

## DR. LEE K. FRANKEL

1867-1931

BY SOLOMON LOWENSTEIN

Lee Kaufer Frankel was born in Philadelphia, Pa. on August 13, 1867, the son of Louis and Aurelia (Lobenburg) Frankel. He was educated in the public schools, Rugby Academy of Philadelphia and the University of Pennsylvania, from which he was graduated with a degree of Bachelor of Science in 1887 and from which he received the degree of Doctor of Philosophy four years later. He had specialized in chemistry in the University and was an instructor in that department in the University of Pennsylvania from 1888 to 1893. Thereafter he practiced as a consulting chemist in Philadelphia until 1899, when he accepted an invitation to become the manager of the United Hebrew Charities of New York City. A year earlier he had married Miss Alice Reizenstein of Philadelphia. There were two children of this union, Lee K. Frankel, Junior, and Eleanor Frankel (Mrs. Richard Rafalsky).

During his residence in Philadelphia, Dr. Frankel had been interested as a volunteer in Jewish social work. As early as 1894, he had been associated with the activities of the Baron de Hirsch Fund in Philadelphia. Through his intimate relationship with Dr. Henry Berkowitz, Rabbi of Congregation Rodeph Sholom of Philadelphia, in whose Religious School he was a teacher, he became a participant in the work of the Jewish Chautauqua Society, organized by Dr. Berkowitz, and, some years later, undertook the responsibility for a series of summer assemblies devoted to social work.

The managership of the United Hebrew Charities of New York City was Dr. Frankel's first professional position in Jewish social work. In a sense, this marks the beginning of professional Jewish social service in the United States, for,

while there were already at that time a few men engaged in a professional character as executives of some of the larger social agencies, and Dr. Frankel had had several such predecessors in the United Hebrew Charities of New York, he was the first of American birth and academic training who devoted himself on a full time professional basis to this service. Since that time, as will be indicated below, the field of Jewish social service has become thoroughly professionalized throughout the country but at the time of his appointment the field was largely occupied either by volunteers or by workers employed specifically for the purpose but giving to it only part of their time and largely drawn from other professional groups such as the Rabbinate, the cantors, teachers, etc.

Dr. Frankel's entrance upon his new task coincided with very heavy immigration of Jews to America from Russia and other countries of eastern and southeastern Europe, the great majority of whom found their way to this country through the Port of New York and many of whom remained there, producing problems of congestion, Americanization and assimilation into the industrial and social life of their new country, challenging the greatest resources of the community. Then, too, this was at a time long before the American public as a whole had learned to give in large amounts to private social work, an education not completed until the period of the World War, so that the task of raising the funds required to meet the needs of this large mass of newcomers also presented problems to the executive of the individual society which to-day are either assumed by the Federations or the Community Chests, or which have been greatly lightened by the increased generosity of the community as a whole.

Dr. Frankel was fortunate in that the lay management of the United Hebrew Charities at that time included within its membership men of experience, enthusiasm and progressive outlook and that he had the cordial assistance and advice of such men as the late Henry Rice, Nathan Bijur, Morris Loeb, Jacob H. Schiff, Louis Heinsheimer, and Cyrus L. Sulzberger.

At the same time he formed close and intimate associations with a group of leaders then active in the non-Jewish

social service field in New York, including Dr. Edward T. Devine of the Charity Organization Society, Mr. Frank Tucker of the Association for Improving the Condition of the Poor and Mr. Homer Folks of the State Charities Aid Association. Through these lay and professional associations he rapidly assimilated the principles then in vogue in the most advanced family agencies and provided himself with a fund of knowledge that enabled him not only to become the outstanding leader in his own field of Jewish social work but one of a small group throughout the country who vastly stimulated the development of social work generally, and family case work technique in particular along the lines which it has pursued to this day.

In this, as in all the other tasks which he was to undertake, his extraordinary executive and organizing skill manifested itself from the beginning and soon produced a modernized organization divided into adequate sub-departments to meet all the needs of the field and to develop as fully as its financial resources permitted programs of self-help and independence, dealing with each family on a case work basis, destined so far as possible to avoid pauperization of the individual or the family and seeking complete social rehabilitation of the family as its goal.

