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SPECIAL LIBRARIES

"PUTTING KNOWLEDGE TO WORK"

VOLUME 24

AUGUST, 1933

NUMBER 7

PUBLIC ADMINISTRATION

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SPECIAL LIBRARIES

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Number 7

Some Problems Raised by NRA

By CHARLES R. ERDMAN, JR.

Assistant Professor, Department of Politics, Princeton University

THE National Industrial Recovery Act, for which industry and general business has coined the name "Nira," is at present attracting the attention of the entire country, and rightly so, for about this act is centered the entire economic life of the nation. The program outlined by NIRA vitally affects every business, retail and wholesale, every industry and trade, and every class of labor. The general policy of the act is becoming more and more widely known and is drawing forth a vast amount of editorial comment and will soon result in numerous special articles which will be of interest to students of public administration.

It is generally understood that the primary object of NIRA is to bring about an increase of employment at a fair wage. The methods of accomplishing this object are, first, through cooperative action within industry itself (the "codes of fair competition" which are descending upon the Administration in an avalanche for immediate approval), and, second, by direct government expenditure on public works.* Title I, secs. 1-10, of the Act passed June 13, 1933 deals with the problems involved in the regulation of business and industry and Title II, secs. 301-305, regulates certain matters connected with the assumption by the new Public Works Administrator of the duties formerly lodged with the Reconstruction Finance Corporation.

What is not so generally understood is the vast power lodged in the Administration which is, in the final analysis, to determine just what the act is to mean. Students of public administration are well acquainted with the continental practice with regard to legislation. The legislature passes a bill in skeleton form, in reality a grant of power to the administrative authorities, who then supply the real meat of the bill by administrative decree or ordinance. The trend to precisely this practice has been marked in the past decade in this country and now reaches fruition in the act under discussion. The authors of this bill were well aware of this, as Senator Wagner pointed out during the hearings before the Committee on Ways and Means of the House of Representatives. "All that we can do is to declare the purposes in this act. Particularly in an emergency of this character, we have got to give great flexibility in the act for administration." And again in discussing the enormous grant of power to the administrative authorities with regard to granting approval of public works the Senator said: "We have got to have somebody in authority who can select these projects where they will do the most good, where they will reemploy the greatest number of people, both as to the type of projects and as to the locality, and there is

**Public Management*, July 1933, p. 195-199, P. V. Bettera.

no way that I know of that, by restriction, you can bring about that result. I think it is rather by leaving the power in the hands of an individual, and trusting the individual, in an emergency of this kind. I know that if this were permanent legislation we could not successfully appeal to Congress to pass it in this general language." Other members of Congress spoke to the same effect. Representative McCormack of Massachusetts said, "I am of the school who believe that administrative power should be as broad and discretionary as possible."

It will be of interest to watch the working out of this principle in practice and it is an obvious conclusion that if this is desirable for an emergency, why not for normal times?

Items in this act which give concrete illustration to this principle of leaving everything to the administration are those sections concerning the appointment and compensation of the staff which is to administer the act. The numbers, duties, compensation and tenure of the officers who are to carry out the policy of the act are all at the discretion of the President. So far as Congress is concerned half or all of the \$3,300,000,000 might go to salaries of the administrative officials. The budget for the administration of the act is absolutely removed from legislative supervision. While no one would be so foolish as to suggest that half the appropriation of the \$3,300,000,000 would be used for the above purpose, the point to be observed is that the body that has traditionally approved the expenditure of such funds has no authority in the matter. Civil Service requirements also are waived in the interest of speed which is the essence of NIRA. And again the appropriate query might be that if this proves desirable for an emergency, why not for normal times?

Although speed is greatly to be desired and one of the aims of the administration is to return millions to work, with the consequent increase of purchasing power, before prices have risen so greatly as to offset this increase, there has been delay in initiating the Public Works program so far as it applies to local governments. State administrators of Public Works had not been appointed by July 20th and until their appointment no municipality or state could proceed with any contemplated public improvement. A possible reason for this delay is hinted at in an article in the *Literary Digest* of July 15th describing a clash of opinion as to the policy to be pursued by the administration in granting loans to local governments. According to this observer, Mr. Douglas, Director of the Budget, would have the Public Works administrators approve loans only to municipalities whose finances were sound and budgets balanced. Caution, not speed, would be the order designed to guard the national credit at all costs. Professor Tugwell, however, would argue, according to the *Literary Digest* correspondent, that speed in putting these various public works projects into effect was the prime objective since only by employment could general economic conditions be bettered and only by such a betterment could the national credit be bolstered. Delay in compromising these conflicting views may in part account for the delay in inaugurating the Public Works program.

Another problem which may arise to retard the Public Works program is that foreseen by the editor of *Business Week* who points out (July 15, 1933) that the Federal grant of 30 percent of the cost of labor and materials for any public work may lose its attraction because it has been estimated that this will be swallowed up by the additional cost entailed by the 30-hour week and the minimum wage requirements of Section 206 of the act. But this objection will not hold if the whole purpose of the act is fulfilled because in that event wage scales will have risen everywhere. A more

serious barrier is that suggested by Mr. Betters in *Public Management* to the effect that opinion in some cities holds that the already existing debt load is largely responsible for the present serious municipal finance situation, and therefore, additional charges will only impede ultimate general recovery for our municipal governments. And this same problem is raised in another form when the legal debt limit of a municipality has been reached and yet the local governing body wishes to proceed under the terms of the Recovery Act.*

This same conflict between state law and Federal policy appears in certain state statutes of the nature of the Sherman Anti-Trust Law which is so largely superseded by NIRA and the industrial codes being daily approved. This partial, and to some observers complete, abrogation of the Federal Anti-Trust Acts has called forth the unqualified approval of Dr. Albert Shaw of the *Review of Reviews* who for several years past has been a leader in pointing out the harmful effect of these laws on certain businesses and industries which were prevented from remedying the effects of harmful competition by mutual agreement. This is now the very heart of President Roosevelt's "partnership" between business and government as illustrated by the codes of fair competition and is not only made legal by NIRA but the codes themselves will be enforced as law.

