that the greatest changes and advances are to be noted. Prof. Ernst Freund, in an article on “Tendencies of Legislative Policy and Modern Social Legislation,”^{*} shows how the last ten years have witnessed remarkable changes in the attitude of American courts toward social legislation. There has been an equally great change on the part of legislatures, city, state and national, and all these changes are but the reflection and outgrowth of the changes in the conceptions and aspirations of the American people. In no other phase of municipal life has there been manifested a greater concern for the future, a stronger and more

^{*} *International Journal of Ethics*, October, 1916.

persistent demand for preparation. The recreation congress at Grand Rapids issued its program for "community buildings and character buildings through play" under the title "preparedness for peace."

In the annual report of the director of the Dayton department of public welfare (Rev. D. Frank Garland) we find this statement:

A probation system, entirely new in the history of workhouse administration, so far as we know, was established April 1, 1915, under which men and women were secured work in shops or factories or houses at regular wages. These persons received no liberties, except the liberty to work for pay outside the institution between the hours of 6.30 in the morning and 5.30 at night. The money thus earned was distributed by the prisoner and his wife (if married), under the supervision of the superintendent of corrections, in the payment of debts, in the support of wife and children or dependents, in the purchase of clothing, etc. The results have been eminently satisfactory. Thirty-six men during 1915 were thus put on probation, only three of whom violated our confidence, resulting in the withdrawal of the privilege. These men earned in eight months, \$2,025.70. Following this test, a parole is granted and the prisoner is allowed to leave the institution.

Truly, as the Philadelphia bureau of municipal research points out, the parole system is the most delicate task that government has assumed thus far. Although it is fairly new, this much has been definitely established: that it cannot be *successfully* operated except where "politics" are rigidly and uncompromisingly excluded and where parole and probation officers are appointed and hold their positions *only* by reason of fitness for this new kind of work. Where favoritism is shown or where respect for officers is lacking, the system collapses like a house of cards, so far as real results are concerned. In other words, political and social preparedness must go hand in hand if we are to make genuine progress that will last.

Another impressive note is the proposition to utilize the police for parole and reformatory work. The time is coming when the value of a patrolman's service will be determined, not by the number of men he starts on the way to jail or prison, but by the number he keeps out of such places, and starts on a career of usefulness.

A Canadian official declares the best time to save the criminal is before he becomes one. It costs less in money, and infinitely less in some other things that are worth much more than money. Prevention is a greater word than reformation. "The highest achievement of the state or of the church is not a man rescued in mid-career from a life of vice and crime, but rather a child, strengthened in will and purpose, clean in hand and in heart, fitted by training and discipline for a whole long life of service and usefulness. . . . In our love for the spectacular we have called the former the greater service, but it is not, even though at times it appears to make a greater demand upon our faith. The problem of the criminal,

when it is brought down to its final analysis, is the problem of the child. The hope of the future does not lie in the perfecting of our method for reaching the man, but in our making the most of our opportunity of winning the boy."

SOCIAL HYGIENE

It may now be said, Dr. Snow of the American Social Hygiene Association tells us, that social hygiene is essentially a constructive movement for the promotion of all those conditions of living, environment, and personal conduct which will best protect the family as an institution and secure a rational sex life for the individuals of each generation. This is well shown by the forceful statement of Dr. Edward L. Keyes, Jr., descriptive of the aims and methods of such societies to-day. "The elimination of disease and prostitution cannot be attained solely by the enforced registration of venereal diseases, the raiding of disorderly houses, and the enactment of laws against procuration and solicitation. The real strength of the social hygiene movement of to-day lies in the co-operative activities of the great religious, social, and educational organizations. They are striking the evil at its source; not by driving the prostitute into the street and then out of it again, but by preventing our young girls from becoming prostitutes, and our young men from preying upon them. This they hope to achieve by informing the mind so as to banish prurient curiosity, by diverting the imagination to emotions joyous and clean, by exercising the body in playgrounds and dance halls that are safe, and above all by inspiring the soul with the highest religious and family and civic ideals. To turn lust into love, 'into the enthralling love of mate for equal mate, into civic love for freedom, home, and state, into the eternal love of God and of all things create'—such is our aspiration." Eventually it is possible that social hygiene may find its place as an inclusive designation for a group of organized and affiliated movements which deal with community problems in which social and moral factors as distinct from sanitary factors are of primary importance. In this sense it is logically a companion term to public hygiene, or public health, which is its popular equivalent.