Two problems of outstanding importance presented themselves very early—first, the building up of a staff of workers properly qualified to undertake the solution of the difficult family problems presenting themselves to the agency, and secondly, the realization that the New York City problem was not purely local but also national, related to the work of Jewish communities throughout the country; that New York, as the port of entry, was bound to receive the great majority of immigrants to this country, and that many of them would remain in New York but that a large proportion would immediately or gradually depart for interior cities to become foci for the building up of new communities in those places, destined to attract their relatives and friends from eastern Europe as these in turn would feel the urge or necessity for emigration.

The second objective was easiest realized. At about this time throughout the country, new personalities had been manifesting themselves in the different communities greatly

concerned with the problems created by the vast new immigration from eastern Europe. They also felt this need for an organization through which they might have opportunity to meet for discussion of their common problems and the formulation so far as possible of common programs of action. Among these one of the leaders was Mr. Max Senior of Cincinnati who had been successful in organizing the first practical Federation of Jewish Charities in that city. In 1899 he issued a call for a meeting in Cincinnati which resulted in the organization of the National Jewish Conference of Charities. Dr. Frankel with several of his colleagues from New York participated in this conference and became one of its leading members from the beginning. For many years thereafter he manifested great interest in its work, participated in the formulation of its programs, and acted as its President at the sessions of 1910-1912. Among the early achievements of the Conference, in which he played a large part, was the formulation of a set of rules governing the treatment of transients who were a source of great difficulty to the various cities of the country by reason of the fact that, without acquiring settled residence in any one place, they wandered from city to city living without any settled means of support and securing temporary relief and transportation to the nearest city. The Conference established standards of residence, and regulations by which such relief would be granted only upon agreement with the home community of the applicant, and, in general, so devised as to discourage this form of relief, make each community responsible for its own residents, and thus raise an effective barrier to a practice which had theretofore caused concern to practically every city in the country.

More important were the constructive discussions at the Conference relating to the distribution of immigration from New York City to the other communities, which resulted in the creation of the Industrial Removal Office which for a long period of years, until immigration ceased as a result of the war conditions and restrictive immigration legislation, served to divert settlement from New York to the interior communities in a large number of cases, thus reducing the congestion in New York City and stimulating the growth and development of substantial communities in interior

towns. In all these and other measures conducted by the Conference, Dr. Frankel played a leading role.

In 1906 the Biennial Session of the National Conference was held in Philadelphia very shortly after the San Francisco earthquake and fire. Reports had been received indicating serious need among the Jewish residents of the city, with the result that the Conference appointed Dr. Frankel and Dr. Judah L. Magnes as a commission to proceed at once to San Francisco to act on behalf of the Jews of America. Fortunately, this particular need had been exaggerated, but Dr. Frankel remained in the city for some time cooperating directly in the general relief work with Dr. Edward T. Devine, then the Director of the Charity Organization Society of New York City, who was in charge of the general relief work of the Red Cross, and with whom Dr. Frankel remained for some weeks until order had been completely restored in the city and a definite relief program established.

He early realized that no matter how high might be the ideals of the executive officer of a social organization, the measure of his achievement would be determined by the character of the staff personnel with which he was enabled to work. As has been said above, social work in general and Jewish social work in particular had not been professionalized. No standards of experience and training could be set up in the absence of all facilities for training prior to being accepted for the work. The salaries paid were low and, for the most part, the workers were recruited from women without academic background who were unable to secure employment as teachers or in other professional or semi-professional activities in which preliminary training was demanded. Moreover, there was no coordinated body of experience and knowledge available for study. In the light of these handicaps, it is remarkable that such organizations as the United Hebrew Charities achieved such successful results as were then attained.