Moreover, if certain businesses or industries fail to draft their own codes voluntarily the President, under Section 3d of the act may draft a code which will be applied to recalcitrant trades or industries. It is this section which has alarmed certain conservatives and has caused them to envision a United States in which all industry and all businesses, no matter how small, is to be regimented as in Soviet Russia. As Alfred E. Smith points out in the *New Outlook*, "If we could give the planners a corner of Alaska or a chunk of the Bad Lands for their experiment, it would not be so serious. Then, if the laboratory blew up, the whole nation would not suffer." He goes on to say that if the provisions of NIRA are carried out literally, the tendency will be to "cripple initiative, legalize and even officially encourage monopoly, raise prices, and require higher tariffs to maintain the new structure." But that such will not be the case is due, in my own opinion, to the very terms of the act which allow such tremendous leeway to the administrative officials. Perhaps after all it will turn out as "Al" Smith says, "The powers may not actually be used. It may be just another case of giving the radicals the machine and letting the conservatives run it."

University Research in Public Administration

With Special Reference to Bureaus of Government

By IONE M. ELY

Bureau of Government, University

THESE are gala days for public administration! Perhaps at no other time in the history of this country, except in the formative years of the Republic, has government been held in such high general esteem by the public. The past few years of economic instability have caused all agencies to look to the government for succor and guidance. Government in turn has called to its aid in this emergency the political scientist

and economist, the government researcher, and student of public administration. Government research has been ardently pursued for the past four decades, despite the lack of full appreciation from the public officials upon whom it was urged for the benefit of the people. But now government research is called into the inner circles of power to help direct administration, and the principles evolved are being applied.

* See Pamphlet issued by "American Legislators Assoc.," July 8, 1933.

State governments are showing the accumulated results of government research through departmental reorganization, new administrative codes, and higher type of executives. Municipalities are gradually adopting a business-like form of government and even appointing or electing to important offices men trained in government research. In universities public administration research is undertaken in various departments rather than in schools separately organized for teaching and research in the field. In universities which have no schools of public administration, bureaus for general research in administrative problems of government are often connected with the political science departments, and it is with these bureaus that we are here most concerned.

Great variation exists in the financing and management of bureaus of government. Although usually supported by funds from political science departments, the bureaus are occasionally financed by extension divisions. In rare instances, appropriations are made directly to the bureaus through general university budgets. At least five bureaus are fortunate enough to receive financial aid from endowments and foundations—California, Harvard, North Carolina, Syracuse, Virginia. Bureaus of government as a whole, however, are by no means firmly established and are inadequately financed. They do not have the traditional support given laboratories for the physical sciences, nor the tangible appeal of business research, so it is somewhat surprising to find that, in numbers at least, bureaus of government compare favorably with bureaus for business research.

At least twenty-eight bureaus concerned primarily with national, state and local government existed in our universities before recent retrenchment programs got under way. (For a list of these bureaus see *Municipal Index, 1932*.) In spite of the current meagre appropriations of universities, apparently only six of these bureaus have been absorbed or discontinued, although one or two others have temporarily limited their activities. As an offset, one new bureau has come into existence and three universities have each added special reference librarians to aid scholars doing research in humanities and the social sciences.

These bureaus have always been primarily interested in state and local government research, and this inclination has been particularly emphasized in recent months. There is a good deal of drama in the single mindedness with which legislatures, taxpayers and civic organizations from Maine to California have turned to universities for aid in the solution of their governmental problems. Many a professor, working quietly in his

study, suddenly found the state clamoring for the very information he had been so eagerly and hopefully gathering for many years.

In most instances, little constructive action on the part of legislatures has yet resulted from these studies. Legislatures are notoriously laggard. It is a great thing, however, for the scholar pursuing practical research in this field to feel the quickening pulse of public interest. Radio audiences, citizens' councils and the tax conscious public are demanding facts about their antiquated, bed-ridden state and local governments.

Cities have been, and are, as distressed as states and they, too, have looked to university bureaus for guidance. In many states, the cities belong to state leagues of municipalities and bring their problems to the central offices of those leagues. The league offices frequently call upon university bureaus for help for their member cities and towns. In fact, notably close relationship is maintained between state municipal league offices and university bureaus of research in seven states—Colorado, Illinois, Kansas, Michigan, Minnesota, Oklahoma, Virginia. Universities sometimes contribute directly to the support of these state leagues.

Cincinnati and Syracuse are two cities that are unusually fortunate in having universities in those cities engaged in systematic studies of their respective governments. The University of Chicago has a social science research committee, engaged in special research in the metropolitan area of Chicago, and a program of regional research is under way at the University of North Carolina. The newly organized Division of Research in Public Administration at New York University will study New York City's government.

No adequate idea of the activity of a university bureau can be obtained from its published results. Some bureaus have formal publication programs, but many bureaus publish through allied agencies. Still others do no publishing at all, but function only as research laboratories for scholars and specialists who publish under their own names studies made possible through the use of bureau facilities. An adequate research library is not built in a month, nor in a year and every scholar working in this field recognizes the desirability of a special library, suited to his research needs, administered by a qualified librarian. A bureau library supplements, and does not duplicate, the materials and services of other campus libraries. Only those basic reference tools and bibliographical aids which are in constant demand are added to the bureau collection, if they can also be obtained elsewhere on the campus. The special service of the bureau library lies primarily in collecting and analyzing fugitive material and

local documents. Emphasis is placed upon prompt acquisition and ingenuity in finding and obtaining elusive source materials. Almost all bureau collections are designed to serve mature scholars, engaged in more or less prolonged productive research. In such bureaus the librarian becomes,

in the highest sense, a research librarian, selecting, suggesting or informing, supplementing the highly specialized knowledge of the expert scholar with a librarian's knowledge of bibliographical tools in allied fields and a librarian's daily contact with current facts and figures.

RECENT STUDIES PUBLISHED BY REPRESENTATIVE BUREAUS OF GOVERNMENT*

Columbia University. Institute of Public Administration. Reorganization of local government in the state of New York to meet modern conditions.

