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SPECIAL LIBRARIES

"Putting Knowledge to Work"

CONVENTION PROCEEDINGS

Continued



THE TRAINING OF THE SPECIAL LIBRARIAN

By James I. Wyer



CONSERVATION IN INSURANCE

By Albert W. Whitney



ANNUAL REPORTS OF LOCAL CHAPTERS

THEME

Changing Times and the Greater Need
for Fact Finding

Volume 23

SEPTEMBER, 1932

Number 7

SPECIAL LIBRARIES

FLORENCE BRADLEY, Editor

SEPTEMBER, 1932

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SPECIAL LIBRARIES

SEPTEMBER, 1932

Volume 23

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Number 7

The Training of the Special Librarian

By JAMES I. WYER

Board of Education for Librarians, A. L. A.

What Are the Qualifications of a Special Librarian?

WHAT particular kind of training best fits one to be a special librarian? For 20 years these questions have been matters of constant concern to, and consideration by, your Association.

With the active interest of your one-time secretary-treasurer and president, Mr. Guy E. Marion, a Special Libraries Association committee planned a manual for the professional training of special librarians, and in 1914-15 made some preliminary but indecisive inquiries into the subject.

In 1915, Mr. R. H. Johnston, once your president, in his brochure *SPECIAL LIBRARIES*, pages 13-14, wrote as follows:

"The question whether any special training can be afforded for librarians engaged in the conduct of these business libraries is one which is still before the Association. In some ways, however, the use of library training in special libraries is analogous to the work of the public accountant in the large corporation. A general training is doubtless of service, but we shall quote from the testimony of an official, whose statement must be given deep consideration, as to the relation between general training in accountancy and that needed by a particular business:

" 'Concerns of sufficient size to do so will permanently employ men who are, or who can become, experts both on the business and on its accounting and can take the responsibility connected therewith. To such concerns the services of public accountants for these purposes are not only inadequate but are superfluous and a waste of money. And yet large corporations are constantly being solicited by public accountants to be allowed to revise their accounting systems, frequently with much glittering argument as to scientific management, efficiency, engineering, and the like.'"

(Charles G. Dubois, comptroller of the American Telephone and Telegraph Company.)

"Many of the most successful special librarians founded and conducted libraries which adequately served the particular business establishment with which they were connected to whom Poole, Cutter, and Dewey were unknown. It might be, however, that with a library training organization would have been better, service would have been more expeditious, and it is to this age of investigating and testing time-honored methods that the Special Libraries Association has now come."

In the same year, J. H. Friedel, an eminent special librarian, an officer in your Association, wrote a book "Training for Librarianship," in which we find:

"Good education, wide informational background, organizing ability, breadth of vision and the power to distinguish between essentials and non-essentials, a degree of literary capacity, and specialized training in the field of activity in which he serves, are essential to the special librarian" (p. 100).

And again, in a chapter on the business librarian, he writes:

"Besides definite understanding of library work and the means of its application to modern business, the (business) librarian should have a good education and some training in economics. Sound common sense, tact and enthusiasm, ability to work in unison with others, a quick perception of essentials, adaptability and executive ability are required in the work. Wide knowledge of the subjects in which the organization is most interested is advisable. The business librarian is invariably expected to foresee the demand for and be prepared to give information along any lines in which the company's personnel is interested" (p. 120-21).

Further on, in listing qualifications for financial librarian, we read:

"A thorough training in economics, with intensive knowledge of money, credit and banking is prerequisite. The calls on and contacts of the financial librarian are such that a broad, sound, educational background is absolutely necessary if he is to be on the road toward the top. A college training or its equivalent, as well as familiarity with library method, and knowledge of the means of its practical application is necessary. The librarian who can secure a position in a bank, thereby obtaining a practical background for further progress, will find many tasks simplified since thereby the viewpoint of the institution will be obtained, the work made more significant, and advancement facilitated" (p. 128).

And for the law librarian, we find:

"The best preparation for work in a law library is practical experience in such a library as an understudy. Law librarians are almost unanimous in the opinion that the law library is the best training school for work in their field" (p. 135).

And further on we find this for the technical librarian:

"The technical librarian must possess a thorough understanding of the science or sciences with which his work brings him in contact, and an intimate familiarity with its literature. A sound general education is equally essential. Technical librarians are agreed that the man or woman looking forward to a successful career in the work should have at least a college education or its equivalent. Specializing in the sciences, with some laboratory work, is also advised" (p. 151-2).

Decidedly Mr. Friedel set slight value on formal training, slighter value still on library training, and attached far more importance to a close study of the business or profession represented by the special library, and to learning on the job. Either he did not accurately represent his special library colleagues or they later experienced a change of mind and heart, for in 1926 an impromptu committee of your Association, after five hours' discussion, submitted these conclusions:

"That ideally a course for special librarians should be separate and distinct from the course given for general librarians. That it should be especially planned for special librarians and elected by those persons who expect to pursue their profession in special libraries. The instruction must be adapted to the special librarian's work."

Then followed the names of eighteen courses which the committee deemed "the essentials in the training of a special librarian." These courses were to follow a college degree, and were to be in addition to time spent in graduate work preparing for the special subject field chosen, e. g. chemistry, finance, engineering. In passing, it may be noted that ten of the eighteen courses are not offered in any library school, and are not really library courses at all.

This interesting and admirable tentative report (SPECIAL LIBRARIES 17: 329-30) was considered by the committee for another year, and as presented again in 1927, expanded and perhaps improved (SPECIAL LIBRARIES 18: 226-28), it is an able document, showing clear thinking and close study. The committee again in 1928 (SPECIAL LIBRARIES 19:200-02) presented and reaffirmed essentially the same report, and

added some emphatic comment, stressing the importance of the early establishment of a year of such formal training, the indispensableness of the special library viewpoint throughout (no garden variety of library training need apply) and disparaging home study or correspondence courses.

Of these three or four approaches to the subject attempted by your Association, through members or committees, the 1927 report is the first one which has got anywhere. If the requisite money, environment and teaching staff could be brought together in the next three months, I have no doubt that the very course described in it, if launched in September at any university where there is a graduate school of business administration, would be an auspicious and successful start, as perfect as any start ever is.

Now in addition to these four sallies into the field of library training which your Association has made, ending with the substantive program and positive opinions submitted by Miss Rebecca Rankin's committee in 1928, your Association a year ago appointed yet another committee, with Miss Agnes Greer as chairman. Just why this was done, I do not know. It would seem to register disapproval or dissatisfaction with the work or results of the previous committee. The Rankin report admittedly is an ideal program. Perhaps the new committee under Miss Greer is expected to see how nearly this ideal course can be achieved through existing educational offerings, library and other. Perhaps there are wide differences of opinion among yourselves as to what you want, or think that you need. Those who believe a year at least of library school is necessary, probably are those who have had it. They are unwilling to cite any courses that should be dropped, but think more specialized work should be added. Those who honestly think library school training is not needed, usually are those who have not had it. Perhaps they hesitate to appear so conceited as to call attention to the fact that they got along with less preparation than others required. Perhaps they are genuinely desirous of not seeing others handicapped by that library school course which was so unnecessary to their own success?

At any rate, I have been called upon at this juncture to review the situation, and to make such comments as may arise from a considerable experience in library training. That I also am the director of a group of special libraries — law, medicine, blind, education, etc. — will not, I hope, detract from my competence for this discussion.

All recorded study, opinions and conclusions of this Association tend to certain definite and recurring points, as follows:

1. *Much less than a year of library training is enough for a special librarian.* In the thirty-point ideal one-year course recommended by Miss Rankin's committee, eighteen points are library science and twelve points are a mixture of other subjects rather unrelated to library work or to each other, but each useful at times in some (or all) libraries, general as well as special. These courses are Point of view; Business economics and organization; Applied psychology; Editing and indexing; Filing methods and equipment; Publicity; Advertising; Statistics; Public speaking. A knowledge of these subjects would appear to be equally useful to lawyers, preachers, college presidents and department store managers.

My experience, recent reading and correspondence incline me to believe that a poll of your membership would show more votes for a year's study of the special subject than for a year's library training.

2. *Consistent emphasis on the "special library viewpoint" in all library courses for special librarians, and that these be taught by persons experienced in such libraries.*

3. *Correspondence or home study courses are not well adapted for special library instruction.*

4. *Entire and persistent disagreement among yourselves as to amount and kind of requisite training.* Miss Greer in the brief but pungent report submitted to this conference, notes the same thing, thus:

"Contact has been made with a number of representative librarians in an endeavor to discover what (training) is regarded as essential. The opinions given are as far apart as day and night: According to some, the present library schools meet all the needs. According to others, the library schools would be expected to change the curricula so greatly that it would be a practical impossibility."

She might have added with entire assurance: "According to still others, all library schools might be abolished without loss to special libraries."

What Are the Obstacles to Agreement as to What Library Training Is Needed?

THE many kinds of special libraries, and the relatively few examples of each. Your program lists six groups of special libraries. Two of these groups are double-headed: Civic-Social, Commercial-Technical. Each of these four terms embraces several other distinct types of libraries. The librarian of each type thinks that training for his type should be different from the training for every other type. Undeniably the public library sets the pattern for library instruction, and will long do so. Yet it has been possible to develop in schools for general library training, satisfactory courses for school librarians, children's librarians, college librarians, with some of the courses common to more than one group. And more significant still is the fact that the membership list of this Association is thickly sprinkled with names of successful workers in the special library field whose training was at a general library school, with not the slightest twist toward or attention to special types of libraries. Does not this suggest that special librarians do not fully or freely recognize the extent and the importance of that body of library instruction which is common and essential to all kinds of library work? Whether this amounts to one year or more than one year of library school, I will not undertake to say. It must very closely approach at least one year. One thing is certain: no library school or a dozen library schools can offer an independent and specialized course for every kind of special library. The experience of all library schools, and especially those that give a two-year course, has been that their graduates, trained in general library work with very little of the instruction adapted to college, school, special or other types of libraries, have yet gone out and done notable work in all types.

The derivative origin of most special libraries, and the non-library background of so many special librarians. Special libraries usually grow out of or relate to a business, an office, a profession. The librarian, therefore, has generally been someone transplanted from this business or office to the new job. He knows the original business or profession. It is all that he has needed to know, and often is all the knowledge that seems to him and to the management requisite for the new library and its personnel. The life of your Association, less than a quarter-century, despite its close relation to libraries, has yet been too short wholly to alter this viewpoint and feeling.

That it is being altered is apparent from the persistent recurrence of this topic in your councils and consideration. Following the experience of the older American Library Association, it will be more and more altered with the years. And in time, probably before long, enough of your members will feel so strongly about it that it will get your very best thought (indeed the Rankin report has already done that) and will result in fruitful action which will begin the solution of this admittedly perplexing question.

Meantime may one hazard a few semi-prophetic observations?