In 1899 the Charity Organization Society of New York began the movement for the training of social workers by the inauguration of a summer course in Philanthropy. Dr. Frankel was one of the instructors in this school from the beginning. After several years, limited to the work of the summer school, funds were made available which made it

possible for the school to become an all year round academic institution which has since developed into the New York School of Social Work, with which Dr. Frankel remained in close contact during his entire social work career. This original example in New York was rapidly followed by the creation of other schools, either independently or with university affiliation, and there was increasing agitation for the establishment of a specialized training school for Jewish social workers. The matter was finally brought to a head through the activity of a committee of the National Conference of Jewish Social Work, and, in 1925, the Training School for Jewish Social Work\* was founded, of which Dr. Frankel became a member of the board and vice-president, serving continuously until his death. As chairman of several of its important committees, he had a profound influence on the development of the program of this school.

As has been said above, during all this early period Dr. Frankel was not only occupied with the development of the relief and professional work involved in his directorship of the United Hebrew Charities but was also in large measure responsible for the securing of the necessary financial support. Under these circumstances, it was inevitable that he should have found great interest in the movement for the Federation of local philanthropic agencies, which was rapidly gaining headway throughout the country. Initiated, as we have said, in the city of Cincinnati, the movement was copied rapidly by Chicago, Philadelphia, Boston, St. Louis, Cleveland and a large number of other cities. In New York, however, because of the magnitude of the problems and the multiplicity of agencies involved, the idea met with a great deal of opposition and it was many years before a Federation was finally effected. The Federation idea may be very briefly and generally, though inadequately, described as the centralization of the collection and distribution of funds for communal or philanthropic work in one organization, which prohibits independent solicitation by its constituent bodies and apportions the funds collected among its affiliated societies in proportion to their budgetary requirements and importance in the community scheme of organization. As

\* Now called Graduate School for Jewish Social Work.

a general rule these organizations insist upon direct cash contribution on an annual basis and prohibit the securing of funds by means of entertainments, bazaars, theatre parties or any similar function previously in vogue. Administrative costs are held to a minimum so that the largest proportion of the amount collected may go into direct philanthropic usage. Individual competition between the soliciting agencies is avoided and the general result of the establishment of such Federations has been a very large increase both in the number of individual contributors and the total sum made available for philanthropic purposes. In addition it will be generally admitted that it has resulted in a more equitable distribution of the available funds among the agencies performing different types of service for the community in the family relief, medical, child care, educational, recreational and other fields of social work.

The original protagonist of the Federation idea in the Jewish group in America was Professor Morris Loeb of New York City. Though unable for many years to see his idea realized in his own city, through the energy of his brother-in-law, Max Senior, it was brought into actuality in Cincinnati and thence spread generally throughout the country. Dr. Frankel from the very beginning endeavored, with a few associates in New York, to establish such a body in that city. Various attempts were made in this direction with resulting studies of numbers of contributors, their distribution among the different agencies, the amounts given, etc., etc. Finally one of the group, Mr. Louis Heinsheimer, in his will left the sum of \$1,000,000 as a nucleus for the foundation of such a Federation, provided that six of the outstanding Jewish agencies in New York, specifically named in the will, would unanimously agree upon the formation of such a Federation. Two of these refused to accede to the formation of a Federation within the time specified by the will, and the million dollar fund, therefore, under the terms of the bequest, reverted to a brother of the decedent, Mr. Alfred Heinsheimer, who being unwilling to accept a fund intended by his brother for social purposes, utilized it for the creation of the New York Foundation, of whose governing body Dr. Frankel became a member and served as such until his death.

While Mr. Heinsheimer's desire for a Federation was thus for the time being unrealized, there was created a loose organization without financial responsibility known as the Council of Jewish Communal Societies, of which likewise Dr. Frankel became a director. This organization served to bring together, about a common table for the discussion of common problems, representatives of the major agencies whom it was desired to federate and as a result of these discussions and other factors, not relevant to this memorial, there was ultimately created on January 1, 1917 the Federation for the Support of Jewish Philanthropic Societies of New York City. Dr. Frankel had been a member of the committee conducting the negotiations during 1916, which adopted the principles on which the Federation was founded and led to the formulation of its by-laws. He was a charter member of the Board of Trustees of the Federation and continued his service thereon until his death. During that period he served as secretary and vice-president of the Federation and was a member of many of its most important committees, notably the Distribution or Budget Committee, of which he was a member during his entire period of service, and to which he contributed very greatly from his vast knowledge of relief and medical questions, though there was no field of service covered by the Federation in which he did not manifest a large and intelligent interest.