-----, Factors bearing on the zoning of New York state for local government.

-----, Depression taxes and economy through reform of local government.

-----, A bibliography of public administration, pt. 1, general literature.

Harvard University. Albert Russel Erskine Bureau for Street Traffic Research. A selected and annotated bibliography of the literature of street traffic control since 1920.

-----, A manual on the law of municipal traffic regulation.

-----, A study of the economic and physical aspects of the "Limited Way" problem in the Chicago metropolitan region.

-----, A study of the relationship between traffic and trade patterns in urban areas

-----, A study of the effects of multiple political controls on commercial activities in metropolitan regions.

Princeton University. School of Public and International Affairs. Report on a survey of administration and expenditures of the state government of New Jersey with recommendations of economies for the fiscal year 1933-34. Some of the recommendations of this survey are embodied in laws passed by the 1933 legislature. Chap. 293, laws of 1933, provides "for the budgeting of all state revenues and expenditures, whether or not they involve free treasury funds or prededicated funds." Chap. 294, laws of 1933, establishes a division of accounting in the office of the comptroller of the treasury and provides for centralized control and uniform system of accounting for the state. Chap. 295, Laws of 1933, creates the office of state auditor. Chap. 296 vests in the state auditor all the powers heretofore exercised by the commissioner of municipal accounts. Chap. 363 creates the office of commissioner of finance and defines his powers and duties. "It should be noted that these laws fall short of the recommendations," the librarian writes

University of California. Bureau of Public Administration. Report of the crime problem advisory committee of California, with the cooperation of the Bureau of Public Administration of the University of California

-----, Bibliography on crime and the administration of criminal justice. (In press.)

-----, Governmental relations in agriculture. (In press.)

-----, Governmental relations in natural resources. (In press.)

-----, Governmental relations in social welfare. (Probably ready for the press about Nov., 1933.)

-----, Criminal judicial statistics. (In press.)

-----, Manual for prosecuting attorneys. (Probably ready for press in Sept., 1933)

-----, Police communication systems. (Probably ready for press in August, 1933)

-----, Criminal investigation. (Probably ready for press in Sept., 1933)

-----, State police. (In press.)

University of Illinois. Municipal Research Bureau. Mr. John A. Fairlie, director of this Bureau, appeared before a subcommittee of an official commission for the investigation of local government in Illinois in December and in June of this year. Mr. Carroll K. Shaw, a graduate student, was engaged by this same Commission in their investigation. Mr. R. A. Carleton will complete his study of local government in Louisiana some time this summer.

University of Iowa. Library. The library prepared a bibliography for the Brookings Institution in connection with the survey made by the Institute of the government and administration of the state of Iowa. The Government Documents Department of the library offers special help to the research worker in public administration.

University of Michigan. Bureau of Government. Tentative conclusions with respect to the position of the township in the governmental scheme. In addition to this publication, research connected with the following published studies was conducted through this Bureau:

Organization and cost of county and township government, by A. W. Bromage and Thomas H. Reed. (Mich. local government series.)

A survey of the tax situation in Michigan, by H. L. Caverly.

Allocation procedure under the fifteen mill tax limitation, by H. L. Caverly

Oakland county; a survey of county and township administration and finance, by Thomas H. Reed and associates.

The government of Bloomfield Hills. A survey with suggestions for improvement, by Thomas H. Reed and others.

University of Virginia. Bureau of Public Administration. The retirement of public employees in Virginia.

-----, Report on economy and retrenchment in police administration. (Report no. 130 of the League of Va. Municipalities.) Three other reports dealing with courts, fire and health administration respectively have already been completed and await publication. Additional reports on welfare administration, public works administration, financial administration and personnel administration are scheduled to be completed by early fall. A study on electrical problems including a survey of municipal electric plants in Virginia, a section on the decisions of the state corporation commission and a section on problems of organization will be ready for publication in August, 1933.

-----, Taxation in Virginia cities and towns with special emphasis on the burden of real estate taxes and certain suggestions as to possible new sources of revenue. (Report No. 123 of the League of Virginia Municipalities.)

University of West Virginia. Bureau of Governmental Research. A working plan for local government in West Virginia. (Preliminary report.) The 1933 state legislature created a joint committee on efficiency and economy and designated the Bureau as its research agency. "During the period from late Jan. to early June in 1933 the Bureau was engaged almost continuously in the accumulation of information for legislative purposes and in the preparation of bills. . . . The legislature has also created an interim committee on Efficiency and Economy to study the problems of the state. . . . The bureaus for government research, for legal research, and the Division of Industrial Sciences were designated in the act as agencies of this committee." (Geo. A. Shipman, Professor of Political Science, June 27, 1933.)

* No attempt has been made to list theses.

Public Administration

Its Significance to Research Workers

By REBECCA RANKIN

Librarian of the New York Municipal Reference Library

THE tendency toward the adoption of a comprehensive term — "public administration" — was first shown by the governmental research agencies. In 1916 S. L. A. inaugurated its research tool, *Public Affairs Information Service*; in 1921 the Bureau of Municipal Research established in New York changed its name to the National Institute of Public Administration; and in 1927, the International City Managers' Association named its journal, *Public Management*.

The first International Congress of Public Administration (Premier Congrès International des Sciences Administratives) had been held in Brussels in the year 1910 leaving behind it a permanent International Committee with instructions to call a second convention. The World War intervened and the second one was not called until September 1923. It met again in 1927 at which there was a goodly American representation. From this time, the term public administration seems to have been adopted by American scholars and government officials. The American Political Science Association, the National Municipal League, and the International City Managers' Association, all find it a useful term and their journals choose it in preference to the old terms in use before — *e.g.*, municipal affairs, state and local governments, Federal Government administration, and international affairs. The new term, public administration, has the advantage of inclusiveness of all governmental activities which were previously inadequately covered by the many terms used.

