CHAPTER XII

The Almighty Dollar

Ways and Means of Supporting the American Legislators' Association

Introduction

"Let no man suppose that the democratic form of government is not inherently expensive. It costs money to ascertain the judgment of the electorate, to carry out both good and bad decisions of the voters, to have elective officials who are not qualified for their work, and sometimes to employ somebody to watch somebody who is employed to watch somebody else."

"Nevertheless, as democratic governments go, some are efficiently and economically administered—some are not. And we all know that there is a basis for the foregoing complaints; we know that tax money is wasted by dishonesty, by foolish objectives, and (even in the case of worthy objectives) by bungling.

"The first essential of good government is to have honest, capable officials and employees. If the personnel is to be improved, it must come about partly by the activities of the electorate and partly by wise legislation.

"But only the inexperienced believe that mere improvement of personnel would produce satisfactory government. Even good workmen cannot build a good house without good tools; and for competent government, expert legislation is as essential as well-qualified office-holders.

"We, the legislators, make no pretense that more than a few of us are technically trained for our official work: we are farmers, bankers, merchants, druggists, laborers, capitalists, real estate dealers, and practicing lawyers. Our true function is that of directors of policy—and we are beginning to realize that we must have the services of employed technicians in our work. Contrary to the tenor of popular comment, there are many of our colleagues who are successful, intelligent, educated, well-intentioned men; but even they cannot make an expert decision on any measure, unless they can readily secure such information as they desire in order to understand the problem and determine how to handle it.

"Experimental legislation is social vivisection. Nevertheless almost every legislature is passing such legislation because—in the usual case—it does not know that the same experiment has been performed elsewhere and failed.

"A man who buys a home for his family is somewhat sickened when he later discovers that he could have had a better home in a better neighborhood for the same money. Similarly a legislature should have pangs of remorse when, after passing a law, it discovers that some other State had already formulated legislation which solved..."
the same problem better at no greater expense. It is as necessary for a legislature to look over the field as it is for any prudent man before he buys.

"The most anxious question before any legislature, is that of supplying enough money to meet departmental requirements. Nevertheless, taxation is not actually the most important legislative function. Vast economic waste results from governmental requirements and rules of conduct which are not expertly prescribed."

"And an additional economic burden of incalculable weight is imposed upon our people and our industries by the continual readjustments which are necessary when governmental rules and requirements are changed. These changes—these amendments of laws—are largely due to an original lack of legislative knowledge. Because of that lack, clumsy laws are passed, and they are biennially patched up by clumsy amendments. The touch of an expert legislature, able to formulate legislation correctly the first time, might be compared to the healing touch of a master physician.

"And who can measure the social benefits which we would be enjoying today, if, during the past 150 years every legislature could have had adequate technical research always available? Some of us are as oblivious of the unrealized possibilities of better laws as is the Arab of the possible benefits of plumbing, telephones, and automobiles.

"Probably the project and history of the American Legislators' Association are now so well-known that they do not require repetition. At any rate it suffices to say here that this Association is the only institution which offers each State a prospect of effective and adequate cooperation in legislative matters with each and all of its forty-seven fellows. And this involves the prospect of making the best information and advice in the country equally available to the lawmakers of each state. Without this, no legislature can act expertly.

"Moreover this function must be directed from within and not from without our legislatures.

"The development of this essential project will involve a work of great magnitude, which cannot be accomplished without an expenditure of money. Two questions immediately arise: Where has the money come from to start this work? Who will provide the necessary funds to develop and maintain it? The Association believes that all legislators are entitled to the first information, and that all must be much more concerned with the second."

The above editorial from State Government of January, 1931, expressed the views of the American Legislators' Association on the expenses of the legislative process. Money spent on good legislation is rarely wasted. Since the editorial was written, six states have made unsolicited appropriations to aid the Association. Far from being enough to support the work in the way in which it should be supported, they are still welcome testimonials of the value placed on legislative cooperation. In this chapter is a short account of each form of support. There are also separate articles on each of the state appropriations and the purposes for which they were made.

Support from Individuals

From the time of the founding of the organization in 1925, it has been underwritten by Senator Henry W. Toll. During each of the nine years of the Association's history, he has paid at least some part of the expenses of the work; and whenever the organization has required bank credit, he has furnished the requisite collateral.