His work during this period was by no means confined to Jewish affairs. Along with his activity in the National Conference of Jewish Social Work, he was also important in the non-sectarian general National Conference of Charities and Correction, which later became the National Conference of Social Work. He served a term as vice-president of this organization and was at various times a member of its Executive and other important committees. During the early years of his work with the United Hebrew Charities and the National Conference of Jewish Charities, he established a small publication known as *Jewish Charities* of which he became editor. Later this was combined with an existing non-sectarian organ of the same general nature originally established as *Charities* and later, by combination with another publication known as *Charities and the Com-*

*mons.* The merger of all these publications resulted in the creation of a larger magazine entitled *The Survey* which to-day is one of the outstanding social publications of the country; Dr. Frankel served its Council from its initiation until his death.

During this period he was active in all kinds of public enterprises and, as outstanding examples, may be mentioned his appointment by President Roosevelt to serve on a commission to investigate conditions at Ellis Island, the receiving station for immigrants in New York Harbor.

In 1921 and 1922, Dr. Frankel served as volunteer director of a welfare organization created in the United States Post-Office Department for the welfare of the employes of that branch of the government, and operated upon plans devised by him as the result of a preliminary study and investigation. He was also active in the organization and direction of the White House Conference on Child Health and Protection organized by President Hoover in 1930.

His outstanding public service was as a member of the New York State Department of Public Welfare, formerly known as the Department of Public Charities, to which he had been originally appointed by Governor Whitman in 1918. He was re-appointed by succeeding governors, so that he served continuously during the remainder of his life in this very important position. Here, too, he contributed of his unique organizing ability and was a very important factor in the work of its board, which is responsible for the granting of charters to new institutions and for the supervision of all those previously chartered by the State, particularly in the medical and child care fields.

Space in this article would not permit of enumeration of all the details of his service in this board, but his knowledge of public health and of social insurance in particular was of the greatest influence in the formulation of the policies of the board in relation to work for the sick, for children and for the aged.

During his service with the United Hebrew Charities, Dr. Frankel had become interested in the problems of so-called industrial insurance, namely, insurance in small sums with premiums payable in weekly instalments, frequently

carried by the poor chiefly to provide against expenses of burial and other needs resulting from death. It had seemed to him, from his experiences with the families in the United Hebrew Charities group as well as in those of the other non-sectarian agencies with whose work he was familiar, that such insurance was not only unduly costly to the purchaser but not protected by the safeguards then in vogue against lapses in the case of ordinary insurance policies. Many families continued such premium payments for protracted periods, then, when unable to do so by reason of unemployment, illness or other causes, lost the entire amount which they had paid in and all hope of meeting the expenses for which this insurance was destined. These and other evils in the conduct of the insurance business were startlingly brought to the attention of the American public by the investigations of a New York State Legislative Committee of which the Honorable Charles E. Hughes was then Chief Counsel in the year 1905.

In his belief that, at that time, the formation of a Federation of Jewish Philanthropic Societies in New York City was unlikely, and because he was of the opinion that he had accomplished as much as was possible in the United Hebrew Charities in default of such a Federation, because of his intense interest in this problem of social insurance of all kinds for the great mass of the people, and his belief that it was possible to create a socialized insurance company to meet these needs, Dr. Frankel decided to retire from the United Hebrew Charities and to devote himself to a study of this problem, in the hope that his investigations might result in the establishment of such an insurance organization on a social basis. He had in mind, as an example of the type of agency which he desired to create, the success achieved by the Provident Loan Society, a socialized business organization with legally limited returns to its investors, which had succeeded in very large degree in overcoming the evils theretofore existing in the chattel mortgage field and providing a means of combining business safety and humane and social relationship with the clients in a field in which hitherto heartless exploitation of the client had been the rule. He believed that, under some such auspices, the vastly greater opportunities provided by the demand for industrial insur-

ance could be met with reasonable profit to the stockholders of the proposed company and with minimum rates and absolute protection and safety for the purchasers of such insurance. He succeeded in interesting the trustees of the Russell Sage Foundation in his plans and received from them the grant of a sum necessary for a two years' study of the various forms of social insurance then being worked out under governmental or other auspices in the more advanced European countries. Upon undertaking this investigation he soon realized the need of professional actuarial advice and assistance, and, having secured this from the Foundation, developed plans providing for the organization of such a body as he had in mind.