The special librarian's interest in public administration is, of course, primarily in the field of research. Public administrators, or government officials were the first to realize the necessity of informational and research services. For example, it was the state legislators who established the legislative reference library — the movement begun in New York in 1890. During the nineties there was the pressure for new social services that came from civic leaders in the cities requiring trained administrators in social work, education, parks, and other services. This movement for efficient use of tools widened to include a scientific attitude toward the whole field of management and personnel relations and resulted in the rise of such organizations as the National Mu-

nicipal League and the American Political Science Association.

Application of trained minds to city problems was reflected in the establishment of bureaus of municipal research started by the New York Bureau in 1906 and in the inauguration of municipal reference libraries, the first of which was Baltimore's opened in 1907. Legislative Reference and Municipal Reference libraries carry on considerable original research, but even more useful is their application of extensive research of others which is always available in such a library. The informational service of a library to the state legislator and to the city administrator is equally important. So much so that in both cases such service is recently being organized on a nationwide basis; for instance, the American Legislators' Association with headquarters in Chicago is now offering a legislative reference service to all state legislatures. In similar fashion, the Public Administration Service is a cooperative research agency for cities.

Beside libraries, governments or departments thereof may establish special research divisions to assist them, as for example, the Personnel Classification Board of the Civil Service Commission and research staffs of state education departments. Research studies may be carried on by a national government agency in cooperation with a state or local one — for example, the Children's Bureau surveys the operation of such work in states and cities. But even more prevalent is the tendency toward the organization of public officials and employees engaged in similar work into associations where common problems may be discussed. There are hundreds of such organizations but we mention only a few to show how research is an important part of their usefulness. The International Association of Chiefs of Police with the aid of government research bureaus has prepared a plan for uniform reporting of crime statistics; American Public Health Association illustrates splendid results from its research; National Federation of Federal Employees helps the status of research in the Federal service; state leagues of municipalities composed of officials of all cities in a state is another type of organization which has its research division.

In other cases, public servants and private



citizens unite in an association which has as its object the influencing of public administration. Typical of such organizations we may cite the American Association for Labor Legislation which has through its research and advocacy promoted splendid legislation aimed toward public betterment, the National Recreation Association and the National Education Association have large staffs who make research studies which ultimately result in improved public administration. There is still another type of organization composed entirely of citizens which likewise influences public administration; this may be a chamber of commerce, a taxpayers' league, a social work agency, public welfare society, a fraternal organization or any group of citizens with a definite civic interest. The majority of all such organizations do some research, or make surveys, or attempt studies which necessitate a special library where facts may be recorded and printed material available.

The governmental research movement, outside of the public departments, has progressed steadily since 1906, but in recent years it has developed greatly. There are many new institutes of research in a hundred cities or more, some established as independent units and others connected with colleges and universities. The Governmental Research Association now possesses a representative membership drawn from these local organizations. This association is only one of eight organizations of municipal and state officials with headquarters in Chicago. The National Municipal League with which the Proportional Representation League is consolidated remains in New York.

The American Municipal Association, International City Managers' Association, Municipal Finance Officers' Association, United States Con-

ference of Mayors, Public Administration Clearing House, American Legislators' Association, American Public Welfare Association, Governmental Research Association, and the National Municipal League have recently combined as the governing board of the Public Administration Service of Chicago. The service will carry on the many research activities initiated by these bodies, and is prepared to work at the invitation of public officers and in friendly collaboration with them on any type of public administration research or as consultants on budgeting, accounting, assessments, police, public works, welfare and hospital records, centralized purchasing, and personnel studies. Here is the consummation of a gradual development in research activities begun in a small way by an individual state legislature or by a municipal official who felt the need of intelligent direction in his public administration. "The day of isolation has passed, both for cities and states as such, and for the individual official."

The need for the legislative reference library and the municipal reference library and the bureau of municipal research still remains but the assistance which the wide-awake special librarian in these fields may now secure through these highly developed research agencies in public administration has increased one hundred fold in the past few years. The field of public administration is an outstanding example of the untold possibilities in real coöperation.

President Glenn Frank of the University of Wisconsin recently said. "The public services of government . . . are, by and large, the things that give to American civilization such stability and meaning as it has in this singularly unstable and doubtful time." Public administration research may be credited with its due share for this status of government in the world today.

The Princeton Survey

GOVERNOR A. HARRY MOORE of New Jersey, "fully appreciative of Princeton's unselfish devotion to the public welfare" invited the university in July 1932 to make "a comprehensive survey of the financial operation of the government of the state in the hope that such an impartial investigation may result in helping solve some of our onerous tax and governmental problems." Acting President Duffield accepted and appointed Professor Harold W. Dodds, chairman of the Administrative Committee of the School of Public and International Affairs as director of the survey. The survey was made by twenty-two members of the teaching staff of the school aided by five outside experts as consultants, and was completed within five months,

reporting to the Governor on December 30, 1932.

How to balance the state budget for the next fiscal year? That was the practical question which Professor Dodds and his staff undertook to answer. The first principle which this student of public administration insisted should be their guide was "that retrenchment must be sought primarily in the economic and efficient administration of existing services rather than in blind cuts." The scope of their efforts included only the spending agencies in the administrative branch of the state government. But their findings indicated that additional economies were possible both for the courts and for the Legislature. It likewise pointed out the fact that state expenditures constitute less than one-fifth of the total

cost of state and local government in New Jersey. If any very material reduction in the tax burden is to be achieved, rigorous economies are essential in county and local expenditures as well.

Another basic principle assured by the survey was that "it is the obligation of the state to operate as economically as possible, which means spending no money for labor or materials that can be avoided. While retrenchment should be carried out with a minimum of hardship to the employees involved, we condemn the principle that it is proper for the state to continue dispensable services or employees as a method of unemployment relief or as an aid to business recovery. Saving money in the normal services will do more to restore prosperity than wasteful state spending on such services. Unemployment relief and specific aids to business recovery are separate and distinct problems and should not be permitted to becloud the primary duty to reduce the costs of State's normal operations."