The ideal person for a special library more and more will be acknowledged to be one who has studied both library science and the major subject or field which the library serves. I do not see how either of these two lines of study can well be postponed until after the library position is attained, or be most effectively or efficiently learned "on the job." It perhaps is immaterial which is first studied, although as the finished product is to be a librarian and not a practising doctor, lawyer, or banker, it would seem more logical to study librarianship last. The graduate library schools, especially those offering the richest and most diversified courses, should seek, and special librarians should help them find, library-minded students who have had or will take a year of graduate work in insurance, chemistry, taxation, banking, law, etc., and to their special subject knowledge add a year or more of library instruction. That should be one of the chief objectives of such schools. As much as possible (and probably somewhat more each year) of this instruction will be given by persons experienced in the conduct of special libraries, although this can never go so far as to assure all corners of instruction relating intimately and intensively to all kinds of libraries. Perhaps the American Bar Association, the American Medical Association, and similar bodies, may some time be interested to endow, or procure endowment for, appropriate chairs in library schools. Perhaps the S. L. A. can help to bring this about.

The instruction offered by library schools to such students must be fundamental and comparative, and should stress principles (rather than practices or technique) so clearly that mature students can apply or adapt them to varying kinds of libraries. In a second year, the work could be colored by special library conditions. Undoubtedly a pretty satisfactory course should be possible in one year (certainly in four quarters) if funds, qualified teachers, and students were in prospect.

Of course the library schools would not teach other subjects, such as statistics, advertising, public speaking, psychology, etc. All this *mélange*, if really necessary or helpful, must come in the antecedent college work. The ambitious librarian will annex some of it while on the job as useful accessories.

If enough such students can be enticed into library work, the library schools, following some such program as has just been outlined, may be counted on to turn out admirable special librarians, and although much of the instruction may be general, and some of it may seem rather elementary, the results will be far better than special librarians have in the past been willing to admit. This assertion is made with the confidence arising from personal knowledge of many graduates of the best two-year library schools (sometimes with but one year of library work), with a curriculum usually innocent of courses designed solely for special librarians, and never heavily weighted with them, who have yet done notable work in special libraries. I could name a half-dozen such offhand.

Much of this program is predicated upon catching your candidate early. Miss Rankin's 1927 report says: "It is hoped that the persons who are planning to prepare

themselves for special libraries should have it in mind at the beginning of their college course." This happens almost never. The decision to be a librarian is often made in freshman year, but choice among the dozen or more outstanding kinds of librarians is usually and wisely left until during, or even after, the period of professional training. The would-be librarian should be kept open-minded as long as possible as to his specialty within the profession. Nevertheless, an active S. L. A. Committee proselytizing with college vocational advisers, with library schools, and with undergraduates in professional schools might do much to interest promising people in special library work.

Summary

May I in closing comment briefly, perhaps a bit dogmatically, on two or three points which have troubled your committees.

1. A *minimum* of library training should be one year. The best people will insist on more. The poorest people will be little benefited by more.

2. This should follow a four-year college course which may well include a subject major aimed at special library work if the student is able to make a convincing decision.

3. In your search for standards and criteria, I believe with your committee that those of the Board of Education for Librarians will be most suggestive and a safe guide. They were carefully worked out with knowledge of the experience of the most comparable other professions. They are not frozen, but will be altered when necessary. The Board makes no curricula, insists on no set programs. It has, sometimes, advised, but never requires. It desires nothing so much as to have worthy schools, meeting wholesome essential standards, develop the utmost individuality of matter and method without over-standardization. Your Association thus has the utmost liberty to induce existing or new schools to offer anything you want, within the *library* field, and from any viewpoint.

4. You have been thinking about this for twenty years. The result is a slow but steady and well considered progress. Don't worry (some of you) that it is no faster. Take time enough to convince your best thinkers and most influential members. The best argument for trained special librarians is more of them carefully picked for training. There are recent signs that the library schools are not being careful enough in preliminary selection. Encourage only your most promising youngsters. Special libraries are exempt from over-standardization through certification which can never be applied to private collections. Another wholesome condition is that competition in profit making business ought to keep you special librarians up to the mark. I hope there will always and often be the bright young man or woman brought up in the general office, who does not know a shelf-list from a shell fish, who will now and then when transferred to the library run rings around the poorest trained librarians and occasionally beat one of the best of them out. The way should always be open for such. But I have talked too long.

Conservation in Insurance

By ALBERT W. WHITNEY

National Bureau of Casualty and Surety Underwriters

I AM to speak to you about the way in which conservation has developed as a by-product of insurance. At this particular time, however, this development is doubly interesting and significant as an example of the way in which business can be made to serve social ends and it is this aspect of the subject that I want to stress. I shall have to ask your indulgence if I get rather far afield in developing a background for this point of view.

Man, through all the span of his developing civilization, has been struggling to gain control of his physical conditions; for thousands of years he has continued, however, to be for the most part the creature of circumstance; this was reflected in his philosophy, which has been primarily a philosophy of resignation. It is only in the last few decades that his efforts to master the world have come to fruition; now, however, he has gained in many ways a physical control over the world that is nothing less than marvelous.

In the face of this wonderful mastery over the physical conditions of our life came the depression, as though the world were mocking us with the fact that it still had depths in its philosophy that we had not dreamed of. We have tasted the exhilaration of world control, however, and it is perfectly certain that this present depression will not be accepted in the same spirit as the depressions of the past. We shall come out of it with a conviction that a depression must have causes and that those causes can be studied and controlled just like other causes that influence our physical and social life.

One effect of the depression, perhaps its most significant effect, will be to drive home the fact that the world that we are to live in must be hereafter a planned world. In spite of the fact that we are making use of forces that are powerful enough to wreck the world if misused, in spite of the fact that we are living in a world that is interdependent in the highest degree, we have not accepted the responsibility for doing the planning and organizing that is necessary. The world is being run so far as we are concerned in a hit or miss manner with very little thought of what we are trying to do or how we are to do it. The results as shown by the depression are only what might have been expected; in fact it is remarkable that we have got along as well as we have. We should not expect to be able to manufacture and sell automobiles successfully if the manufacturing departments and the sales departments did not work in close harmony with each other. And yet we are trying something closely similar to this in our world economy.

We have come out of an intensely competitive, individualistic order and we are undoubtedly on the way toward a coöperative, more thoroughly socialized order. In the past it was the hard, brute survival of the fit that was the directing and energizing element in progress. Progress in the world of the future will differ from the progress of the past: it will for instance be organized largely in terms of society as the unit rather than the individual and the survival of the fit will become increasingly the survival of the fit idea rather than merely the survival of the fit individual. There are momentous changes to be made and one wonders whether we shall come

through the present situation, where everyone's nerves are on edge and where vast numbers of people are in acute distress, without feeling that revolutionary changes and a completely new social order are necessary. It is to be hoped that the change can be made on an evolutionary basis. Revolution destroys not only physical values but a rich heritage of spiritual values. While our contribution to world control has been nothing to boast of, the world itself is a wiser old organism than it is given credit for and there has been an order in its development that goes far deeper than our own consciousness.

When man made the momentous decision to stand erect and walk on two legs instead of four he had no new equipment to call into use; his existing limbs had to be fitted to the needs of the situation and his internal organs, inconveniently arranged for this posture though they were, had nevertheless to be adapted as well as possible to fit the new conditions. The result was distinctly an accommodation between the new and the old conditions and by no means the best possible arrangement that might have been designed if the problem could have been approached *de novo*. Progress is not something of the moment; it is definitely conditioned by the past.

The critical problem today is how to adapt our existing civilization to the new conditions that confront us. How can the elements of the old order be adapted to meet the conditions of the new order? Our present social order is on trial. Every part of it must be examined to see whether it is fit to survive. The time has come when the books of our economic system are due to be audited, and every business ought to be giving thought to the question of whether it is being so conducted as to develop the maximum social effect of which it is capable. It is not enough that a business should be a good business for those that are in it; it must also be able to show that it is performing a valuable function for society and in an efficient manner. This is the time for businesses not only to get rid of their diseases and their parasitic growths but to put out new growths that will definitely benefit the public. Any business in which a racket has developed, any business which has developed antisocial qualities, should take this occasion to purge itself; no better time will ever come. But a business should do more than this; it should be on the lookout to discover how it can be so operated as to produce new social values.

There are some exceedingly interesting developments going on in the business of today along exactly these lines. In view of the great wealth of examples in this field, I may be pardoned if I confine my illustrations to the insurance field with which I am familiar and in so doing I shall at last come to the subject matter of my address.

Before speaking of conservation, however, I may refer to certain developments that took place in insurance many years ago that also illustrate my thesis; they furthermore have had an important bearing upon conservation. Competition in some form or other will be as important in the new order as in the old, for there must always be some way of getting rid of the unfit individual or the unfit idea. The process of securing the survival of the fit is a no less drastic process today than it was a hundred thousand years ago; it has only changed its incidence. The competition of today is vastly different from the old competition. The primitive man knocked his competitor over the head with a club; today competitors fight with such weapons as chewing gum and ladies' underwear, and competition has become a highly complicated phenomenon. Some effects of competition are socially good, but others are distinctly bad, and it becomes the duty of the social engineer to so order competition that its good effects will be maximized and its evil effects minimized.

An interesting example of how competition can be thus controlled occurs in insurance. Price competition in the field of commodities, such as shoes or groceries, works fairly well because competitors know what they have paid for their goods and they will not, with this knowledge in their possession, put their prices so low that they cannot make a profit. Furthermore, disastrous competition inflicts no direct injury upon the customer for in the case of a failure on the part of a shoe-merchant the shoes themselves have nevertheless an intrinsic value. The situation in insurance, however, is quite different: the goods, that is the policy, are sold before the cost is known, in other words the loss under the policy, if there is to be one, does not materialize until after the policy is sold. The underwriter, in the absence of definite information as to the cost of the goods that he is selling and in the presence of acute competition, is therefore tempted to sell the policy too cheaply. If the insurance company becomes insolvent, however, the policy has no intrinsic value as was the situation in the case of the shoes. Competition in the price of insurance furthermore almost inevitably results in discrimination in favor of the policy-holder with influence. These considerations place insurance in a class by itself and have made it necessary to restrict competition in the price of insurance, and this is recognized in the laws or practices of most states where combination to ascertain and maintain a proper charge for a given insurance coverage is not only allowed but in some states made mandatory.

It has been possible, however, to go further than this and not only to eliminate the evil effects of competition but to take steps to increase its good effects. While competition in rates that do not reflect intrinsic differences in hazard is distinctly inimical, competition that is based on actual differences in hazard is not only legitimate but may be distinctly beneficial. If one company is able to furnish a service whereby the assured is helped to make changes in respect to the life or property insured that will decrease the hazard and hence the insurance rate then it is very much to the advantage of society that such a company should be allowed to profit by its cleverness by selling its policy at this lower rate, and it is furthermore only right to the assured that he should enjoy this lower rate; evidently there is therefore a good competition in insurance rates as well as a bad competition.