In discussions of this topic which he stimulated, he met Mr. Haley Fiske, at that time vice-president of the Metropolitan Life Insurance Company, in December 1908. Mr. Fiske was impressed with the validity of the ideas advocated by Dr. Frankel, and the latter, in turn, realized the immense advantages to be secured from the adoption and promulgation of his program by a great organization already familiar with the difficulties and the advantages in industrial insurance through long experience in the field. Convinced that in this way many of the mistakes and possible disasters inherent in the creation of an entirely new organization could be obviated, Dr. Frankel accepted an invitation from the Metropolitan Life Insurance Company to become the manager of the Industrial Department of that organization in February 1909. About a year later he became an assistant secretary of the company, a sixth vice-president in December 1912, a third vice-president in November 1916, and a second vice-president in January 1924, which was his position until the end of his life.

Dr. Frankel's connection with the Metropolitan Life Insurance Company marks the socialization of the Industrial Department of that great institution. It had always been a successful business enterprise. Henceforward it was to combine this business success with a widespread, tremendously influential social program affecting the health and life of millions of its policyholders of this class. For Dr. Frankel it marked the beginning of a great career of usefulness in the field of public health, education and admin-

istration. Henceforward this was to be the predominant activity of his life. It would be impossible to enumerate in detail all his services in this relationship. Certain phases are so important as to require some brief treatment. Several of these group themselves about the general theme of education.

One of his first activities was the creation of a series of pamphlets starting with one on tuberculosis and ultimately covering diphtheria, scarlet fever, pneumonia, measles, care of the teeth, and practically all the other ailments manifesting themselves in the lives of so widespread and varied a group as that of the Metropolitan industrial policy holders. While thoroughly scientific and authoritative in their factual matter, these booklets presented their subjects in simple and easily digestible form. They were published not only in English but also in all the other languages native to the large foreign-born groups so widely represented in this form of insurance, and their publication literally extended to hundreds of millions of copies. It is impossible to exaggerate the effect they have had upon the living habits of their readers, conducing not only to greater healthfulness and comfort in their daily living, but also to the rapid reduction of morbidity and mortality rates.

Of almost equal importance, as an educational activity, was the utilization of the field force of life insurance salesmen, solicitors, etc., throughout the country numbering about 25,000, who became the immediate agents through whom Dr. Frankel conducted his educational propaganda. Hitherto devoted solely to the extension of their business, they now became quasi-trained social workers receiving from the central office information and knowledge of the social programs organized by Dr. Frankel and carrying them out in their daily contacts with their clients and prospects.

In many sections of the country standards of public health nursing were either non-existent or extremely crude and rudimentary at this time. In New York and in a few other cities, notably as a result of the pioneer work of Miss Lillian D. Wald of the Henry Street Nursing Service, and other devoted workers, district nursing of high standard had been established. Dr. Frankel had been intimately connected with Miss Wald's work through his service at

the United Hebrew Charities. It was natural that in his new field he should realize the great good that might result from the utilization of this service in the homes of the holders of industrial policies. An arrangement was effected, which has grown in volume and quality, whereby the Henry Street Service was made available to the Metropolitan insured, and this has since resulted in the organization of a Nursing Department in that company which is a model in its accounting and in its technical performance. It has been of profound importance in the development of such service by other companies and in public health work generally throughout the country.