The survey was enthusiastically received by the press throughout the state and was presented by Governor Moore to the Legislature when it met in January. Bills were drawn to bring about some of the recommendations, but it was not until near the close of the session that action came. The magazine *Time* said by way of tribute: "His job was done. Dr. Dodds went on to greater things. He was elected Princeton's president. He was fêted at Yale. He became a national figure. But last week he was not too busy to glance back at Trenton and see what the Legislature had done with his recommendations. It had not abolished the four-man State Highway Commission . . . It had not cut the state's production of more teachers than it could employ. It had not plugged up exemption leaks in the gasoline tax. It had not boosted the license fees for trucks. It had not adopted a pay-as-you-go road building program. But the last evening of the session it did pass Dr. Dodd's most important recommendation."

Responsibility of the Library for Conservation of Local Documents

By JOSEPHINE B. HOLLINGSWORTH

Department Librarian, Municipal Reference Department, Los Angeles Public Library

LIBRARIANS in charge of public administration source material have a peculiar responsibility in these days of widespread retrenchment. At a very important period in the history of government, the official reports are being issued in much reduced editions or are not being published at all. Accordingly, every effort should be made to see that well established files are being kept intact wherever possible. One of the conclusions reached by the Committee on Municipal Documents of S. L. A. after its survey several years ago, was that public libraries as a whole were making the most consistent effort to preserve their own local reports, but that the state libraries were not being given sufficient cooperation to make it possible to centralize a complete file of local reports for the entire state.

In California a study of the situation has resulted in certain definite efforts to overcome this handicap. Realizing the value of local reports to the student of political science and to the historian alike, the public and university librarians in and about San Francisco have compiled a union list of Bay city reports available in that vicinity. Inspired by their example, the members of the Sixth District of the California Library Associa-

tion last November authorized a committee to compile a union list of Southern California local documents available in Southern California libraries. This work is now under way and promises to form a second link in the ultimate plan for a state union list of all official publications issued by California cities and counties.

Another step toward the mobilization of local documents at geographically accessible points was made when the governor recently signed a bill making it obligatory for all city and county clerks of California to furnish copies of all publications printed from public funds to the state library and to the two state universities located in the northern and southern parts of the state. There should be no question that legislators passing laws very vitally affecting every city and county of the state should have access to official sources of information and the State Library is best qualified to serve them. Our state universities, which are in close touch with the experts and leaders of both the present and the future, have very definite need for data on local jurisdictions and will be assisted by the authority conveyed in this new law. Local documents are also becoming increasingly important to officials of the various

Dr. Harold W. Dodds, professor of politics, has been installed as President of Princeton University.

where he has served as secretary of the National Municipal League from 1920 to 1928, and as editor of the *National Municipal Review* for twelve years. He directed the "Princeton Survey" of the Administration and Expenditures of the State Government of New Jersey.

It is distinctly encouraging to all public administrators that Princeton University recognizes in this appointment the importance of public service in the field of government.



school, water, sanitary and similar districts having very many smaller governments within their group, while metropolitan areas must know their sister cities if they are going to cooperate.

As a result of this concentration of local documents at three regional libraries, it will be possible for distributing agencies such as the Los Angeles Municipal Reference Library to give preference in the assignment of publications issued in limited editions and to render every assistance in building up their files through duplicates received or offered.

Special librarians, and particularly municipal reference librarians, are more interested in the

activities of the larger cities rather than those of the smaller communities. Accordingly, it is hoped that with the cooperation of the Documents Committee of the A. L. A. it will be practicable to evolve a system of regional libraries for the concentration of the municipal documents of our great metropolitan cities at points strategically placed throughout the nation. "The Basic List of Current Municipal Documents" is now being checked by many libraries and it is believed that a study of their holdings will be of material assistance in determining the libraries best equipped to render this service.

Municipal Finance Research

By EDNA TRULL

Research Associate, Municipal Service Department

IT WILL not be without significance to those interested in public administration to know that Dun and Bradstreet, Inc., has entered the field of municipal research. These two companies, merged last winter into one organization, have long been known for their commercial, mercantile and industrial credit ratings.

During the history of these credit agencies but scant attention was paid to another group of borrowers — the states, counties, cities, and other political subdivisions. With relatively few exceptions, the power of the municipalities to levy and collect taxes, as well as the tax-exempt nature of their securities, had placed their obligations in a position of peculiar advantage. As the depression developed, however, it became apparent that municipal promises to pay, like private commitments, were subject to a large number of factors, some of which might prevent the community from meeting its debts. The list of unpaid bond principal or interest grew while many communities were seeking extensions of their credit and additional loans for current or long-term operations. The conventional credit rating which had previously seemed to suffice, was clearly inadequate to supply a sound basis for judging the risk involved in a specific situation. In addition to the established indices it would be necessary to know the social and economic background of the community, its taxpaying capacity, the quality of its management and any other factors which might peculiarly affect its financial position.

In November 1932, the municipal credit department of the Bradstreet Company began operations now carried on by the municipal service department of Dun and Bradstreet. The department is issuing brief survey reports which are attempting to furnish the varied data necessary to supply an accurate picture of a municipality's

finances. Through district offices in two hundred cities, traveling reporters and special correspondents, current information is obtained through direct contact with local governmental officials and other persons conversant with the situation. Not only are the pertinent financial data secured, but emphasis is placed on the all-important supplementary material. All of these data are sent to the New York headquarters where they are analyzed, rechecked, and compiled by a staff of experts in municipal research under the direction of Dr. Frederick L. Bird.

The completed report contains, first a detailed presentation of comparative figures, of the most recent available data, covering such significant items as tax collections, revenues and expenditures, assessed valuations and tax rates, bank deposits, unfunded and bonded debt including overlapping debt and sinking funds. Second, it presents an analysis of taxpaying capacity and quality of government through a description of physical background sources of wealth, current business and employment conditions, form of government and administrative practices, methods used in dealing with problems and the financial prospects of the city. Third, there is a brief summary with a succinctly expressed opinion regarding the significance of the major points, and an evaluation of the financial position of the municipality.

The thorough, timely information and disinterested, expert analysis thus provided are a boon to those financially interested in a city. Moreover, the accumulation of a quantity of current data on social, economic and financial conditions in large numbers of municipalities throughout the United States offers a fertile field for research in the development of standards and indices which may prove of great value in determining the future course of municipal financial practice.