This good competition has been fostered and validated by the introduction of "merit-rating" by which the rate for the individual risk is definitely made to depend upon either the actual physical conditions in the risk or upon the experience of the risk. This not only sets up a financial inducement for the assured to improve the character of his risk but it sets up a basis upon which the insurance company and the insurance agent can give a valuable service to the assured in helping him reduce his hazard and consequently his rate. This is a typical example of the way in which the existing economic system can by clever handling be made to produce important social results. Merit-rating has been probably the most powerful element in the developments that have taken place in the field of industrial safety.

While merit-rating has been one of the important avenues by which conservation has entered into insurance, there are other approaches that will prove eventually to be even more important. Insurance is primarily distributive, the collection of a fund from those who are exposed to a hazard and the distribution of the fund so collected to those who have suffered the misfortune. Insurance has primarily to do not with the prevention of the misfortune itself but with the prevention of the effects of the misfortune. It may happen, however, that the insurance company can carry on

activities that will have the effect of preventing or postponing the incidence of the misfortune itself.

This will have an economic justification if the saving that is thus effected through the non-payment of losses is greater than the cost of carrying on such preventive work. Such activities, provided they are economically and socially sound, should, both as a matter of good business for the insurance company and as a matter of sound social policy, become a part of the regular functions of an insurance company. There thus grows up in insurance as a correlative part of its primary function a secondary function and this secondary function in some cases becomes of greater importance than the primary function itself. In the case of steam-boiler insurance for instance three or four times as large a part of the premium is spent in preventing boilers from exploding as in paying losses and in the case of elevator insurance the cost of inspection is at least as large as the loss-cost.

While such activities to start with are a direct advantage in the form of a profit to the insurance company, and it is undoubtedly this direct advantage which in most cases has led to their adoption, it is interesting to notice that this advantage does not persist. In the case of such lines as fire insurance and casualty insurance there is a continual revision of rates on the basis of the latest experience, so that the favorable experience developed by preventive activity within a few years is reflected in the rates, and the advantage of such work has then gone to the assured himself and there remains. Meanwhile, however, the cost to the insurance company of carrying on such work has been also reflected in the experience and has presumably found its way into the rates in the form of a larger charge for expense. Work that started, therefore, by showing a profit to the insurance company itself is finally continued on a fee basis. This is the case in steam-boiler insurance where the assured willingly pays a large fee to the insurance company for its inspection work, the indemnity feature or insurance proper being quite a secondary function.

The question arises why these two functions should not be separated. The answer is that there is no reason why they should not be separated except that of convenience and efficiency. The insurance company must combine a large number of risks in order to obtain a basis for the working of the law of averages. But the combining of a large number of risks is also what makes it possible to put in the necessary organization and equipment for giving an adequate preventive service. Since this is something that the individual assured cannot in general afford and since there is obviously nothing to be gained, and much additional expense, in getting two such groups together instead of one it is evident that prevention is a naturally correlative function of insurance.

This whole course of reasoning however is postulated upon the assumption that preventive work can be carried on which will be economically justified in the results produced. This, however, proves abundantly to be the case. There is of course a limit beyond which preventive work cannot be made to pay, but it has been demonstrated that in a large number of lines the field for economically justifiable preventive work is very large, going into values that are measured probably in billions of dollars annually.

Steam-boiler insurance, a rather small line, is doubtless that line that has shown the most spectacular results, but notable results are being had in life insurance, fire insurance and in other casualty lines. The preventive work that has been done by some of the life insurance companies in the last few years has been a revelation to the

general public both as to its effectiveness and as to the very fact that such a service could be successfully carried on as a part of insurance, and such work has had a profound influence upon the popular attitude toward insurance. The preventive work of the fire insurance companies has extended over many years and is most significant in its results.

Another feature of such work should be noticed. While much preventive work is specific and applicable to the individual risk much of it on the other hand is necessarily of a general character. Educational work in the schools for instance cannot be confined to those who are to become of concern to any one particular company; the same conditions apply to radio addresses. A single company cannot in general afford to undertake such work; a group of insurance companies that covers a sufficiently large part of the field can, however, carry on such an enterprise on a general basis, and a considerable amount of such general preventive work is, as a matter of fact, being so carried on in the fire and casualty field.

Much of the credit for the early development of fire prevention should go to Edward Atkinson and the New England Factory Mutuals. Mr. Atkinson was one of the first insurance men to visualize the important part that insurance was destined to play in the prevention as well as the distribution of loss and the work that he did in bringing the factory fire-loss down is one of the outstanding accomplishments in the insurance field. Insurance companies since that time have been the most important energizing force in the fire prevention movement. Much of their work has been done directly; much of it, on the other hand, has been done through governmental and other agencies; such organizations, however, owe their origin or inspiration in general to insurance companies.

Governmental interest shows itself for instance in the promotion of National Fire Prevention Week, the multifarious activities in the fire prevention field of the United States Bureau of Standards, in the similar work of the Department of Agriculture, the United States Forest Service, and in work by the Federal Board for Vocational Education and other Bureaus. Recently the Federal Fire Council has been formed by the national government as an advisory body to the various government departments. The states have to a considerable extent followed the lead of the Federal Government in such things as the establishment of state departments of conservation, the appointment of state fire marshals, the enactment of conservational legislation and the inclusion of fire prevention work in State Universities.

The most important of the non-governmental agencies that have been organized and fostered by insurance companies is the National Fire Protection Association. While this association carries on a considerable range of activities its prime function is the formulation of standards for fire protection; this work is carried on through some forty technical committees and through the active coöperation of a thousand or more experts. An important work in the fire prevention field is being done through the National Fire Waste Council; this has as members some twenty national organizations and four government departments and is affiliated with the Insurance Department of the United States Chamber of Commerce. Among its other activities the National Fire Waste Council carries on an Inter-Chamber Fire Waste Contest. Several hundred local chambers of commerce are enrolled in this competition for honors in the fire prevention field.

The most important official organization of the fire insurance companies themselves in the conservation field is the National Board of Fire Underwriters. This has

been working for over fifty years on the fire prevention problem along many lines: engineering surveys made in most of the important cities throughout the country and the formulation of building codes and other standards are its two most important and conspicuous activities, although its work covers a broad field. The National Board founded and conducts Underwriters' Laboratories; this is where devices, processes and materials that have a bearing upon the fire hazard are tested. A label service is carried on in connection with this work. The Associated Factory Mutual Fire Insurance Companies also maintain an important research testing laboratory for work in this field.

Conservation work in the life insurance field has lagged behind that in both the fire and casualty field, although the opportunities for producing effective results are probably just as great. The Metropolitan Life Insurance Company has been the leader and has undoubtedly done more in this field than all other companies combined. The activity which has been most generally developed among the life insurance companies is the furnishing of free periodic health examinations. Much of this has been done on what is the equivalent of a collective basis, namely through the Life Extension Institute. This work has passed the experimental stage; such health examinations will apparently, particularly in the case of men of middle age, add several years to the life expectancy.

Other activities which are carried on by life insurance companies are: organized coöperation with public health authorities and associations, the publication and distribution of health literature to policy-holders (hundreds of millions of pieces of literature are so distributed annually), the spreading of health propaganda by radio, through, for instance, such popular activities as a daily gym class, the preparation and distribution of motion picture films dealing with health subjects in a popular way, visiting nurse service (this service has proved to be distinctly worth while and in the case of some companies has assumed large proportions), the support of special researches in the health field, the carrying on of health demonstrations in various communities, such as the demonstration of tuberculosis control carried on by the Metropolitan Life Insurance Company in Framingham in coöperation with the National Tuberculosis Association, the promotion with the help of policy-holders of enlightened health legislation, and coöperation with city and state officials and with associations in a great number of minor enterprises for the betterment of health conditions.

While such work as this has a powerful effect in the development of improved public relations and would be worth doing from the company point of view for this reason alone, it is probable that practically everything that has been done in this field has more than paid for itself directly in the prolongation of life and the consequent reduction in the amount paid out for death claims. One of the interesting features of this work as in the case of fire and casualty insurance is the enlistment of the agent in work in the conservation field; agents have proved to be distinctly valuable in this work and the opening up of the conservation field has definitely increased their sphere of usefulness. One of the most needed developments is the setting up of combined activities by life insurance companies. There is much work of a general nature that should be thus done. At present there is practically no conservation work done collectively in the life insurance field as over against the large amount of work that is being thus done in the fire and casualty fields.

Most of the work in the casualty insurance field has been done by individual com-

panies and has largely centered about the problem of getting better rates for the assured through the application of schedule rating and experience rating. It is interesting to note, however, that the incidence has changed and that safety work is now being "sold" to the employer more largely because of its close correlation with productive efficiency and good morale. While some work of a general nature is being done by casualty companies far the most important and effective work is doubtless being done on the individual risk, the insurance company acting as technical safety adviser in the development of those conditions that will make for safety.

So far as I know the only work of a general nature that has been done on a collective basis in the casualty field has been done by the National Bureau of Casualty and Surety Underwriters. Some of this work is as follows: the promotion of safety education in the schools, both directly and through the Education Division of the National Safety Council, whose work has been supported by the Bureau; help in the organization and maintenance of safety activities in local communities; a study of the relation between industrial safety and efficiency of production, made through the American Engineering Council; a study of benzol poisoning, made through the Chemical Section of the National Safety Council; the compilation and publishing of a handbook of industrial safety standards; the development and operation of rating systems and particularly merit rating systems; study of the traffic hazard and dissemination of information with regard to traffic control, traffic enforcement, and safety features in the building of roads and the building of automobiles; the initiation and organization of campaigns for the inspection of automobiles, known as Save-A-Life campaigns; the maintenance of a series of graduate fellowships for the study of problems of safety education, safety in the home, safety and health in camping, safety in high school and college athletics, and other subjects in the safety field; the publication of a series of monographs embodying the results of these and other studies; the preparation of a manual for the American Legion on community safety activities, and the coöperation with this organization in the promotion of such work through its Posts and Auxiliaries; the development and promotion of safety poster campaigns for various industries such as the oil industry and the automobile industry; the promotion of traffic safety through membership in the National Conference on Street and Highway Safety (the National Association of Mutual Casualty Companies is also a member of this body); a study made through the Yale Institute of Human Relations on the personality element in automobile accidents; the preparation of bibliographies on various subjects in the accident prevention field; the carrying on of research in the steam-boiler and elevator fields; coöperation with Underwriters' Laboratories in the standardization of preventive equipment; and a study of traumatic surgery made through the American College of Surgery.

The conservational function of insurance is going to be increasingly important; we may see the time when the insurance companies will be generally recognized as the great organized conservators of life, limb and property. This is an interesting development in itself, but it is still more significant, particularly at the present time, when it is looked at also as an example of the way in which our existing social and economic order is proving capable of amplification to meet the modern need for development along social lines.

GROUP ACTIVITIES

THE INSURANCE GROUP

Session Held June 13, 3 P.M.