From the beginning Dr. Frankel was of the opinion that the test of theories of public health, education and administration consisted in a demonstration of their actual working out in a selected area for trial. His name is thus indissolubly associated with the demonstration method which has become so general in many forms of social activity. His first attempt at this method was the so-called "Framingham Community Health and Tuberculosis Demonstration" conducted by the National Tuberculosis Association under the supervision of a special committee on which were represented the National Tuberculosis Association, the Massachusetts State Department of Health, the United Public Health Service, private anti-tuberculosis organizations in Massachusetts, Connecticut, New York and Pennsylvania, Framingham official and private health agencies, and the Metropolitan Life Insurance Company which at the suggestion of Dr. Frankel established a fund of \$200,000 to be devoted to this purpose. In his letter, dated May 3, 1916 discussing this project Dr. Frankel wrote:

"The Metropolitan Life Insurance Company is much interested by reason of the fact that over 16% of the deaths in its Industrial Department are due to tuberculosis. In 1915 the Company paid claims of over \$4,000,000 on the lives of 14,325 policyholders dying from this disease. The Company believes that an intensive experiment might well be made in the United States to determine whether it is possible to substantially reduce the mortality and morbidity of tuberculosis in the hope that the disease may eventually be eradicated.

“To this end, we are prepared to place at the disposal of the National Tuberculosis Association the sum of \$100,000 [later practically duplicated] for the purpose of conducting a community experiment over a period of three years in the control of tuberculosis, on condition that the Association selects a community of approximately 5,000 inhabitants [later raised to 15,000 or 20,000] preferably in New York or Massachusetts, in which conditions would be favorable for such an experiment and that a special committee of the Association be appointed, on which the Company shall be represented, to whom full power shall be given to institute the necessary preliminary survey and to conduct the experiment along the lines finally determined upon by the committee.”

This offer was accepted and full details concerning the experiment may be found in a monograph on the subject published by the Metropolitan Life Insurance Company as Framingham Monograph No. 10. The demonstration was entirely successful; it stimulated the development of health and tuberculosis activities in many other communities and was the forerunner, directly or indirectly, of many demonstrations of a similar character elsewhere.

Similarly, through the stimulation of Dr. Frankel and the support of the Metropolitan Life Insurance Company, a demonstration in child health was conducted at Thetford Mines, Quebec, Canada. Before the demonstration was undertaken the mortality of children under one year of age in this Canadian mining town was 300 per thousand. The rate was reduced to 79 per thousand and the impression of these facts upon the general public was such that the Province of Quebec appropriated a sum of \$100,000 to continue the health work thus initiated.

In a similar way Dr. Frankel participated in the movement to eliminate diphtheria by instituting preventive measures based upon the utilization of the Schick test, and was active in practically every form of public health enterprise conducted under public or private agencies throughout the United States.

This great interest expressed itself through his participation in the work of the American Public Health Association, in which he filled many offices and served on many impor-

tant committees and of which he was president in the year 1919.

Through all this work he was keenly alive to the important function played by the public and private hospitals as part of a public health program and gave much thought to possible re-organization of their work or their correlation with public health activities along lines that had been worked out in Europe. As a member of the Distribution Committee of the New York Federation for the Support of Jewish Philanthropic Societies he was urgent that more be done in the way of socializing the work of these agencies and tying them up directly with the lives of the families in the districts in which they were located. It was his thought that efforts be made to enlist every family within such district in an organization to which they would pay an annual membership fee that would secure them diagnostic and out-patient service through the various departments of the hospital and a certain amount of bed care if required during any given year. It was his belief that the development of some such plan would greatly conduce to the stable financial support of these hospitals, would reduce morbidity and mortality by regular periodic examinations of the members of the society and would ensure skilled treatment of acute disease. He further believed that membership in such societies would remedy many of the abuses now inherent in the utilization particularly of the out-patient facilities of the large hospitals. It was his thought that such service might be extended not only to neighborhood groups but also to fraternal organizations, labor unions, etc., and had he lived he would undoubtedly have continued the agitation for a demonstration along the general lines of the Framingham and Thetford experiments in connection with some particular hospital in a given area in some large city.