PRESIDENT'S PAGE

THE last time SPECIAL LIBRARIES devoted a number to the work of municipal and legislative reference libraries was in December 1924. Great changes have taken place since that date. In fact, the field of city and state governmental affairs has become a branch of political science and is now known as "public administration."

In our own Association a great importance attaches to the governmental libraries, because it was the legislative and municipal reference librarians that encouraged the establishment of S. L. A. and nurtured it. To that Group of members belongs the credit for many of S. L. A.'s most important achievements. For instance, it was they who in 1916 conceived and initiated the *Public Affairs Information Service* which is such a useful tool in all of our libraries. Last year civic-social librarians sensed the need for a check list of city documents and so the Group prepared, and S. L. A. published, the "Basic List of Municipal Documents." This is the only printed guide to official documents issued by the larger cities in the United States and Canada. It is a splendid beginning, and the Group hopes some day to compile a more complete check-list covering the documents of all cities in the United States.

Civic-Social librarians now have in preparation a "Manual for Municipal Libraries." Such a handbook giving the best methods and materials for a specific class of libraries is one of the most constructive projects our Association can undertake. Such handbooks make for better service in existing libraries and encourage the establishment of new ones. The Group was wise to undertake this because public administration libraries are growing in number and importance, in schools and universities, state leagues of municipalities, bureaus of municipal research and related organizations. One of the finest things about this Group is its constant cooperation with other organizations—with the American Political Science Association, with A. L. A., and many more. In short, Civic-Social sets a high standard for other Groups in our Association. It helps and therefore holds its members. It has always added greatly to the effectiveness and prestige of S. L. A.

MARY LOUISE ALEXANDER

SNIPS and SNIPES

Now, They're the Prez-ah-dents. . . . Along with southern queens, commencements, and weddings, June brings us a new crop of local officers and it's our pleasant duty to tell you who the presidents are: . . . Montreal Chapter, Maud E. Martin, librarian, Royal Bank of Canada. . . . Boston Chapter, Elizabeth Burrage, Administration Library, Boston School of Commerce. . . . New York S. L. A., Walter Hausdorfer, School of Business, Columbia University. . . . Philadelphia Council, Alfred Rigling, librarian, Franklin Institute. . . . Pittsburgh Association, Mrs. J. M. Fertig, Westinghouse Electric and Manufacturing Co. . . . Cincinnati Chapter, Mary B. Cochran, head of the Public Library Reference Department. . . . Michigan Chapter, Charles M. Mohrhardt, head of the Technology Department, Detroit Public Library. . . . Milwaukee Chapter, Hazel Geiger, librarian, Marshall Isley Bank. . . . San Francisco S. L. A., Thelma Hoffman, Shell Development Co. . . . Southern California Chapter, Anna Frey, Western Precipitation Co., Los Angeles. . . . Yes, we know we left out Baltimore, Cleveland, and Illinois Chapters. We did it on purpose, since we don't

know who the new officers are. . . . Most of the presidents have had experience in local affairs. Thelma Hoffman was a member of the executive board last year, and Mrs. Fertig, Charles M. Mohrhardt, Maud Martin, Helen Geiger and Elizabeth Burrage all have been vice presidents. . . . *Three Orchids.* . . . S. L. A. just couldn't get along without those members who manage to get the little extra things done. One orchid to Mr. Alcott, one to Eleanor Cavanaugh, and one to Nelle Barmore. . . .

Changes and Chances. . . . Gretchen Bellinghausen, librarian of the Wisconsin Telephone Co., married Mr. Otto Scherr, Jr., on July 1. . . . Ann Minor takes her place in the Telephone Co. . . . Emma Boyer, librarian of the Union Trust Co. of Cleveland took her pencil one day recently and went over to be librarian of the Investment Analysis Department of the Cleveland National City Bank. . . . Florence C. Bell, who was librarian of the late Bureau of Efficiency in Washington, is now with the Farm Credit Administration. She is supervisor of the consolidated files of the four organizations which make up the new department. . . .

Famous Firsts . . . First Wisconsin National Bank of Milwaukee is the first special library to sign on the d. l. for the A. L. A. Retirement Plan. . . .

Quotes. . . . "Personally I am a great believer in a *working* organization, knowing from my own experience that my interest in an object is much greater in direct proportion to the work I expend upon it. I believe that is all that is necessary in reality for a successful organization—leadership and activity"—Marcia C. Brace, head, Department of Business and Economics, Enoch Pratt Free Library. . . . From a letter of Robert Lynd, author of *Middletown*, and researcher *par excellence*, to President Alexander: "Ever since my old days as editor of the *Publishers' Weekly*, I have had great respect for this particular group [special librarians]. For those of us engaged in research, they are of the first importance." . . .

Snippets. . . . Nell G. Sill, librarian of the Cleveland Museum of Art, has written the chapter on "The Museum Librarian" for the new edition of Catherine Filene's *Careers for women*. . . . And did you read the article "The Merits and Weaknesses of Library School Training as Seen by Recent Graduates" in the July 1933 *Library Journal*? Our Mildred Clapp, chairman of the A. L. A. Junior Members Round Table Committee on Study of Library School Training, was one of the three "recent graduate" authors. . . . Grace P. Thornton of the Russell Sage Foundation Library did a bibliography entitled "The New Leisure, Its Significance and Use" and then went off to England for two months! . . .

Poetry Department. . . . We feel we should be down-right selfish if we didn't share the following. It's from Eleanor (Nifty Nell) Cavanaugh. . . .

Dear Snipper and Sniper:

I see by
your Colyum
That my efforts were a success.
Thanks for
the compliment
But 'twas a doity trick
I had hoped to
Palm it off
On Chicago
As a new Fall model
But now they know
Is my face red
At the prospects of being

found in Chicago
In an early Spring model
some Day some one
is going to say
Something
About me that
Has nothing to do with clothes
They MIGHT even say that
I had a brain sprouting
OR
That I had made a brilliant
Address on the Care and Feeding
of Old envelopes.
Or
That I was co-respondent in
a juicy divorce,
OR
That I had made a pass
At an EDITOR.
NO, I ain't peeved
I like your
SNIPPING
SNIPING
and
SNOOPING
Especially the Snoops.
This is just my way of telling you about it.