HEALTH PREPAREDNESS

And what of public health? This is regarded largely as a state function but it is one in which the city is deeply concerned, both as agent and principal. Progress is to be recorded, but there is still greater emphasis laid on the health and lives of animals than upon those of human beings. The vice-president of a great insurance company tells this story to illustrate the difference. He calls it "The story of the little mother and the fat hog." There was a little mother in—. She was only twenty-three years old. She had four little children. One day she found that she was growing weary, and the calls of the children, for the first time in

her life, began seriously to tax her. She knew that she must be sick, but she kept up until finally one day she felt a sharp pain in her breast, a sudden cough. She put her handkerchief to her mouth and it was covered with blood; she had a hemorrhage. She immediately sat down and wrote a letter to the secretary of the board of health of Indiana, saying: "My dear Mr. Secretary:—I have just had a hemorrhage. They tell me that tuberculosis, taken in its early stages, can be cured if one knows what to do and where to go. Won't you be good enough to tell me what to do and where to go? I don't want to die now. I want to raise my little children to be good citizens of Indiana." He immediately wrote to her on the official letterhead of the board of health.

"My dear madam:—Your letter has just been received. The state of — has made no provision for cases such as you describe, but, in the event of your death, the state of — has made arrangements by which it can take care of your children, until some good people can be found to take them off the hands of the state. Yours respectfully, Secretary."

A fat hog squealed in the back lot. The hired man went out and looked at it. He said, "It has got the cholera." The man said, "Telegraph to Uncle JIM WILSON right away." He did, and a man came with a little black bag in one hand and a bottle of serum and a syringe in the other, and he shot a lot of the serum into the hog and it got well right away. "Moral: the vice-president said, Be a hog, and worth saving."

HOUSING, TRANSPORTATION, CITY PLANNING

Housing, transportation, city planning—all involve essential problems of preparedness. What of them—can progress be reported? Yes—not so great as it should be, but still progress. These three movements are inextricably woven together and in turn are closely related to public health and to all the other social problems. Perhaps the most significant phase of their respective and related development is the fact that strong, vigorous state and local organizations are at work upon their solution. The National Housing Association, the utilities bureau, and the city planning conference, and their affiliated organizations, are doing yeoman, pioneer service—agitating, educating, legislating.

Immigration has been a big factor in our previous history; the foreign element in our cities constitute a present problem; and after the war, who can doubt but there will be a full resumption of the suspended immigration, which is having so great an influence on labor conditions in American cities. Very little indeed is to be reported as accomplished or in the way of accomplishment in this field, and unless something soon is inaugurated, the ending of the war will find us totally unprepared to meet the situation.

TRAINING FOR PUBLIC SERVICE

"Training for public service" is a phrase we hear nowadays with encouraging frequency. It marks a long step forward toward a real preparedness. Of the opportunity and urgency for such training little may be said before the National Municipal League, which has stood steadfastly for that idea from the beginning and which has embodied it in all of its recommendations. The encouraging thing to note is not this long-continued advocacy, which is no new thing, but the extension of the propaganda through organizations like the society for the promotion of training for public service, and through the extension of the actual application of the principle. J. L. Jacobs, for years at the head of the Chicago efficiency bureau, in an address on public service opportunity and preparedness,⁹ prints a long list of the higher grade technical, professional or administrative positions in the Chicago service which have been filled by civil service competitive examinations, to which list he adds this comment:

New and larger opportunities are being offered in our municipalities and in the larger states for men and women who are trained in the distinct professions and occupations and who have experience in problems of public administration.

The administrative services of New York city and of New York state are additional examples of the larger divisions in this country where the increasing demands for additional governmental activities and effective administration have brought about marked changes for positive employment methods.

As a result of perhaps the most intensive and scientific study of public employment yet undertaken in this country, standardization programs have recently been proposed for both the New York state and New York city services. The adoption of these will have a revolutionary effect upon these services, as it has in other private and public institutions where positive employment reform and standardization have been applied. The results will be the improvement of opportunities for trained men and women to find careers in the official service and the introduction of business principles in administration.

There has been no diminution in the number and membership of civic organizations, national, state or city. Indeed, there has been a feeling on the part of some that there had been an undue and unnecessary creation of new associations, although the older ones do not seem to have suffered to any appreciable extent by their entrance into the field of organized civic endeavor. On the contrary there has been a greater correlation, and a more effective mobilization, with a more efficient attention to detail and organization. I think it can be said that never before in the history of the American civic movement has organized effort been more generally and more successfully sustained. The field of public service performed by these citizen agencies has increased with the growth of the functions of government.

⁹ Printed in the *Journal of the Western Society of Engineers*, June, 1916.