As his connection with the Metropolitan Life Insurance Company was embodied in his studies of social insurance against the vicissitudes of old age, widowhood, orphanage, etc., so the last phase of his career was concerned with the same problem. As a result of the economic crisis manifesting itself throughout the world after the World War and precipitated in the United States by the stock market collapse of 1929, problems of unemployment gave great impetus to

the agitation for some form of unemployment insurance either from governmental or private agencies. To secure authoritative data that might be useful to the American public and its legislative bodies in determining such policies, not only in relation to unemployment but also to other forms of social insurance, Dr. Frankel secured the appointment by the Metropolitan Life Insurance Company of a commission to study once more all these forms of insurance as conducted in the countries of western Europe which had a long experience in one or more of these various forms of social insurance under governmental or private supervision. As the head of this commission he went to Europe in the summer of 1931 and conducted investigations in Great Britain, Scandinavia, Germany, Italy and other countries, the preliminary studies of which had definitely been concluded just prior to his death and the results of which are now in process of publication by the Metropolitan Life Insurance Company.

It will appear from the foregoing that Dr. Frankel's activities were by no means limited to those agencies in which he was professionally employed. It was inevitable that the social and economic problems created by the World War should be of tremendous concern to him. This was true in general but it specifically applied to his relationships within the Jewish group of which he was a part. The campaigns in the eastern fields of war were particularly destructive of Jewish life. Communities in those centers of Jewish life located in the Galician, Polish and other parts of the Austro-Hungarian and Russian Empires were subject to invasion and destruction by the alternating advances and retreats of the armies of both groups of contestants. Whole communities were wiped out or their populations dispersed, family life broken up, communal agencies disrupted, communal life completely disorganized. Under such conditions the only hope for any kind of salvage rested in the resources of the great new community of Jews in America, at the beginning absolutely untouched by the war and, even after the entry of America into the war, by no means so seriously affected as the Jews of the other warring countries. Early in the war three committees representative of different

groups in American Jewish life were organized to raise funds for the relief of Jews suffering from the war, particularly in eastern and southeastern Europe. One of these instituted by the American Jewish Committee, known as the American Jewish Relief Committee, included Dr. Frankel in its membership. Ultimately the three collecting agencies combined in a single group known as the Joint Distribution Committee for the Relief of Jews Suffering from the War, of whose board and Executive Committee Dr. Frankel was a member from its inception and on which he served throughout the remainder of his life.

After the war had been ended and the task of re-construction of Jewish life in eastern Europe had to be undertaken, the Joint Distribution Committee assumed responsibility for this task and as a part of its activities dispatched in 1922 a Commission on Survey to eastern Europe to report on the results achieved and the methods pursued up to that time and to recommend a program for future operation. Of this commission Dr. Frankel was chairman and he and his associates carried out their mandate and subsequently reported a program to the Joint Distribution Committee which met with its full approval and commendation. While generally responsible for the conduct of this commission, Dr. Frankel's particular interest was in the field of health activities conducted by the Joint Distribution Committee, and as one striking result of this study may be mentioned the creation of a model training school for nurses in Warsaw, the first of its kind in Poland, which has since been continued, because of the superior results achieved, under the auspices of the Polish Government.

During the course of the war, the Balfour Declaration promulgated by the British government in conjunction with the other allied governments and that of the United States assured the development of Palestine as a homeland for the Jewish people. Irrespective of their previous adherence or non-adherence to the official Zionist propaganda for a Jewish state in Palestine, this declaration and its subsequent inclusion in the Mandate for Palestine granted to the British Empire, imposed upon the Jewish people generally the responsibility for an orderly development of Jewish life in the ancient home of the Jewish people. Negotiations were