Make It Four. . . . Perhaps you recall Editor Bradley's remark which we quoted last month? The one about having received three letters in regard to SPECIAL LIBRARIES? Now comes Ruth Nichols and says kind things about the Chicago or July issue. (Note: That noise you hear is the editorial purr of pleasure.) . . .

Awards. . . . If we were handing out blue ribbons for nice work, we'd pin one on Montreal for their "Directory of Special Libraries in Montreal," a neat little 44-page pamphlet. It has a personnel and subject index, gives splendid information about non-member as well as member special libraries, and was all done and paid for by the Chapter. . . . We'd decorate San Francisco, too, for their Bulletin, and give Laura E. Ferguson an extra little bow to wear for her consistently good department of book reviews. . . .

A Pair of Queens. . . . With elections coming in October, we feel that it's time some one offered a ticket. Here's ours. . . .

Snips and Snipes Ticket

For President ('33-'34), Mary Louise Alexander
For Convention ('34), Queen of Bermuda

WHAT TO READ

As Suggested by the Civics-Social Group

AT THE present time tax delinquency is undermining the support of municipal government and bringing cities to the verge of bankruptcy. It is encouraging therefore to see that an attempt is made in a publication to enable the taxpayer to see that his tax money is being expended for something worth while. "History, Duties, Organization of the Municipal Departments, City of Los Angeles, Part I, 1932-33," is a series of papers prepared for the Los Angeles City Government Conference in cooperation with the School of Government of University of California.

The history of Los Angeles affords a typical illustration of the difficulties arising from the rapid development of American cities. Los Angeles' growth in population and commercial importance has been unusually rapid. From a mere hamlet in 1850 consisting of 1,610 souls, its numbers grew to 4,385 in 1860, 11,183 in 1880, 50,395 in 1890, 102,479 in 1900 and 319,198 in 1910. Its municipal institutions necessarily changed with the changes in the number and importance of the functions to be performed.

While the document may not "raise the standard of government in the city of Los Angeles" it undoubtedly should give to its citizens an opportunity of knowing more about the nature of the many services rendered by their city government. Municipal librarians, however, realize that this pamphlet will prove of interest and value, and result in a better understanding of the many varied activities in which the city government is engaged. In the last analysis, an informed and interested citizen body is the best asset of continued good, honest and free government.—*Frederick Rex.*

The May-June issue of the *Journal of Criminal Law and Criminology* is termed a "Century of Progress Number." It gives the development of criminology in the State of Illinois during the past century, in the United States of America at large and in the other nations of the world during the past quarter-century.

The Industrial Relations Section, Princeton University, has recently issued a timely study—"Minimum Wage Legislation in the United States; Summary of Fact and Opinion," by Eleanor H. Davis. July 1933. 29 p. Price on request.

Dr Arthur E. Morgan has been made Chairman of the Tennessee Valley Authority, which is the body responsible for the development of the Muscle Shoals project. It will include the entire drainage basin of the Tennessee River and aims at the improvement of the living conditions of those in the locality as well as the construction of public works. The intention is to recruit labor from the immediate vicinity. "Regional Planning by the Federal Government" by F. A. Gutheim is the title of a recent issue of the *Editorial Research Reports*. It outlines thoroughly the problems involved in the Tennessee Valley undertaking, also gives a summary of regional planning in the United States and abroad. Precedents are cited for the Tennessee Valley Authority and possible results considered.—*Ina Clement.*

* * *

There are many surprising conclusions in "The Metropolitan Community," edited by R. D. McKenzie (New York: McGraw-Hill Book Co., 1933. 352 p.). While it is true that there has been a decided "drift to the cities," it is evident that this concentration of population has also decreased population in other sections. Local settlement in the United States has always been more or less in waves. Economic opportunities may be controlling somewhat at present. "Of the ninety-three cities of 100,000 or more in 1930, 47 both rose and fell in their rates of population increase in the course of the last three decades, while the remaining 46 recorded a continuous downward trend in rates of growth."

In Chapter VII, we read, "the term 'metropolitan area' has come to signify the territory in which the daily economic and social activities of the local population are carried on through a common system of local institutions. It is essentially the commutation area of the central city and tends to correspond to the 'built-up' area in which public services such as water, light, sanitation, and power become common problems." You will note that this definition does not lay down any set geographic boundaries. But many local city planning reports, notably that of the Regional Plan of New York, have attempted to do just this. They might well be used in connection with this book, for the problem is rather common to the entire country. "Fully one-half of the people of this country now live within fifty miles of a city of 100,000 or more, and over

eighty per cent reside within an hour's motor journey of a city of 25,000 or more "

This is one of the important series of monographs prepared under the Direction of the President's Research Committee on Social Trends. It is admitted that much of the research on this rather new development is not entirely representative, but it is well to have so comprehensive a work on physical characteristics. We are already indebted to the National Municipal League for the government aspects, covered in "The Government of Metropolitan Areas" prepared by Dr. Studensky. These two, together with the recent U. S. Census volume on Metropolitan Districts, form a triad which goes far in simplifying our urban complexities. — *M. Margaret Kehl.*

* * *

Special Librarians in the Civic-Social Group will welcome the new "Bibliography of Public Administration" by Sarah Greer, librarian of the Institute of Public Administration, 305 E. 35th St., New York City. Her Bibliography published in 1926 was the only comprehensive one in this field of public administration and the titles were admirably selected. It has been used extensively as a source by librarians and researchers.

This 1933 edition is considerably improved because it includes important foreign titles, and the arrangement and sub-division of material is better, typography better, and the whole is more comprehensive. This portion which is now published in 90 pages within bound covers is only the first part which deals with the general literature of public administration.