Chairman, Laura A. Woodward

VALUE OF INSURANCE GROUP ACTIVITIES TO ITS MEMBERS

By Daniel N. Handy, Insurance Library of Boston

WE USE value here in the sense of profit. What profit does our Group's activities bring to its members?

My own experience in insurance library work covers a period of over twenty years. When I became librarian of an insurance library there were but few libraries of the kind in the country. Their librarians, if they had any, had little communication with each other, and as for library methods each library was a law unto itself. Progress then was by experimentation, each one for himself. If a method worked, well and good. If it failed, one merely tried another. As for material, one looked for it in the most likely places, but there was little likelihood of help from a fellow librarian who may already have made the successful hunt for similar material.

In the development of any special library the assembling of material is the first and most pressing problem. Much material comes from obvious sources, but often much the more valuable part of one's collection comes from sources remote or obscure. In the early days of insurance library work the difficult problems had to do with the location of unusual material and with finding people who might keep one informed of the appearance of unusual material.

The Insurance Group has immensely lessened these difficulties. Such a Group within S. L. A. has meant cooperation, each giving help and receiving help. It has meant a pooling of information and of experience. It has meant multiplied contacts, with all that this implies in the way of increased facilities for learning and improved technique. For example, if one considers only the simpler, mechanical processes of the special library such as cataloging, classifying, filing, following-up of serial and periodical accessions, the activities of the Insurance Group have been of the greatest service to its members. The mere fact of having a group of experts with whom one is personally acquainted, and to whom one may turn for the discussion of these matters, adds immeasurably to the efficiency of every group member. Often I have seen the group discussing

constructively every problem of handling insurance information, with each member benefiting from the discussion. It is from this enlargement of experience, arising from contact with a large number of fellow workers, that a considerable part of the profit of Insurance Group membership comes to the individual member. But there is a further profit which I think should not be overlooked. It is the profit arising from an enlarged horizon, a wider outlook, from the magnifying of one's field of effort.

In the United States we have no great insurance library, no library comparable, for example, with the Engineering Societies Library in New York for the whole field of engineering. All our insurance libraries are local and restricted. A few, maintained by associations, attempt to enlarge the scope of their collecting. Some of the bigger company libraries purchase occasional items having only historical interest. But for the most part the collections of our insurance libraries are severely practical, limited in scope to what will presumably advance the day's work.

The Insurance Group offers an opportunity for its more ambitious members to advance our knowledge of insurance literature beyond the requirements of the day's routine. Undoubtedly, such efforts benefit the business. Any business is better for a study of its origin, for a wider and more sympathetic understanding of how it is carried on in other lands, and for a reverential attitude towards the personnel and surviving documents of prior generations. The Group, to the great advantage of its members, can cooperate to learn the extent and scope of insurance literature in other languages. Who, among our insurance librarians, is today as familiar, for example, with the insurance literature of Germany or France or Italy as he is with similar literature in English? Yet a comprehensive library of insurance literature surely could not neglect these fruitful fields. These broadening group activities not only are helpful to its members but are distinct contributions to the insurance business itself.

It has been suggested that we make a study of insurance Subject-Headings. Such a study is greatly needed and would be a real contribution to insurance library operation. Membership in the Group, if this work shall be undertaken, will afford an opportunity to share in it as, of course, the results of joint studies become the property

of all. But it is by sharing the work that we derive the greatest benefit. If I were to summarize the benefits to its members of Insurance Group activities, I would place them in order as follows:

The opportunity for personal acquaintance with so many others engaged in the same kind of work!

Opportunity for the exchange of information and experiences.

Opportunity for coöperative study of many questions having common interest but often outside the scope of a single library.

The privilege of sharing with others the study and investigation of new problems whose solution will give added value, and usefulness to all insurance libraries.

The value, of course, of all these lies in the increased efficiency of librarians themselves, and in the better service which they are enabled to render the libraries over which they preside. It is possible, having heard all this, that some librarian may reply: "That is all very well, but since the results of any Group activities are always available to me for the asking, whether or not I am a member, why should I spend time and money on membership or work?" Of course, there is an answer to this objection; but it is not complimentary to the objector, and we should prefer to have him guess it rather than oblige us to give it.

Most insurance libraries want to do their full part; and since most of us are more or less inveterate debtors to our fellow librarians, how can we better pay the debt than by joining wholeheartedly in the privileges and opportunities of membership in the one organized group of insurance librarians in America—the Insurance Group of S. L. A.?

INSURANCE GROUP REPORT

THE activities of the Insurance Group during the past year may be summed up quite readily.

Prior to having made our initial venture into the publishing field, the time and efforts of each Group member were centered upon the contents of our booklet "The Creation and Development of an Insurance Library." The suggestion to prepare such a pamphlet was made quite some time ago, but the small attendance at our Group meeting in San Francisco made it necessary to postpone any action in the matter that might otherwise have been taken.

Mr. D. N. Handy, Librarian of the Insurance Library Association of Boston, submitted the tentative manuscript to us for discussion at the Cleveland Conference in 1931. There were but a

few changes recommended and Mr. Handy, as Chairman of the Committee, proceeded to complete the text and appendices. The compiling of the lists of books was quite an arduous task, but the sub-chairman, Miss Mabel B. Swerig, assisted by several members of the Group, prepared the lists, submitted them to each member to be voted upon according to his or her opinion of the books mentioned and, this accomplished, revised the lists which were made a part of the manuscript. Every precaution was taken to avoid criticism from publishers and authors who would feel that their books should have been included. The slightest difference of opinion was recorded and the advice of some one in the particular field covered by the book was sought.

Because of the decrease in the advertising budgets of so many business houses, we consider that we were fortunate to have secured nine and one-half pages of advertisements for a pamphlet containing only thirty-two pages of print. The actual printing cost is not known to your chairman, but it is hoped that the space, sold at the rate of \$20 a page, covered the initial publication cost and that our "Protégé" will prove to be a financial success to the Association.

Only those of you who have worked on similar tasks can possibly appreciate the tremendous amount of work involved in the preparation of any publication. Once the manuscript is completed the difficult and tedious job of making it ready for the printer begins only to be followed by the proof reading. The success of the pamphlet may be attributed to the Committee Chairman, Mr. Handy, and to Miss Linda H. Morley, Chairman of the Publications Committee, who is responsible for its final appearance.

I had the pleasure of compiling the list of insurance libraries in Appendix B. The acknowledgments received to my inquiry were most interesting and displayed much enthusiasm on the part of executives who are contemplating the installation of a library at some future date. The companies having existing libraries were most anxious to have their names included in the booklet and to be placed on the mailing list to receive copies when completed. This list is a splendid working tool for the Membership Committee.

The promptness with which the editors of various insurance publications have complied with requests for publicity proves, beyond doubt, that the Special Libraries Association and the Insurance Group rank among the many organizations within the insurance circles.

Insurance companies, like most all other types of business concerns, are planning to have an elaborate exhibit at the World's Fair in 1933. Mr. F. Highlands Burns, President of the Mary-

land Casualty Company, is also President of the Association of Casualty and Surety Executives, and I wrote to him under date of March 30, 1932, offering the cooperation of our Group members, individually and collectively, in the planning of this exhibit. A very gracious acknowledgment was received.

* * *

Preparations for one general session and three round-table conferences are being made for the twenty-fourth annual conference at Lake Placid, June 13-17 inclusive. These gatherings always prove a stimulus to those who attend, and I hope that there will be a good representation from this Group and much benefit derived from the meetings scheduled.

Laura A. Woodward,
Chairman.

FINANCIAL GROUP Session Held June 17, 10 A.M.

Chairman: Ruth G. Nichols

TEN YEARS' HISTORY OF THE FINANCIAL GROUP

By Mildred Robie, Standard Statistics Company

IT WAS at our June Convention in 1922 that we first gathered formally in Group Sessions. The largest number in the Financial Group were the librarians from national and Federal Reserve banks (seven of the latter being represented); but in all, fourteen out of the twenty-four banks recorded as having libraries in operation at that time.

In 1922 there were two other incidents which were to be responsible for developing interesting relationships on the outside — the A. B. A. were addressed on the subject of the mutual interests of banker and librarian, and the Investment Bankers brought up the question of a national financial library.

Here, then, we have the starting points of our three great developments — the making of various bibliographies on financial subjects; the consideration, as a Group, of the various problems of cataloging and classification peculiar to financial libraries; and the enlarging of our influence in the banking fields through exhibits and addresses at their conventions.

In 1923, the Financial Group under the guidance of Alice Rose held spirited discussions on the subject of library publicity through special bulletins, reading lists, and personal enthusiasm of the financial librarian. Ideas on the subject of indexing financial periodicals in an enlarged Industrial Arts Index were supplied by Mr. H. W. Wilson.

By 1924, our attendance at the Convention had increased to thirty-nine. No longer were we a small group able only to discuss the things we should like to do. We were a working group, a national Group, talking in terms of helping San Francisco, Chicago, and Boston to get the information they wanted. A resolution was passed regarding exchanges of information in the different parts of the country. Miss Cavanaugh discussed source material for financial libraries. The resolution was moved and carried regarding the first model financial library exhibit at the A. B. A. Convention under the leadership of Chicago representatives. A committee was appointed to draw up formal by-laws. The great event of the year was the model library exhibit in September at the Banker's golden jubilee meeting. For months afterward, questions directly or indirectly resulting from the exhibit poured into the offices of the various financial librarians connected with it — one request coming even from India.

The 1925 Convention provided the Group with an extremely interesting program, both from the point of view of the speakers and subjects. Two addresses were on sources of information of interest to financial librarians, one on credit unions, and the other four had the unique title "What we do every day that pleases our officers most."

The 1925 A. B. A. exhibit was as excellent as its predecessor. Not only was it interesting to librarians but its books attracted many a business man who in the past had floundered in the flood of good and bad financial literature until he had become discouraged and given up the task of starting his bank library.

"Some Sources of Information on Stocks and Bonds," by Eleanor Cavanaugh (Standard Statistics), made its first appearance in print at the 1926 Convention. The subject of library publicity and service to one's organization was discussed at great length. Even in these days before the depression, we listened to talks on budgets with probably greater enjoyment than our Congressional friends in Washington have had recently.

1927 was not a year of outstanding developments, and yet its discussions must have been the basis of future developments. The Financial Libraries Directory was the chief publication of the year and served to show great possibilities in the matter of expanding S. L. A. activities further into the banking and investment fields. A bibliography entitled Select List of U. S. Government Bureau Advance Press Releases was prepared by Gudrun Moe in collaboration with Miss Burnett, Miss DoManska and Mrs. Rossi. The Group also carried on discussions connected with this subject,

emphasizing the need of closely watching current events and keeping one step ahead of one's executives.

The program for 1928 aimed at larger membership, the publishing of a bibliography of government releases, and an up-to-date survey of classifications used by financial libraries. As a result, memberships did increase, the bibliography approached completion, and the classification questionnaire brought full information from thirty out of the forty-five libraries circularized. Another interesting exhibit was shown at the A. B. A. Convention and a booklet on "The Bank Library" was distributed.