At the first annual meeting of the Association, held in Denver in 1926, Senator George Woodward, well-known in Philadelphia as a patron of civic and social welfare work, informally and without solicitation, offered to contribute $500 a year to the Association's work. A man who more than fulfills his promises, he has actually given far more to this work.

In 1927, Hon. Henry L. Shattuck, then Chairman of the Ways and Means Committee of the Massachusetts General Court, and now Treasurer of Harvard University, on his own initiative mailed in a contribution of $500 a year to the Association's work. A man who more than fulfills his promises, he has actually given far more to this work.

In 1930: $100 from Hon. Frederick M. Davenport of Clinton, New York; and $1,000 from Hon. Morton D. Hull of Chicago.
The Association has never received any financial support from any individual who has not been a member of a State legislature. Since every member of its Board of Managers, including the Director, is also a past or present legislator, no one can question that this endeavor is—in terms of the yegg—"an inside job."

At no time during the nine years of its existence has the Association solicited contributions from individuals, except that one of its representatives has had conversations with a few philanthropists.

Support from Foundations

On January 23, 1930, the Spelman Fund of New York, which is intimately associated with the Rockefeller Foundation and with the General Education Board, made a substantial appropriation to the work of this Association.

On November 24, 1930, the Julius Rosenwald Fund of Chicago also made considerable appropriations to the Association for 1931 and 1932.

The foundations are in sympathy with the Association's project because, as the Rosenwald Fund suggested in announcing its appropriation, "government services, such as public health, public works, education, and crime prevention, are of such direct concern to all citizens, that the improvement of these non-political aspects of public administration seems to be a proper subject for the support of foundations."

Support from Dues and Subscriptions

The only other income of the organization has consisted of $5 payments for dues—a practice long since discontinued—and $2.50 payments for subscriptions to the Association's periodical. The primary purpose of the Sustaining Memberships—five dollars for each two-year legislative period—was to afford an opportunity to any legislator to indicate the fact that he is especially interested in the project, and to become an active sponsor of it. The Association has never conducted either a membership drive, or a campaign for subscriptions to State Government. It has felt that governmental appropriations were a more suitable means of support.

Financial Requirements

The Association's far-reaching and nation-wide program will involve a substantial annual budget. For instance, it costs more than $1,000 to print, and to distribute to each legislator, a single number of State Government. Even a multi-graphed letter to each legislator costs $450.

During the month of January, 1933, nearly 7,000 legislators convened in 42 capitol, and about 75,000 bills were submitted to them. At these sessions, if each legislator voted on only 300 measures, either in committee or on the floor, it would involve about 2,000,000 individual decisions. This Association, through its Interstate Reference Bureau, proposes to assist every legislator—and every staff member of any legislative reference service—who requests information on any one of these 75,000 measures; it desires to be of any service that it can in helping to bring about an intelligent result in each of these two million decisions. As legislators begin to appreciate the usefulness of the Interstate Reference Bureau, this task will become prodigious. And an almost equal amount of work will be involved in rendering similar assistance in connection with the work of the Interim Committees and Legislative Commissions of the various legislatures—hundreds of which are created during each biennium. The Interstate Reference Bureau will be called upon to perform extensive secretarial services for the Association's twelve standing committees and ten regional secretariats.

The Association is the proper agency to study the means for improving the machinery of our legislatures: their personnel, their organization, and their facilities. This, also, is a work of national necessity which will require an expert staff.

The Association has announced its intention to maintain a "service man" who knows the technique of legislative reference service. Upon request he will visit the legislative reference bureau of any State, in order to assist its Director to develop the most effective organization. An important by-product of this service will be greater uniformity among the legislative reference services of the various States.

The adequate performance of these and
other tasks which the Association has undertaken, will involve an annual cost of at least $100,000. This cost includes the overhead expenses of administration, but does not include any amount for the expenses of legislators who attend the Association's annual meetings—which expenses should be provided by the several States.

Each of the Annual Conferences of the Association has been attended by legislators sent at State expense, under measures passed for that express purpose.

**precedents for support**

There are many precedents for national and state support of the American Legislators' Association.