Opportunities, as Mr. Jacobs points out, are not only offered for work in these organizations, but governmental officials have turned to them for men and women to fill official positions requiring training and experience of public administrative problems and the knowledge of the structure and operations of government. Increasing activities and co-operation of these civic agencies with governmental bodies is bound to create a further demand for trained workers in public administration. The more important organizations and associations, which have been developed and are active in this positive and growing field, are the following: Ballot associations, boards of trade, bureaus of municipal research, chambers of commerce, city clubs, civil service reform associations, commercial clubs, educational associations, foundations for special research, health associations, housing reform associations, industrial associations, juvenile associations, legal aid associations, legislative leagues, local improvement associations, merchants' associations, municipal leagues, real estate associations, recreation associations, tax associations, training schools for public service.

Opportunities in the civil service are increasing faster than the supply of men and women who are trained and interested in the public service. The creation of a larger supply of men and women, who are trained and are genuinely interested in public affairs and wish to find a career in the official life, will go very far towards stimulating further demand for experts. This, Mr. Jacobs believes, will largely solve our problem of efficient and responsible public administration.

INSTRUCTION IN CITY GOVERNMENT

It is not only the public official, however, who is being trained for future service, but the citizen as well. In a report on instruction in municipal government, a committee of the National Municipal League¹⁰ said:

Twenty years ago it is altogether probable that not more than three or four of the largest educational institutions in the United States provided any independent instruction in municipal government. In the great majority of American colleges and universities this subject was either not touched upon at all or was dealt with as a small part of some general course in political science. But this situation began to change about 1900 and during the next half-dozen years or more many colleges began to recognize municipal government as a subject worthy of separate recognition. In 1908 it was found that 46 institutions offered independent instruction in municipal government; in 1912 the number had risen to 64; and in the course of the present inquiry the committee finds a further increase to 95. In eight years, accordingly, the number of institutions offering one or more courses devoted wholly to the study of municipal government has more than doubled. That affords significant testimony to the development of popular interest in the subject. And this development is all the more worthy of remark when it is pointed out that nothing

¹⁰ NATIONAL MUNICIPAL REVIEW, vol. v, p. 566.

akin to it has taken place in any other country. The curricula of English and continental European universities do not indicate anything of the kind. Instruction in political science has been greatly increased everywhere abroad, but the expansion has been along the lines of new courses in colonial government, world-politics, constitutional law and political theory. It is not improbable, therefore, that the course of development in this country has been influenced by the increased earnestness with which the popular mind throughout the land has directed itself to the solution of our own municipal problems.

The public schools are recasting their courses in civics, giving to them a practical turn and application. "Know your city" is the motto of the educational committee of the Philadelphia chamber of commerce, which is gathering material to make every man, woman and child in Philadelphia better informed upon the life of the city. It is not content to work with adults only, but has planned a series of pamphlets which will come to the aid of the public and private schools of the city. Philadelphia has been backward, according to this body, in appreciating its history and industrial growth.

Other cities, such as Chicago, New York, Cincinnati, New Orleans and Newark, have introduced into their schools regular courses of study in which the pupils are given an insight into the industrial life and historic development of those cities. These courses have uniformly tended to awaken a great interest on the part of pupils and parents. They have stimulated loyalty to the pupil's home city and have made him appreciate the community of which he is a part.

They have served a further purpose in that they have dissipated civic indifference and slothfulness, the greatest enemies of civic progress and preparedness. "Nothing will ruin the country if the people themselves will undertake its safety; and nothing can save it if they leave that safety in any hands but their own."

In the words of Wynne-Roberts already quoted:

The public by timely action has unlimited authority over its own affairs and it is the people who can confer a blessing or a curse upon themselves. They are like the elements; when furious they smite everything regardless of who are guilty and who are innocent, and on the other hand they have capacity for great good. They are like the rain which, when uncontrolled, swells the brooks, overflows the banks, sweeping, as a deluge, everything which obstructs it, spreading devastation, waste and sorrow in its track. That is the penalty of unpreparedness. The rain rises as vapour from the ocean and is carried by gentle breezes to the hills and mountains where it condenses and falls like dew on the earth. It sparkles with iridescence in the sun and as the water trickles down the crags forms exquisite tapestries on the rocks. Under regulation and control it irrigates, fertilizes and refreshes the valleys and plains so to produce bountiful crops. It develops into rivulets and streams, generates power, light and heat for the service of man. It carries in its bosom the argosies which bring merchandise from all parts of the world. In every way it spreads beneficence upon all who contributed in the work of harnessing the powers of nature. These are the fruits of preparedness.