1929 also saw a fine A. B. A. model bank library in San Francisco, while a few weeks later the Financial Group made its first appearance at the Investment Bankers Association Convention in Quebec.

The sixth model library (1930) was a great success, and for the first time its committee did not have to solicit funds from banks or publishers to finance the exhibit. It also had two famous visitors to view its excellence — President Hoover and, collectively speaking, our own Executive Board.

Out of the twenties and into the thirties, leaving behind the initiatory efforts toward worthy projects, a few finished products in the matter of bibliographies and exhibits; and looking forward to better methods, better bibliographies, better exhibits. Two years and a half have already gone from this decade, and we have accomplished the publication of *A List of References on Group and Branch Banking*, a revised edition of *Sources of Investment Information*, the *Handbook of Commercial and Financial Services* with a first Supplement, the *Descriptive List of Periodical Mimeographed Publications of Government Bureaus* and the *Calendar of Business Statistics*. We have continued our A. B. A. exhibits and have had two I. B. A. exhibits.

SOME NEEDS IN FINANCIAL FACT FINDING

By *Elsie Rackstraw, Librarian, Federal Reserve Board*

IN A program of adjustment, it is essential to glance backward over economic happenings with searching analysis and constructive reform, and in building a new order of things we can at least discover those things which have been found helpful in the experiences of the past, in order to graft changes upon them. This new order must also take into account world-wide changes. Our problems cannot be isolated. They do not begin and end with conditions of our national life, but involve world conditions which directly or in-

directly affect *our* supply of money, *our* business conditions, the purchasing power of *our* people.

There is, above all, a need to search and analyze our records and to know what is the status of our fact finding. England has given us a classical example of the importance of parliamentary inquiry. There is nowhere else so illuminating and comprehensive a survey of monetary and financial history. These methods are being emulated in America where considerable pertinent investigation has been and is now being carried on. By reason of these investigations, by consideration of policies and their effects on legislation, some survival of the fittest can be worked out. By publicity, financial facts are certified, and a premium placed on good management and integrity. Both breed confidence. An essential part of our job as librarians is to watch for and collect this important body of financial data and testimony, and the happy (or unhappy) lot of some enterprising librarian might be to index this matter. For illustration there is the testimony of Mr. E. A. Goldenweiser and Mr. Laurence H. Sloan before the Senate Committee on Manufactures, on the Establishment of a National Economic Council, October 22, 1931; the statement of Benjamin Strong before the Joint Commission of Agricultural Inquiry, August 8, 1921; statements of Morris Copeland, Benjamin Anderson, Frederick Mills and others in hearings before the Senate Banking and Currency Committee on "Restoring and maintaining the average purchasing power of the dollar," May, 1932; that of Richard Whitney before the House Judiciary Committee on Short Selling of Securities, February 24, 1932.

The collection of statistics on phases of our financial life is of practical value, but cumulation of this data is only significant when they stimulate an examination of our problems. In 1924 the Federal Reserve Board began the publication of a record of bank failures. That year the Federal Advisory Council had on its agenda the consideration of the failures of a large number of small banks in the North and Middle West. In its recommendations the Council points out that "the organization of many of these banks has been stimulated and encouraged by unsound systems of a guarantee of deposits by various States which gave a false sense of security to those organizing the banks and encouraged in the public mind a lack of discrimination between well managed and badly managed banks. This, coupled with unsound and inexperienced management, resulted in inevitable disaster."¹ At this date it is apparent that the futility of emergency measures without a careful consideration of the causes of

¹ Recommendations of the Federal Advisory Council to the Federal Reserve Board, February 19, 1924.

the failures was recognized. Complete statistics of bank failures, useful and significant as they are, are not enough. It is not enough to stop failures by a National Credit Association, a guaranty of deposits, or a Reconstruction Finance Corporation. In our new order reasons for these failures must be determined and dealt with so as to remove the lack or betrayal of confidence of the public.

Another example of a series of figures which has an important bearing in current discussion is an interesting new compilation of gold production figures for important gold-producing countries begun in February of this year by the Federal Reserve Board. These are incident to the findings of the Gold Delegation of the League of Nations and the much discussed shortage of gold and measures for economizing the use of gold as a basis for money. In an important way they play into the discussion of the gold standard and monetary problems which present themselves to the central banks of the world.

We should not forget the need to watch for evidences of close cooperation between the leading central banks in their effort to stimulate business activity and relieve depression through concerted action and harmonious relations. Mention has been made recently in *SPECIAL LIBRARIES* of the Monthly Statistical Summary of the Bank of England, that excellent compilation by a most competent and well-equipped bank staff. There are also the interesting new quarterly bulletins of the Central Bank of the Republic of Turkey, the bulletins of the Bank of Greece, of Latvia, of Peru, to say nothing of the older and important bulletins of the Bank for the Argentine Republic, Poland, and many others. It is not my province to tell you about these publications here, only as their preparation and issuance give evidence of a cooperative exchange of information, significant of results of collective work and aims and progressive effort toward international understanding.

Finally, as a further consideration of the human element in our changing times, I should like to mention the fine experiment of an interchange of students of monetary and financial problems between different countries. This is coming to be recognized more and more as a means of building up a better spirit; this meeting and working together dispels misunderstanding. There is need to encourage this experiment in every possible way.

These are only some of the interesting and hopeful developments in our changing times. The part of the library in these developments depends on our vision. There is the greatest need to look beyond the dozens of laborious and unimaginative

tasks that fill our days. We all know the discouragement of these, their variety and their seeming impotence. It reminds me of Nicholas Nickleby, applying for the job of secretary to Mr. Gregsby. In the interview Mr. Gregsby outlines the duties of his secretary to Nicholas — "Besides which, I should expect him now and then to go through a few figures in the printed tables, and to pick out a few results, so that I might come out pretty well on timber duty questions, and finance questions, and so on; and I should like him to get up a few little arguments about the disastrous effects of a return to cash payments and a metallic currency, with a touch now and then about the exportation of bullion, and the Emperor of Russia, and bank notes, and all that kind of thing, which it's only necessary to talk fluently about, because nobody understands it. Do you take me?" "I think I understand," said Nicholas.

RECENT OUTSTANDING ECONOMIC LITERATURE

By Marion Eaton, Librarian, Federal Reserve Bank of Boston

THE most important feature of economic and financial literature for the past year seems to have been its steadily growing emphasis on international connections and the impossibility of solving any of our worst problems without international cooperation. Sir Arthur Salter's recent book, "Recovery: the Second Effort," points to this whole latter-day trend. It firmly contemplates as an actual possibility a world in which war is as out of date as Phoenician galleys in international trade. When the world can once admit that abuses like robber barons, slavery and war are not necessities of life, there is hope they may disappear. There is another theme that is running through what one might call literary economics and that is beginning to appear among the most dry and technical books. That is a questioning of the usefulness of democracy in obtaining the utmost happiness and comfort for the inhabitants of the world.

Mr. Woodlock in the *Wall Street Journal* is writing nearly every day a column that ought to be much more widely read than it is. In it he often gives book reviews that might be the envy of any scholar for the wide background of reading and historical knowledge they display. His idea of what is the ideal authority for the world may not be yours. But he has pointed out clearly that some authority, some touch of what we have called superiority must reside in those who are to run successfully the nations that are, when all sentimental arguments are over, largely com-

posed of people who do not see beyond their own noses. He has had a lot to say about the Spaniard, Ortega, who writes on the possible misfortunes inherent in the rise of the mediocre man to power. And he has mentioned a recent little book by the Italian historian, Ferrero, called the "Ruin of Ancient Civilization," by which he means the fall of the Roman power, and in which he draws analogies to present-day conditions.

An American book which gives the best picture of this chaos of countries without strong leaders is Lippmann's "The United States in World Affairs." This book together with Salter's would seem to mark the beginning of a possible new epoch in the handling of nations.

I have listed some score of other titles that I have found to be leaders this last twelve months. I am making no attempt to say that they are the best that have been published but merely citing them as books I personally consider significant.

Acworth, A. W. *Financial Reconstruction in England, 1815-1822* . . . London, P. S. King, 1925.

I am putting this 1925 book in because we seem to have discovered it only this past winter, but find it to be the most valuable book that has been written on the proper methods of rehabilitation after a war.

Barnes, James A. John G. Carlisle, *Financial Statesman* . . . Dodd, Mead, 1931.

This is an interesting life of a statesman who left few direct records behind, but whose chief work was the firm establishing of the gold standard under the inspiration of Cleveland.

Beard, Charles Austin. *America Faces the Future* . . . Houghton, Mifflin, 1932.

A collection of essays, addresses and detailed plans by many authors, this is a most complete reference work on planned handling of economic crises and the organization of industry and trade.

Bonn, M. J. *Prosperity, Myth and Reality in American Economic Life* . . . London, Martin Hopkinson, 1931.

This is one of the most thought-provoking books that I have read for a long time, written by a German professor who has lived in England and in the United States. His questioning of what are the worth-while and lasting elements in our economic life is part of the present-day searching of fundamental values, a searching that may be one of our chief gains from the present depression.

Cartinhour, Gaines Thomson. *Branch, Group and Chain Banking* . . . Macmillan, 1931.

This is a comprehensive analysis of the forces underlying the steady drift toward the consolidation of banks. It is an excellent reference book, well indexed and possessed of a full bibliography — a book for the general reader as well as the banker.

Cole, G. D. H. *British Trade and Industry* . . . London, Macmillan, 1932.

I found myself eagerly reading this book on trains and in odd moments to find out what came next. It is full of charts and tables of British trade over the last twenty years presented from every imaginable angle. It was written before the crisis of September 1931, but its conclusions are only strengthened by that event. Its whole theme is the dependence of British trade on world developments and on world ability to produce and consume. Considered from an isolated standpoint, there is no hope for England's betterment. The book assumes that reform will come from within the capitalist system, but the eight conditions for that reform are such as to make one wonder if it will. It is interesting as an attempt at unbiased analysis by a Guild Socialist, and I think it shows that even in radical ranks thinking men are beginning to realize that not everyone is capable of balanced judgment and far-seeing leadership. It faces squarely the probability of permanent changes in the world's economic life, but it shows a hope that the old structure may be adapted to meet these new conditions without complete destruction of a roof over our heads meanwhile.

Einzig, Paul.

Behind the Scenes of International Finance . . . Macmillan, 1931.

International Gold Movements, 2nd ed., enlarged . . . Macmillan, 1931.

The Tragedy of the Pound . . . Kegan, Paul 1932.

The World Economic Crisis . . . Macmillan, 1931.

These four books by Einzig have all been much talked about this year. They show a strong prejudice against the French; and while I think much they say is true and much of it needs to be stated thus frankly, in reading them remember that in England people are prone to call him a mischief maker.