'Congress has led the way by contributing as much as $100,000 in a year toward the support of the Inter-Parliamentary Union. The Union is the organization of the legislative bodies of the nations. It corresponds closely to the American Legislators' Association which is the organization of the legislative bodies of the States. As the lawyers say, the precedent goes on all fours—perhaps meaning that it hits on all eight cylinders. This long-established Congressional practice, which is being annually repeated, would be a fully sufficient precedent if there were no others. But there are many others, both in and out of the Federal Statutes.

A preliminary inquiry indicates that from thirty to forty-five States are annually paying a substantial amount toward the support of each of these organizations in the form of "special membership dues":

The National Association of Agricultural Commissioners; The National Convention of Insurance Commissioners; The International Association of Industrial Accident Boards and Commissions; The National Association of Supervisors of State Banks; The National Association of Securities Commissioners; and various other organizations.

Most of the States are also making substantial annual contributions (in no case less than $100 apiece) to each of the following organizations:

The Child Welfare League of America; The National Conference of Commissioners on Uniform State Laws; The American Library Association; and various other organizations.

Numerous legislatures have enacted laws giving official sanction and financial support to the Governors' Conference. The "Conference" is an annual meeting largely devoted to a discussion of what the Governors think about many legislative problems. Thus since the days when Theodore Roosevelt was President, the States have made it a practice to provide funds to support this interchange of opinions between Governors. This would seem to be a sufficient precedent for similar sanction and support, for a bureau of information, much more scientific in character, for legislatures themselves—concerning their own problems.

The Governors' Conference collects support money from the States under the designation of "dues," fixing the annual contribution of each State at $100. Some States thus contribute under express legislative acts, others from contingent funds, and so forth. The latest figures which State Government has on file are those for 1928; during that year the Conference collected $4,850.

Governors' Conference laws provide:

1. That the Governor may, at the expense of the State, attend all conferences of Governors;
2. That the State shall bear as much of the expense of each of these conferences as the Governor thinks necessary.

Among the provisions of these State laws there is found this generous legislative grant: "There is hereby appropriated so much as may be necessary for the expenses of the Governor, and other expenses, in connection with any and all other conferences of Governors."

The most cordial relations have always existed between the Governors' Conference and the American Legislators' Association. The meeting of the Governors performs a most useful function in its field, and legislators may well take pride in their generosity toward this agency of executive cooperation.

But this is only one of many cases where legislatures have appropriated funds which executive and administrative departments are using for the support of organizations which promote "cooperation between the
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States." This use of funds must be made by express or implied authority derived from the Legislature. If, then, a Legislature can contribute to the financing of organizations which are beneficial to other State departments, it can certainly, with equal legality and propriety, support its own super-important work. Any other conclusion would mean that a legislature can do indirectly what it cannot do directly.

STATE APPROPRIATIONS.

It is clear that the legislative departments of the forty-eight States must cooperate for most effective results. It is equally certain that the American Legislators' Association and its Interstate Reference Bureau are now permanently established and nationally recognized as the agencies through which such cooperation is to be effected. Thus the Interstate Reference Bureau has now become virtually a part of the legislative organization of each State—a semi-official institution. Undoubtedly legislatures other than those described above can and will make appropriations to finance this Bureau.

No matter what form a legislative appropriation may take, all the legislators in an appropriating state are accorded the status of Sustaining members of the Association. As such they receive every copy of "State Government" published during the year and receive certain special services of the Interstate Reference Bureau.

State of California

California has consistently evidenced an especial interest in the project of the American Legislators' Association. It has been represented at all of the recent annual meetings, and in various official capacities with the organization.

On May 15, 1929 the California Assembly adopted a resolution providing for the appointment of a committee of three members of the Assembly to conduct a study of the practices of the legislatures of other states, and to report back any resultant proposals for the improvement of legislative methods in California. Wide discretion and substantial power were conferred upon this committee, and it was adequately financed. On January 23, 1931, it rendered its report to the Assembly. This was a significant document, containing many comments and suggestions concerning the organization and procedure of the legislative efficiency.

The Chairman of this Committee was the Administration Floor Leader, Hon. Robert L. Patterson. The two other members were Hon. Roscoe J. Anderson and the Speaker, Edgar C. Leavey.

