

*THE CARNEGIE FOUNDATION NOT A CHARITY BUT AN EDUCATIONAL AGENCY*¹

THE year and a half of experience in the administration of Mr. Carnegie's great gift has served to reveal not only some of the results likely to accrue from it, but also some of the tendencies in administration which are to be avoided.

The gift was intended to serve primarily in the establishment of retiring allowances for teachers in the higher institutions of learning in the United States, Canada and Newfoundland, but the donor left it to be administered for this purpose in such manner and under such regulations as the trustees might decide to be wise.

The fears which have been expressed in certain publications that a great gift like this in the hands of a limited number of men might prove a centralized power which would hinder rather than aid the progress of education, do not seem to me well founded. The trustees of this foundation are in the main college and university presidents who have come up through the profession of the teacher and who are not likely to lose touch with the needs and aspirations of teachers. Furthermore, they compose a board which while continental in the interests represented has no constituency to cultivate either for the sake of numbers or of revenue. If the board gain influence it can come only through a just and wise administration of its trust. It is, in my judgment, a wholesome influence in education to have a few such centralizing influences. Our tendencies in the past in the founding and maintenance of colleges have been almost wholly along competitive lines. Colleges and universities have grown up not only without any effective outside criticism, but without any conscious

attempt to serve the larger interests of education, letters and science or to operate on a national scale. Here for the first time is created an agency which is conscientiously seeking to consider the problems of institutions from the larger view of the welfare of the teachers in all colleges and universities, and to take into account the interests not alone of a community or of a section, but of a continent. The two viewpoints are vastly different. Heretofore the tendencies have nearly all been centripetal and the outcome is seen in the multitude of weak, badly organized, and in some cases unnecessary institutions. The establishment of an agency which is concerned with the larger outlook and the wider field can scarcely fail to make for educational coherence and in the end for educational unity.

There lies also in the work of such an agency increased possibilities for international understanding and betterment. Canada and the United States can each learn from the other in the matter of education. The common school systems of the two countries are remarkably similar in their organization and in their methods. The Canadian institutions have naturally followed more closely than American colleges English precedents. Just at this time, however, the American college is undergoing a searching examination and methods are again being developed which look toward the English college ideals and organizations. Each country will gain by an acquaintance with the educational methods of its neighbor and such acquaintance makes for improved international relations.

The year and a half of experience in the administration of the foundation has served to make clear at least one principle, namely, that the retiring allowance must come as a right, not as a charity; as a thing earned in the regular course of service, not a

¹ From the second annual report of the president of the Carnegie Foundation for the Advancement of Teaching.

courtesy. The establishment of a retiring allowance system upon definite rules under which a professor receives his retired pay through his college in due course can not fail to strengthen the teacher's profession enormously. The administration of this fund as a charity would in the long run be equally sure to harm rather than help the teacher and the cause of education.

For the demoralizing effect of a pension system supposedly administered on the ground of personal merit one has only to look at the history of government pensions in this country. These pensions were originally instituted to dignify and assist men who had served the country honorably and unselfishly. Their administration has become the greatest single source of political corruption of which our national government has been guilty, a contagion which has touched presidents, members of congress and, most of all, the class intended to be benefited. Human nature in teachers is not materially different from human nature in congressmen and soldiers. No body of men is wise enough to administer a system of pensions upon considerations of individual merit only, without a strong probability that the administration will in the end degenerate.

The preconceived ideas in the minds of the public and in the minds of many teachers concerning the work of this board contemplated a very simple task. On the face of it the allotment of pensions to worn-out but deserving teachers who might apply directly or through their friends did not seem to involve any very difficult problems. Such a picture of benevolence appeals to much that is best in our human nature. But such an administration of the funds of this trust would be comparable in its ethical results to that which might be had by standing on a street corner and giving a

gold piece to any aged passerby who seemed on the whole to merit it and to need it.