Feaveyear, A. E. *The Pound Sterling A History of English Money* . . . Oxford Clarendon Press, 1931.

This is an account of the coins and currency of Great Britain considered as a means of payment. It gives a full and interesting history of

coinage developments in England in the seventeenth and eighteenth centuries, showing how the mint weights were fixed and how gold gradually became the permanent standard against which the price of silver began to fluctuate. I should say this book may rank as a classic along with "Lombard St."

Great Britain, Parliament, Committee on Finance and Industry. Report presented to Parliament by the Financial Secretary to the Treasury, June 1931 . . . London, H. M. S. O., 1931.

The so-called Macmillan report gives recommendations for improvements in the monetary and financial system of England which preceded the crisis of last summer.

Minutes of Evidence Taken before the Committee on Finance and Industry. Vols. I and II, London, H. M. S. O., 1931.

Transcript of the hearings held by the committee with the full statements of all the various experts called to testify.

This is obviously an historical document which every financial library should have on its shelves.

Gregory, T E

The Gold Standard and its Future . . . London, Methuen, 1932.

Silver Situation, Problems and Possibilities . . . Manchester Univ. Press, 1932.

These two little books are outstanding in their fields. They are short and simply written for everyone to read, and yet the essential facts are all set forth impartially so that you see the arguments of the author's opponents as well as his own.

"The Silver Situation" was prepared at the request of the Manchester Chamber of Commerce "in order to furnish the business community with the information necessary to follow a very complex subject." And it does just that. The other — a pamphlet — is given up largely to a discussion of present conditions, but a sufficient background is sketched in. Professor Gregory himself remains firmly of the opinion that the problem of the gold price of silver is a part of the general problem of falling commodity prices.

Keynes, John Maynard. Essays in Persuasion . . . Harcourt, 1932.

Written over a period of a dozen years, these essays all seem to lead to the conclusion that the economic problem is a frightful and, moreover, an unnecessary muddle. The rereading of these essays in the light of present events seems to prove that many of Mr. Keynes'

prophecies have not been so far from right, as many of his fellow economists thought at the time. He is hopeful in expecting his grandchildren to enjoy much more prosperity than he has ever had, and ends on the note that the real problems of mankind are still the old ones of "life and human relations, of creation and behavior and religion." Economists should be considered merely as humble, competent, and necessary people, like dentists.

League of Nations. Gold Delegation of the Financial Committee. Geneva, 1931—

Under the heading of this committee are gathered several volumes of reports, "Selected Articles on Gold" and "The Functioning of the Gold Standard," by Dr. Feliks Mlynarsky, and "Legislation on Gold," with summary by country. Some of the volumes appeared before June 1931, and the last report is still to come. I should say that any library interested in the international weavings of finance should have this whole series.

League of Nations. Memorandum on Commercial Banks, 1913-1929. Geneva, 1931.

The first of a regular series of statistics on the commercial banks of the world, this report brings together in one place figures that have been very difficult, if not impossible, to find. It is hoped that a later volume will add more countries and bring the figures up to date for 1930 and 1931. It will be kept up to date by a table in the monthly Bulletin of Statistics, which appeared for the first time in February 1932.

Lippmann, Walter. The United States in World Affairs. An account of American Foreign Relations, 1931. Harper, 1932.

The first of a series of annual volumes which will give the best possible perspective on contemporary events as they pass into the realm of history. I have already commented on its importance. Right now Mr. Lippmann seems to be on the top of a wave of popularity, a hopeful sign of growing tolerance towards international relationships on the part of the "man in the street."

Rogers, James Harvey. America Weighs Her Gold . . . Yale Univ., 1931.

This is a useful reference work for the man who comes in and asks what the gold standard is. The workings of the standard and the handling of the metal and its monetary uses are explained in simple language. An attempt is made to show the reasons for the use of the gold standard which grew out of the power of tradition more than economic reasoning, but

which make it none the less dangerous to upset.

Salter, Sir Arthur. *Recovery, the Second Effort* . . . Century Co., 1932.

Coming again to this book I can only say it should be read by everyone. Its main contention of what must be done to weld the world together if our present civilization is to continue is unanswerable. We may differ on the details of how to do it, but a sympathetic world psychology must somehow be evolved. And I say again that the fact that the author can contemplate a world without war, and be read seriously by all the people who are buying and borrowing this book, is a hopeful sign.

Schacht, Hjalmar. *The End of Reparations* . . . Jonathan Cape, 1931.

A former Governor of the Reichsbank makes a comprehensive statement from the German point of view of the evils of reparations. It was written a year ago, and recent events seem to prove his case. It ranks with Bergman's book if you are collecting a history of this German situation.

Stamp, Sir Josiah. *The Financial Aftermath of the War* . . . Scribner, 1932.

This is a collection of five lectures on the essential problems of the age, on taxation and tariffs, on reparations and public debts.

Withers, Hartley. *Everybody's Business* . . . Cape & Ballou, 1931.

One of the most interesting expositions in non-technical language of the economic structure of our Western civilization that has appeared, this book outlines the efforts that are necessary to maintain that structure and improve it to the general benefit of the whole population. It emphasizes the absolute necessity for goodwill and good humor among nations and individuals. It is excellent reading for office boys who want to know how banking and business work, and it is not too hard for the tired business man himself to understand

BANK LIBRARY EXHIBITS

A SYMPOSIUM

By Ruth G. Nichols, Librarian, Federal Reserve Bank, Chicago

IN 1922, when the A. B. A. met in New York City with a record attendance of about 15,000 people, there was organized an information personnel of one hundred and fifty young women, including librarians in New York banks, who served in information booths established in the various hotels housing the delegates. One of the

features of that convention was an exhibit of books for bankers prepared under the direction of the librarians of several of the larger banks. This was the origin of the series of exhibits which has been carried on by the Financial Group at successive Bankers' conventions. Therefore, this year is not only the tenth anniversary of the organization of the Financial Group but also of the organization of exhibits for the A. B. A., which has been one of our main activities.

It was not until the Washington meeting in 1929, that it was recommended that we attempt to secure the opportunity of putting on an exhibit before the Investment Bankers Association. Margaret Reynolds was appointed chairman of a committee to carry out this plan, but declined on the ground that she was not an investment librarian. Rather late in the day, Virginia Savage was asked to assume the chairmanship. Due entirely to her energy, initiative, and resourcefulness, two very successful exhibits were shown at the I. B. A. conventions in Quebec, 1929, and New Orleans, 1930. The booklet prepared and distributed at these meetings, "Sources of Investment Information," was Miss Savage's idea, and it has received much commendation. Miss Savage manned the New Orleans exhibit almost single-handed. On her recommendation, it was voted not to attempt such an exhibit in 1931. In addition to the cities mentioned, Cleveland and San Francisco librarians have prepared bank exhibits.

The speakers who follow are expected to fill in the more instructive and interesting details of this bare outline which I have given you of our exhibit experience.

PUBLICITY

By Florence Wagner, Librarian, Wall Street Journal

IN VIEW of the greater values offered, the scope of my subject has been broadened well beyond its original proportions to include publicity for S. L. A. Exhibit publicity alone is negligible and more or less dependent upon the organization with which the exhibit is connected. The conclusions which I am presenting are all based upon my own observations and experience in connection with various committees of this Association, and are, therefore, adapted to the needs of our Group.

The most essential requirement of any publicity committee is the outline of a definite policy and undeviating adherence to it. Naturally such a plan must revolve about some central point of interest. Last year our task in this respect was easy. We were very fortunate to have as a speaker, Leonard P. Ayres, economist of the Cleveland

Trust Company and a man whose prognostications have always been read eagerly by the business world. In view of the business depression which overhung the country and which seemed to grow more pronounced each month, it was apparent that a wider interest than usual would be attached to whatever a man of Mr. Ayres' standing might say. Accordingly, our news releases took full cognizance of this fact and featured him, and I think I may add that, as a direct result, we had the greatest amount of publicity covering the widest range of newspapers that we ever had.

It is likewise advisable to include many speakers in the news releases, for one can never tell which one will appeal to an editor. The initial announcement should be sent two weeks before the convention opens and followed by another similar notice two or three days before, in order to impress the meeting upon the editor. In this way its importance is stressed and wider distribution is likely to follow.

In presenting exhibit publicity, it is always well to remember that striking ideas or circumstances command much greater interest to editors than the mere fact of the exhibit. Such ideas may include keys to government publications which always appeal, charts and graphs which are enjoying unusual popularity now, timely reading lists or some unusual arrangement of the exhibit. Another point not to be ignored is the fact that in addition to seeking nation-wide publicity, much useful mention can be achieved by concentrating on the local press in the district in which the Convention is held and by including trade papers within the publicity plans. In the case of several of our financial library exhibits, some of our most effective publicity has been in banking journals and other widely read financial publications and these brought many inquirers to our exhibits.

In conclusion, I should like to add that in gauging the success or failure of our publicity committees, we must not expect too much. If an association is a large one, if it is supported by public money or if its nature is such as to draw the interest of a wide number of people, it is bound to have a wide following and wide press notice. Carrying this thought still further, it was inevitable that our financial exhibits held in connection with the A. B. A and the Investment Bankers Association would receive wide mention, because banks are institutions in which everyone is interested in some way or other, but it does not follow that a library exhibit at an electrical convention or at a business convention will carry this interest. Publicity is limited by the bounds of interest, but that does not prevent us from

extending those bounds to the fullest interest of our abilities.

INDUSTRIAL EXHIBITS

By Alma Mitchell, Librarian, Public Service Corporation of New Jersey, Newark

THE three exhibits that stand out in my mind as typical examples of industrial or technical library exhibits were those at the conventions of the American Gas Association in Atlantic City in 1925, the Electric Railway Association in Cleveland in 1927, and the National Association of Manufacturers in New York in 1928. At all these exhibits the main purpose was to present to those attending the conventions a model company library. I should like to mention a few outstanding features of two of these exhibits.

At the American Gas Association exhibit one of the interesting displays was charts prepared by Mrs. Wetmore, at that time librarian of Henry L. Doherty and Company, on Production of Gas According to Heating Value and Comparison of Prices. Through the courtesy of Mr. Jacob of the General Electric Company another interesting display at this exhibit was a large electric book whose pages turned automatically, telling the story of "Why a Corporation Library." At the American Electric Railway Association Convention a prominent place was given the library exhibit in the "Convention Daily," one of the news items ending with this sentence — "If your company, large or small, hasn't such a department, drop around at the library exhibit and learn how a special library will save you 500 percent of its cost, in eliminating the waste of your time and that of other executives. You'll find the display an eye-opener," and an official of one of the Toronto Railway Companies requested 80 copies of our list, "Books for a street railway library," to be sent him for distribution among his employes.

Other industrial library exhibits held from time to time have been those at the Annual Congress of the National Safety Council, United Parents Exposition, and the Power Show in Chicago.