* * *

It is not often that a layman will approach a technical problem from the point of view of the public but such is the case in Henry Obermeyer's "Stop that Smoke" (New York: Harper and Brothers, 1933. 289 p.). The prevention of smoke in cities is a problem of long standing. The metropolitan centers of England have tackled it more strenuously than we in this country. But many technical experts have easily demonstrated the wisdom of preventing the pollution of air by smoke and a few American cities have made some progress toward its solution. The smoke nuisance, with its attendant damages, its dangers to life and property, its wastes, its ugliness — and perhaps more vital its tremendous costs — is very poignantly described by Mr. Obermeyer. He makes us realize that an emergency is actually at hand, though we may not have been aware of it, and he convinces us the smoke can be prevented and that we, the citizens, can do it

We have a fair number of textbooks on municipal government but seldom is a book produced by a competent city official. Therefore Murray Seasongood's "Local Government in the United States" (Cambridge, Mass: Harvard University Press, 1933. 145 p.) is welcomed. As Mayor of Cincinnati from 1925 to 1929 and as president of the National Municipal League for several years, he is intimately familiar with his subject, and his Alma Mater invited him to give the Godkin lectures on citizenship speaking out of his experience in the largest of the city-manager governed cities.

Mr. Seasongood has a directness of approach, and he describes pointedly the methods of politics. He advances the reasons for effective government and summarizes methods by which a city becomes a well administered unit of government. He finds the progress of municipal administration in the United States reassuring. — *Rebecca B. Rankin.*

* * *

Part of the public administration study proposed last summer by a joint committee of the American Library Association and the Social Science Research Council is now assured, through a grant of \$20,000 made by the Carnegie Corporation of New York to the Graduate Library School of the University of Chicago.

Louis Round Wilson, dean of the school, has asked the A. L. A. representatives on the original committee — Clarence B. Lester, Milton James Ferguson, and Carleton B. Joeckel — to act in an advisory capacity in the making of the study. He has also enlisted the cooperation of the Division of Social Sciences of the University of Chicago and the group of national organizations in the field of public administration which have their headquarters near the university campus. Dr. Wilson proposes that the study examine the following questions:

1. To describe the existing situation with regard to typical forms of public library control, support, and expense.
2. To determine the nature and scope of the public library's services to the entire adult population of typical communities.
3. To determine standard costs for library operations that may be studied as units.
4. To evaluate the more important types of special boards and special tax levies for library support.
5. To determine the best political unit for support of library service in rural areas of selected types.
6. To evaluate library service for schools.

— A. L. A.

We have previously mentioned Professor Leonard D. White's "Trends in Public Administration" in our pages. The importance of the study to readers of this issue causes us to refer to it again "The author feels at one and the same time the necessity of re-interpretation of the material gathered nearly two years ago, and the futility of such reconsideration until we have passed out of the whirling tempest in which we now exist. It seems certain that the process of change in our institutions of public administration is being greatly accelerated . . ." The words apply with even more force in July 1933 than when they were written. The material in the volume is arranged under four main heads — "Trends in the balance of power," "The new management," "Trends in public employment," "Trends in the technique of improvement of public administration." The last mentioned includes research and is of special interest to pioneer research workers—*Special librarians*.

The June issue of the *American Political Science Review* includes Professor White's annual summary of "Public Administration for 1931-32." He concludes with the following observation:

"It seems certain that organized relations as between the federal government on the one hand and cities and states on the other are in rapid process of evolution; and in the new administrative world now emerging, the American Legislator's Association, the American Municipal Association, and the United States Conference of Mayors seem destined to play an important rôle."

* * *

One does not think of "trends" in watching a baseball game, paddling a canoe, or taking part in any one of the dozens of activities studied in "Americans at Play; Recent Trends in Recreation and Leisure Time Activities" by Jesse F. Steiner. Consequently, it may come as a surprise to some to see how steadily the growth of such occupations has advanced and in how many ways governments have had a hand in that advancement. Not only municipalities and counties, but states and the United States have built up great park systems with amazing rapidity. Detailed accounts of their growth and responsibility for leisure time activities may be found in this volume, another of the "Social Trends" monographs. County parks seem to have developed largely in metropolitan regions. The past decade has seen the most rapid expansion of state parks, more than two thirds of those in existence having been established since 1920. The automobile and building of highways are considered important factors in this rapid development. The fact that many state parks are located in metropolitan regions has caused them to have

more visitors than some of the national parks. It is noted, however, that the number of visitors to the national parks has increased during the depression, the gain being greater between 1929-1931 than during the two preceding years. A chapter is devoted to the administration and control of recreation and another to expenditures.

* * *

A new and revised edition of "U. S. Government Documents, Federal, State and City" by James I. Wyer has just been issued by the American Library Association. In his chapter on City Documents Mr. Wyer writes as follows:

"There is no regular list of current issues of city documents, and their distribution is not so well organized as that of state and national documents. A classified monthly list of New York City publications has appeared in *Municipal Reference Library Notes* since 1915. The Bulletin of the *Public Affairs Information Service* lists many city documents which are within its field. Probably more are listed there than in any other place. The H. W. Wilson Company's 'Debater's Handbooks' on municipal topics list in their bibliographies many pertinent city documents. S. L. A. has just printed (1932) a 'Basic List of Current Municipal Documents' which records the present titles of 1,412 serial reports now regularly issued by fifty-five American cities. This publication should facilitate the acquisition and therefore the use of municipal documents and it is hoped that it may induce some large library or city to start a check-list of current city documents comparable to that for state documents now maintained by the Library of Congress. Because of this bibliographical poverty it is very difficult, not only to learn of their issue, but to secure copies regularly or even to know what pieces are required to form complete sets. Unlike the general government and some states, few cities designate a special officer or department to supervise the printing and distribution of their documents. Each document usually is to be had only by direct application to the issuing office and often not even then.

"While city documents, more than those of either state or nation, are business records, not research publications, yet an increasing volume of expert and significant matter is being issued in city documents, and it will not be long before bibliographers in municipal reference libraries, or in libraries having great document collections, must prepare the check-lists and indexes needed to facilitate their collection and use as reference material. At present such data exist only in the card or printed catalogs of great libraries and to a very slight extent in our current trade bibliography."

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Pages 154-156 deleted, advertising.