There are many deserving men who have grown old in teaching who assumed that the funds of this board would be distributed in some such way and who have felt disappointed that they have not been so distributed. A considerable proportion of these teachers have done their work in schools below the college, many are in denominational institutions and are thereby excluded, and very few of the remainder have rendered to education such a service as would justify an exception in their cases. The very making of exceptions is itself to be regretted. At the beginning of its work the board of trustees of the foundation decided that it was desirable, as far as possible, to confer retiring allowances through the institutions themselves, but that it was just and fair to extend the benefits of the retiring allowance system to a number of individual teachers, particularly to men who had done pioneer work in education or who had rendered extraordinary and unusual service in its cause. This policy has thus far been continued, and I believe without unfavorable results, although experience shows that the number of teachers who are believed by their friends and acquaintances to have rendered extraordinary and unusual service is practically without limit. In fact, every region and almost every institution has its representative who in the opinion of those near him is deserving of special consideration. To provide pensions for certain of these deserving teachers and to refuse them to others will not work for the betterment of the teacher's calling, the improvement of colleges, or the progress of education. In a word, the awarding of the retiring allowance in any other way than through institutions and in compliance with fixed rules under which the retiring pay comes as a right,

not as a favor, is at best a process of doubtful value. Within a limited time it will, in my judgment, be necessary to grant retiring allowances only through institutions.

The true task of this board is not to pass upon the merits of individuals, but of colleges; to decide upon such educational standards as seem fair and wise, and then to proceed to admit to the system of retiring allowances such institutions as, complying with these standards, come within the provisions of the charter and the deed of gift. To do this involves a study of the educational situation in the United States, Canada and Newfoundland. The first step toward such a study is the bringing together of the facts themselves concerning these institutions, such as their method of government, their denominational relations, the value of each institution as a center of intellectual and moral influence, their financial resources, and, most important of all, their academic standards of work. In a word, the Carnegie Foundation for the Advancement of Teaching must be first an educational agency before it can act wisely in awarding retiring allowances. It is charged with the duty of administering a fund for higher education, for teachers in colleges, universities and technical schools of college grade. Its first concern is to ascertain how many such institutions there are and which of them are entitled on fair and reasonable conditions to the privilege of this fund.

SCIENTIFIC BOOKS

Electro-analysis. By EDGAR F. SMITH, Professor of Chemistry in the University of Pennsylvania. Fourth edition, revised and enlarged, with forty-two illustrations. Pp. 336. Philadelphia, P. Blakiston's Son and Co. 1907.

The introduction of modern electrolytic methods into chemical analysis has brought

about in that science a veritable revolution, in which the author of this compendious but handy volume has been a prominent leader. It is with authority that he discusses the various electro-analytical methods of which several hundred are described in the text, for many of these methods were devised and apparently nearly all have been tested in the author's laboratory.

The book is quite frankly a collection of receipts which if followed to the letter will lead to successful analyses. When a deviation from the prescribed rule will lead to disaster, or why this method succeeds and that method fails, the reader is not told. Nor is this altogether the fault of the author. Most of the methods here given are like cook-book receipts, based on pure empiricism. We do not know why the investigator tried a given method. We only know that he tried it and it "worked." In general the practise of quantitative analysis has so far outstripped the theory that at present it may be considered more an art than a science. This state of things the author accepts without protest. A chapter entitled "Theoretical Considerations" is devoted to Freudenberg's work on the separation of metals at constant E.M.F. Aside from this no mention of theory is made except occasionally when one of the old-fashioned theories is treated as an experimental fact, for example, on page 111 it is stated as if it were well established that in the electrolysis of potassium oxalate, potassium deposits on the cathode and later reacts with the water to produce hydrogen and alkali.

The directions given in the book are as a rule clear and explicit, but not always. Thus on page 109 we read, "add 4 c.c. of a solution of ammonium acetate, 20 c.c. of citric acid, and dilute to 200 c.c. with water." It would be convenient to know the strength of the ammonium acetate and citric acid solutions which are to be added. However, such omissions are infrequent. A more serious criticism may be made which applies to every process described in the book, and it is not that the author gives too few directions, but too many to be mutually compatible. On nearly every page we are told to electrolyze