It has always been my contention that exhibits of this type are an important advertising medium for the establishment of company libraries. There is no doubt but that these exhibits take time and energy to arrange, but if a booklet of instructions for exhibits could be prepared by the Exhibit committee of S. L. A., half of the preliminary work might be eliminated and the way paved for more frequent exhibits at all types of business conventions.

BOOKLETS AND READING LISTS

By Sue Wuchter, Librarian, Continental Trust Company, Chicago

OUR two lines of exhibits have developed types of booklets which have been distributed primarily in connection with these exhibits.

At the A. B. A. Convention in 1924, the Chicago committee prepared the original Bank Library Booklet. At that time so-called financial and bank libraries were springing into existence on every hand, and the group of trained and experienced librarians in the field was besieged for information on the organization and personnel of such libraries. There was little printed material, and it seemed essential to provide a statement from the librarian's standpoint which would help to answer such questions. That was the first object in preparing the booklet.

Moreover, the books, periodicals, and services displayed at the exhibit were selected from the standpoint of the needs of small and medium-size banks, as the large banks of the country either had or could obtain access to highly organized library service. The second object of the pamphlet was, therefore, to list this material for use in establishing bank collections outside of the large centers. The booklet met with a cordial welcome. It has gone through several revisions, but has retained these features throughout. It has been useful to librarians in suggesting books, but of course it has not served primarily as a tool for evaluating books for librarians themselves.

The booklet prepared for the Investment Bankers Association is of a different character. It is a list of sources on all types of investment banking information arranged under subject headings. It is a tool for librarians and investment bankers for use in their daily work, and as such it has attracted much attention and commendation. The Investment Bankers Association itself thought so highly of it that it took over the

publication and distribution of it. The idea of the booklet originated with Miss Savage, and she and her committee were asked by the I. B. A. to revise it in 1930.

The Bank Library Booklet in each case was paid for out of the funds collected for the exhibit, and it has been distributed either in connection with the exhibit or afterward, by S. L. A. Of course, the larger part of each exhibit's expense has been devoted to the publication of this booklet. Reading lists have also been printed for distribution at some of the exhibits. At the last bankers' exhibit, funds were low and so the booklet was not reprinted, but reading lists only were prepared by the committee.

FINANCIAL SUMMARY OF EXHIBITS

By K. Dorothy Ferguson, Librarian, Bank of Italy, San Francisco

SINCE the Financial Library Exhibit at the A. B. A. Convention has developed from an S. L. A. advertising scheme primarily, to an outstanding educational feature for the Bankers, it would seem proper to consider the exhibit as part of their educational program. It is here that once a year the banker of the small bank, who is not fortunate enough to have his own Library, can find assembled not only the latest but the best books on finance, the new services that have been approved by specialists, and a complete set of all publications of the A. B. A. This is truly an educational project worthy of support.

As to financing an exhibit, the procedure seems to have varied. At first banks and publishers donated money, but later the A. B. A. stepped in as the fairy godfather, willing to sponsor the deed. In good years, the publishers are willing to make donations, but in poor years it is easy for them to slash this item off their budget. So for permanency of financial support, let us continue to sell the idea, that this is their educational exhibit, and we are only their handmaidens.

DETAIL OF EXPENSE ACCOUNT

	1926	1928	1929	1930	1931
Pamphlet	\$246.00	3,000 — \$240.75	3,000 — \$250.00	2,000 — \$325.00	2,000 — \$6.00
			6,000 slips — \$41.00		
Insurance	25.00	\$10.00	None	None	\$10.00
Incidentals.	228.00	154.10	\$26.30	\$42.18	85.44

SUMMARY

Year	Amount		How Collected	Surplus
	Expenses	Collected		
1926.....	\$499 91	No record	Through contributions of member banks of A. B. A. and two publishers.	
1928.....	394.85	\$600.00	Member banks not only of locality.	Returned pro rata to member banks.
1929.....	317.20	650 00	A. B. A. local Convention Committee, Bankers Publishing Co., Standard Statistics Co. and Moody's.	Returned to Financial Group, 1931, and used to finance 1931 exhibit.
1930	367.18	363.98 30.00*	A. B. A. Convention Committee.	To Financial Group.
1931.....	154.44	191.01	Balance from 1929 exhibit.	\$36.57

* Sale of 300 book lists at 10 cents each.

CIVIC SOCIAL GROUP

Session Held June 17, 2:30 P.M.

Chairman: Ione M. Ely

UNEMPLOYMENT RELIEF AND SOCIAL WELFARE PUBLICATIONS

By Grace P. Thomson, Russell Sage Foundation

IN THE near future, if not in the actual present, taxation will play a large part in the settlement of the current financial upheaval, but that phase of the problem can be more efficiently handled by those working along municipal reference lines. For us, in the Sage Foundation, who come constantly in touch with social workers, grappling with the human problems brought about by the depression, the recording of those facts which they constantly face, and struggle to relieve, is of paramount importance.

And in the present depression, the output of valuable material published, generally in pamphlet form, is far greater than that of previous crises. Such organizations as the Family Welfare Association of America and the Welfare Council of New York City have their special staff of research workers, many of whom have had practical experience in the field, so know whereof they speak. The Welfare Council studies are naturally of local interest, but, at that, they may throw light on similar problems in other communities. They start back with the situation as it existed in 1930 and some of the titles selected are as follows:

Unemployment in New York City, an estimate of the number employed in December 1930, and the sources of information on the extent of unemployment in New York City, by Edna Lonigan. 1931.

Financial Trends of Agencies Engaged in Giving Outdoor Relief in New York City; a section of the study of financial trends of organized social work in New York City, by Kate Huntley. 1931.

An Impressionistic View of the Winter of 1930-31 in New York City, based on statements from some 900 social workers and public health nurses, by Lillian Brandt. 1932. (This report not for general circulation.)

The activities of the Family Welfare Association cover the entire United States, as its name implies, and its publications therefore should be of general interest. Perhaps you have already seen them, but we will venture to mention a few:

Community Planning for Homeless Men and Boys; the experience of sixteen cities in the winter of 1930-31, by Robert S. Wilson. 1931.

The Emergency Worker in Unemployment Relief, by Elizabeth McCord. 1932.

Governmental Relief, the report of a pathfinding study; submitted by the Pathfinding Committee on study of governmental methods of the Association. 1932. (Mimeographed not printed.)

Organization and Administration of Public Relief agencies, by Rose Porter. 1931. Prepared at the request of the President's Organization on Unemployment Relief.

Procedures in Giving Relief to Families of the Unemployed. 1932.

The Sage Foundation has also provided its quota, and probably many of you are familiar with the two studies of Joanna C. Colcord, Director of the Charity Organization Department of the Foundation:†Community Planning in Un-

employment Emergencies . . . and Setting Up a Program of Work Relief. Miss Colcord has recently returned from a trip which took her to the Pacific Coast for the purpose of studying conditions all over the country. Some of her impressions are described in an illustrated article which appeared in the June *Survey Graphic*. The West is Different. This article is but a forerunner of the book, Emergency Work Relief, which Miss Colcord is writing in collaboration with William C. Koplovitz and Russell H. Kurtz, and which the Foundation will publish.

The Statistics Department, of which Ralph G. Hurlin is director, has also been active during the period of depression. Indeed, in collaboration with the Federal Children's Bureau it inaugurated the Relief Bulletin, which since January 1932 has been prepared and distributed by the Bureau under the direction of Anne E. Geddes, a "loaned" member of the Foundation's Statistics Department.

And speaking of the Children's Bureau, have you seen the excellent chart which it has recently published showing present legislation covering State loans to municipalities: State Aid for Unemployment Relief; laws of 1931 and 1932, comp. by F. R. Lyman?

Along legislative lines the American Association of Public Welfare Officials, with headquarters in Chicago, has published the following pamphlets:

Recent Developments in Legislation for Public Relief of Unemployment. 1931.

More Recent Developments in Legislation . . . 1932.

State Legislation for Public Relief of Unemployment. 1932.

Write to Miss Marietta Stevenson, Associate Director of the Association and author of these studies, should you care to obtain copies.

To jump from the written to the spoken word — it was interesting to note the divergence of opinion expressed by social workers at their National Conference which met recently in Philadelphia. Unemployment, its future prevention and present relief, led the discussions, naturally. Voices were raised in favor of unemployment insurance, or, in other words, unemployment reserve funds, and voices against. Many felt that the depression had caused great individual suffering. While others doubted whether that point had actually been reached Social workers themselves came in for their share of criticism and praise. Doubtless, many of you have read Walter Lippmann's speech before the Conference in which he commended workers for the way in which they had met the crisis. His remarks were particularly cheering after the

attack Rabbi Silver, at an earlier meeting, made upon many of the present-day efforts. He did say by way of encouragement, however, that "Organized charity alone stood between the country and revolution," which remark was met with enthusiasm. For a brief and spirited account of the Conference, expressing some of its spiritual significance, we refer you to a Summary issued by the Chicago Council of Social Agencies. Doubtless, comments will also appear in ensuing numbers of the *Survey*.

CITY COSTS AND THE RECONSTRUCTION CHALLENGE

By Dorsey W. Hyde, Jr., Chamber of Commerce, Washington, D. C.

IT IS a hopeful sign that American citizens — more than ever before — are concentrating their attention upon budgeting and financial planning in the great fields of business and of government. Having passed through an epoch of chaotic disregard of costs and capacity to pay, we now are forced to take inventory of basic supply and demand, to restudy price schedules in relation to economic values, and to plan our fiscal policies accordingly. The era of order-taking has been succeeded by a "new business era" in which super-salesmanship is crumbling under the attacks of a new and more effective competition. This new era, if unplanned and unregulated, would rapidly degenerate into a clash of cut-throat competition and a riot of racketeering.

As we, as business men, are committed to the doctrine of "less government in business," it devolves upon us to supply the remedy. Steps in this direction are already being taken. We are adopting codes of ethics in the various business fields. We are fighting for a modification of the Sherman anti-trust laws in so far as they cripple the constructive undertakings of properly organized trade associations. And, last but not least, we are gathering facts and figures and making technological investigations and surveys upon which we hope to found a greatly improved business structure whose fabric will be shaped by the highest principles of economic integrity.

The immediate problem has brought out widely varying suggestions. Conservatives recommend drastic retrenchment, while radicals advocate intensified expenditure discounting both present and future income. The radicals blame the conservatives for breaking down community buying power, while the conservatives blame the radicals for attempted inflation and the mortgaging of future prosperity.

All are agreed, however, that the public busi-

ness stands in need of immediate attention. President Hoover states: "Before the war theoretically every man worked 25 days a year for the national, state and local governments combined. In 1924 he worked 46 days a year. Today he works for the support of all forms of government 61 days out of a year. Continued progress on this road is the way to national impoverishment." The Chamber of Commerce of the United States has compiled per capita governmental expenditure figures 1913 to 1926 showing increases of from \$7.17 to \$33.60 for federal; from \$3.97 to \$13.20 for state, and from \$10.10 to \$52.43 for local governments. The total increase is from \$30.24 in 1913 to \$99.23 in 1926, or an increase of more than 200 percent for the 14-year period.