undertaken for an agreement between Zionist and non-Zionist elements in Jewish life for the creation of a common agency for the furtherance of the economic, social and religious development of the Jews in Palestine, in accordance with the terms of the Mandate. To ascertain the actual situation in Palestine and to propose a plan for the organization of such an agency, a commission was appointed as the result of negotiations between Dr. Chaim Weizmann on behalf of the World Zionist Organization and Messrs. Louis Marshall, Felix M. Warburg and others, on behalf of American non-Zionist groups, resulting again in the appointment of a commission for study and report, of which Dr. Frankel was made chairman and which, through a corps of expert specialists, proceeded during the summer of 1927, to study every phase of Jewish life in Palestine. The results of this study and the report of the commission are embodied in documents accessible to the public so that it is not necessary at this time to enter into their details except to say that they will undoubtedly be authoritative for many years to come. As an immediate result the Jewish Agency for Palestine, which had, until then, been identical with the World Zionist Organization, was reorganized in a manner which gave representation to Zionists and non-Zionists in its council and various committees. The enlarged Agency was formally constituted at an historic meeting held in Zurich in the summer of 1929. At this meeting, Dr. Frankel made a noteworthy address in which he indicated his belief that successful work in Palestine for Jewish settlement of the country and development of Jewish communal life therein was dependent upon the setting up of a business corporation with large capital resources which could undertake the establishment and development of various forms of economic, industrial and agricultural life necessary to the upbuilding of the country and as a foundation for cultural, educational, social and religious superstructure. This address created a profound impression and resulted in a subsequent meeting in Washington for the establishment of such a corporation, to which some substantial stock subscriptions had been pledged. Unfortunately, the ensuing financial crisis and depression which still prevail have prevented the further development of this plan. At the second

meeting of the Jewish Agency held in Basle in the summer of 1931 Dr. Frankel, just a few weeks before his death, was elected Co-Chairman of the Council of the Jewish Agency.

The central representative Jewish organization for national and international relationships in the United States is the American Jewish Committee, founded in 1906, of which Dr. Frankel was a member from 1912 until his death.

Throughout his life Dr. Frankel was intensely interested in Jewish religious problems. As was already stated, he had been in early life, a teacher in the Religious School of Congregation Rodeph Sholom of Philadelphia, as was his wife before their marriage. His connection with the Jewish Chautauqua Society was another form of expression of this religious interest. He was deeply concerned with the problem common to Jewish and other organized religious bodies in this country of the falling off of the younger Jews in formal membership adherence to congregations. He believed that the survival of Jewish life and the practice of its ideals were bound up with a strong congregational activity, and, while in no sense Orthodox in his Jewish practice, he had a very strong sense of Jewish identity. He became a member of the Free Synagogue of New York City when it was organized and remained a member for many years, serving on its Council, and when, under the auspices of the Free Synagogue, there was founded the Jewish Institute of Religion, he was the first chairman of its board, continuing in that capacity until 1927.

Through these positions he became active in the work of the Union of American Hebrew Congregations, serving as a member of its executive board for many years. While devoting himself to its entire program, his outstanding contributions to this work consisted in his activities as chairman of a committee to devise and put into execution a plan for the pensioning of Rabbis, and in a study of Jewish religious attitudes in America, the results of which were formally embodied in a publication entitled "Reform Judaism in the Large Cities—a Survey."

His final congregational affiliation was with Congregation Emanu-El of New York City, from which he was buried, after his sudden death from a brief illness in Paris on July 25, 1931.

It would be improper to conclude this memoir with this merely formal statement of Dr. Frankel's public activities, with no mention of those personal characteristics which contributed to the supreme success that this varied and useful career represents. Reference has already been made to his very great organizing and executive ability, which was manifested in every one of these fields of service in which he had a place. It is obvious that he could not have achieved such results without intelligence of a very high order. Though making no pretensions to scholarship or qualities of academic research, he had a wide range of reading and a knowledge of general literature, education and art which marked him as a highly cultivated spirit. These resources, acquired from studies and from books, were supplemented by wide and frequent travels throughout America and Europe. He was a master of several languages so that he was able to pursue his personal investigations at first hand with personalities of importance in the many fields which he was studying. Of distinguished and handsome physique, he had a genial nature and a sense of humor which made him a charming and delightful companion in all social relationships. He was tireless and indefatigable in his industry, spending himself completely in the task at hand. His general charm of manner, his humor, his excellent speaking voice and his dignity of appearance all contributed to make him a most effective platform speaker, helping in no small degree to his success in furthering the causes whose interest he had at heart. He had a rare quality of understanding and of human sympathy which prevented his work at any time from becoming dry as dust and routine in nature and above all, his accessibility, his sympathetic understanding and wise advice helped him to exert an influence on young men and women desirous of entering into the professions, with which his work was concerned, that has resulted in the creation, throughout the country, of a large group of influential and valuable social, public health, and other communal workers, who owe much of their inspiration and success to his example, encouragement and support.