So much for statistics. Whether or not they reflect in all instances a disproportionate cost increase is not material, as we know that in any undertaking of such colossal size savings and economies always are possible. But before considering the question of governmental economy *per se*, let us consider some of the dangers which may result from the worship of false gods in the guise of high-sounding slogans. Such slogans now being flaunted before our business leaders doubtless apply to many governmental units. However, we should not overlook the fact that "with few exceptions our municipalities and counties, notwithstanding the fiscal problems of the last two years, are safely below statutory limits of taxing and bonding power."

Both Washington and Wall Street, in their pleas for governmental economy, have realized that there are distinctions to be drawn. In the present instance they are urging that public expenditure be limited to "income-producing" or "self-liquidating" public works. There are points in this connection, however, which cannot be overlooked, as it is difficult to draw the indicated line between different types of public improvements. For example, a badly managed municipal water supply plant, although essential, might be run at continuing loss, while increased real estate values might write off the entire cost of a fine park system within a relatively short period of time.

We must remember also that what is true of one city may not be true of another. Many cities today are suffering from over-industrialization, while municipal services and utilities have been sadly neglected. In such cities an aggressive program of public improvements might help much more toward economic rehabilitation than continued agitation for more factories and lower taxes. In any case such a program in such a city would tend to save enormous sums which otherwise would be dissipated in the payment of doles

from the community chest or city treasury. In this connection one writer has pointed out that "we have much less to fear from using red ink in our counting houses than from provoking Red talk in our meeting houses."

Considerable progress has been made in recent years in improving our methods of municipal financing. Several hundred cities now operate under the city manager plan which is substituting trained engineering and business management and is getting more for the taxpayer at less cost. The municipal research movement — reflected in Bureaus of Research and Municipal Reference Libraries — has grown steadily and out of it are developing new methods and new standards which are being successfully applied by our city, state and national government officials.

What have we learned as the result of past experience in improving city fiscal methods and how can we apply this knowledge most effectively in the present emergency? Although this is a difficult question to answer, I would like to offer to you several suggestions coming under four general heads, as follows:

Governmental Reorganization. This is the most difficult problem and one which in most instances calls for careful preliminary study over a period of time. However, no lasting solution of the local economy problem can be arrived at until there has been reintegration of overlapping local governmental and taxing units to effect a centralized control by qualified public officials who are directly responsible to the electorate which votes them into office. Under this head also is included the elimination or consolidation of separate departments and bureaus when such action will effect economies with no sacrifice of essential public services.

Taxation. Local systems of taxation in most instances have grown up in haphazard manner. The immediate need is for more attention to all tax sources and their relative capacities to contribute to the cost of government. With 66 percent of local income coming from the general property tax, real estate men are complaining that high taxes are discouraging private improvements and thus holding down the natural appreciation in value of land. Every city ought: (1) To take inventory of all its possible tax sources; (2) to determine their relative capacity to pay, and (3) to assess a fair proportion of the tax burden on each source up to its indicated capacity.

Municipal Budgets. The foregoing leads us to consider the budgeting of municipal expenditure. By budgeting, however, I do not refer to the mere listing of proposed appropriation items, but rather to the formulating of a definite program for the maintenance and development of the city.

Such program should not, as is customary, be restricted to a single year, but should be related to a long-time improvement program covering a minimum period of ten years. The benefits of this method are described by the National Chamber as follows: "*The long-time financial program breathes life into the civic aspirations of the city plan, lending substance to its hopes and restating its ambitions in definite, practical terms of what, when, how and by what means. It anchors hospitals to tax rates, links schools to bond issues, making them and other improvements dovetail in an orderly scheme of financing.*"

Accounting and Audit In recent years the science of municipal accounting has made enormous strides and any city today that so desires may install, at considerable saving, an up-to-date scheme of accounting and auditing. The high points of modern procedure include the use of mechanical, labor-saving equipment, the more effective accounting of other-than-cash municipal property, and the supplementing of the usual cash records by the system known as accrual accounting which automatically balances expenditures and revenues to afford a clear and continuing picture of the actual financial status of any particular municipal undertaking.

It is important that we know not only the current financial status of a given municipal service, but also whether or not the cost of production is reasonable. To meet this need efforts are now being made to develop unit-cost standards with which to measure the relative efficiency and economy of municipal expenditure. Dr. Clarence E. Ridley, in his report entitled *Measuring Municipal Government*, published by the Municipal Information Service of New York, outlines suggested standards for measuring the results of fire, health, police and public works departments.

In the scope of this paper it has not been possible to do more than stress certain important elements in any scheme for the improvement of the financial methods of our local units of government. The field is vast and the literature is not readily available to the general public. Perhaps the best general authority is A. E. Buck, whose two volumes — *Municipal Finance* (1926) and *Public Budgeting* (1929) — are highly regarded. Reference should be made also to Dr. Lent D. Upson's book on *The Practice of Municipal Administration*. The Chamber of Commerce of the United States, through its Finance Department, has issued a valuable series of pamphlets dealing with such subjects as: *Capital Expenditures*; *Taxation Activities*; *The Financial Administration of Government*; *Local Fiscal Problems*, and *Assessments*. These pamphlets supply an excellent

outline of up-to-date procedure in the financial management of city governments.

In closing may I point out that the present crisis in the field of municipal finance offers a real opportunity to the civic librarian who is familiar with the literature of this subject. A concise bibliography will be found helpful to the public officials of almost any city, and the press should welcome such aids in connection with their news and editorial departments. There are, also, many organized citizens' groups seeking information upon which to make studies and to formulate recommendations for greater economy in government.

In many of our cities today progress toward better government at lower cost has been greatly hastened by the effective services rendered by librarians who are specializing in this particular field. In extending my warm congratulations to these able workers upon the fine service which they have rendered in the past, may I also express the hope that they will accept the challenge of still greater service now presented to them. By so doing I am sure that they will contribute materially to the reconstruction of American business and to the development of the American city as a still better place in which to live.

THIS YEAR IN CIVIC AND SOCIAL LIBRARIES

By Ione M. Ely, Librarian of Bureau of Government,
University of Michigan

LAST month a questionnaire was sent to members of the Civic-Social Group, asking for information on library activities of the current year. Nearly 100 librarians responded. The result is somewhat impressionistic, as the value of the survey lies more in its suggestiveness than in actual content and informational items. If we gain some idea of the resources of our libraries and of the particular interests and problems of our librarians at this time, it is enough. Of the reporting libraries, two stated that their libraries had been discontinued, due to the depression. Apparently the mortality rate has not been high in this group. These librarians are now employed, but not in libraries.

The first question asked was what subjects have been of greatest interest to library users. As was expected, unemployment relief and unemployment insurance were of first concern, although it was not surprising that almost an equal number of libraries reported special collections of material on local government. Several bibliographies on unemployment problems were listed, the New York Municipal Reference Library reported that it collects all news items on local unemployment, and a mimeographed bibliography on unem-

ployment insurance was found to be available through the Industrial Relations section of Princeton University. This library also has a 31-page bibliography on unemployment prevention, compensation and relief, including company, trade union and public programs, compiled last September and supplemented in November and January. Edith Guerrier, Boston Public Library, reports a bibliography on unemployment. We also have notice of a list on unemployment, industrial and old age pensions, obtainable through the Lincoln National Life Insurance Company. Miss Shreve, the librarian, collects reports of new policies announced by various companies, especially family income, retirement and other forms of annuities. Family problems are the concern of the National Council Library of the Protestant Episcopal Church, and bibliographies on family relations may be obtained from that source. The Industrial Relations Counselors Inc. has bibliographies on job analysis and on public employment exchanges which may be of special interest to our Group; this organization has also a special collection of material on public employment exchanges.

Legislation has recently been enacted, or surveys of local government are under way or have recently been completed in 18 states. A good deal of the research connected with these surveys has been carried on with the help of libraries connected with the Civic-Social Group. An invaluable aid to research on local government is the bibliography on county government compiled by the Municipal Reference Library in New York City, and published in *Municipal Reference Library Notes* in January and February of this year. The meager bibliography of this subject, scattered in local studies, is most unsatisfactory and difficult to uncover, so this source list is more than welcome. This same library has made a bibliography on methods of tax collection, and one on cities that have defaulted. Miss Rankin also collects material on salary reductions and financial curtailments in all cities, and has lists on air rights as they pertain to adjoining buildings, on taxicabs, and on maps in relation to city planning. We all know this library as a ready source for municipal data, and appreciate direct information as to its resources.

The National Institute of Public Administration reports a special collection of material on police administration, and the Municipal Reference Library in Cincinnati has a bibliography covering this subject, zoning administration, special assessments and Cincinnati government. The librarian of the Chamber of Commerce sent in several folders on Cincinnati, to illustrate the type of information her library assembles.

The Chicago Municipal Reference Library issues, at irregular intervals, a summary of What Our City Councils are Doing, consisting of a brief record of references to ordinances introduced in or passed by city councils of large cities. A public health list, made up of references to books, pamphlets and periodicals received in the library is issued semi-monthly. It is exceedingly interesting to note the new emphasis and value attached to many of this library's older studies. In 1914 Mr. Rex prepared a 69-page report to the mayor and aldermen on a practical plan for relieving destitution and unemployment in the city of Chicago; just a little reminder of unemployment problems of other days. Of special interest is the tabulation by Mr. Rex of Comparative Tax Rates of 93 Cities in the United States Having a Population of Over 100,000, for the year 1931. I am wondering if this table appeared before Mr. Rightor's table, published annually in the *National Municipal Review*, and if it is to be repeated each year.

Miss Greer, at the Institute of Public Administration, is at work on a new edition of her well-known bibliography on Public Administration. This is welcome news, indeed, to those of us who have felt the lack of an up-to-date comprehensive bibliography in this field.

Miss Hasse, bibliographer at the Brookings Institution, has a comparative analysis of state manuals. This is in manuscript form, but quite full, and may be borrowed. She also has on cards "Abstracts (in English) of all official Russian labor material issued since 1914." A bibliography of the War Finance Corporation is under way; notes are ready, but have not been put into final shape. A reference list Miss Hasse is compiling on Air Transport source material in Washington is practically completed.

This past year the Municipal Reference Library at Los Angeles enlarged extensively its material on fire protection, especially fire hazards and inspection. To a more limited extent, material has been collected by this library on unemployment relief measures considered by cities, city service employment policies, city and county consolidation and teletype for police work. Miss Hollingsworth, the librarian, has bibliographies on reclamation of sewage water for use as an auxiliary water supply; fire hazards in institutions, especially hospitals; telephone rate regulation; disintegration of concrete in alkali soils; wind bracing in buildings; and nutrition value in evaporated milk.

The Chart of Philadelphia's Government, published by their Bureau of Municipal Research in 1926, is being revised and will be completed some time this year.

The librarian of the Detroit Bureau of Govern-