After citing the fact that in addition to its activities in California, the Committee had sent members to the meetings of the American Legislators' Association in Memphis in 1929 and to Cleveland in 1930, their report states:

"We have found that the American Legislators' Association is a valuable organization, and is becoming more valuable each year. The national convention meetings are devoted to a study of problems that are common to legislators—that is, problems dealing primarily with procedure, with research bureaus, and with other departments that are of aid to legislators. The American Legislators' Association, however, does not take sides upon the advisability or non-advisability of adopting certain legislation. Our committee recommends that the Legislature of California cooperate in every way possible with the American Legislators' Association, and recommends that each member of the California Legislature become an active member of the Association."

The report further expresses the opinion that "the Interstate Reference Bureau inaugurated by the American Legislators' Association is destined to be of great value to every legislator who makes a study of the subject he is handling, and who endeavors to ascertain the experience of other states along the same or similar lines."

On March 24, 1931, the Uniform Resolution of Endorsement of the American Legislators' Association was introduced in the California Assembly. On April 16 it was passed by the Assembly, and on May 15 it was passed by the Senate.

In the meantime three other measures had been introduced into the Assembly, all of which were passed on May 14, 1931:

The first contains a finding that the annual meetings sponsored by the American
Legislators' Association constitute "a practical and appropriate medium for the discussion of matters relating to legislation of primary importance in the relations of the various states of the United States, and is also of value in determining the policy to be followed in the adoption of uniform state laws."

The resolution also declares that the American Legislators' Association "in bringing together the members of legislatures of the various states of the United States contributes immeasurably to mutual understanding and encourages cooperative effort in the solution of interstate problems."

Accordingly the resolution provides that during the ensuing biennium the Speaker should annually appoint a representative to attend these meetings as the official delegate of the California Assembly, and appropriates a nominal amount for that purpose.

The second resolution authorizes the State Librarian to designate a member of his staff to attend the Legislative Reference Conference to be held under the auspices of the American Legislators' Association in 1931, and also a representative to attend the Conference to be held in 1932.

The third resolution reads as follows:

Relative to Subscribing to the Services of the American Legislators' Association.

Whereas, The American Legislators' Association offers a service of great value to the various state legislatures, and through them to the people of the states;

Whereas, There is included in such service the furnishing of important information bearing on legislation and legislative methods, and, whenever desired, the establishing of contacts with authoritative sources of such information; and

Whereas, There is also included in such service the furnishing of a monthly magazine, known as "State Government" which contains material of special interest to legislators and which is of significance and assistance in the preparation of legislation and in the efficient functioning of the legislature; and

Whereas, There is further included in such service the holding of annual conferences of state legislators which conferences may be attended by any member of any state legislature, to the end that there may be an exchange of ideas and a comparison of practices, as well as the establishment of reciprocal relationships which will engender a cooperative and friendly attitude of inestimable value in the solution of legislative problems; now, therefore, be it

Resolved by the Assembly, That the Chief Clerk of the Assembly is hereby directed to subscribe to such service for the calendar years 1931 and 1932, and there is hereby set aside for that purpose the sum of $400 from the Contingent Fund of the Assembly, so that, each member of the Assembly of the forty-ninth session of the Legislature will be entitled to the services above mentioned.

This resolution was adopted by a vote of 47 to 2.

A similar resolution was passed in 1933 by an equally large majority whereby the sum of $500 was set aside from the Contingent Fund of the Assembly for the same purposes as listed above namely: two years sustaining membership for eighty Assemblymen which includes a subscription to "State Government," and $100 for the support of the Interstate Reference Bureau.

State of Colorado

The first annual meeting of legislators convened in the Senate Chamber of the Colorado Capitol, in L.ver, five years ago. Since that time the lawmakers of the Centennial State have always taken a generous interest in the development of the work.

The Colorado Legislature was the first to pass the Uniform Resolution of Endorsement of the American Legislators' Association through both houses. On January 15, 1931, it was introduced in the Senate. On the same day the Senate adopted it. On the next day it was passed by the House of Representatives.

Later in the session, Representative Phelps introduced House Bill No. 426, which was subsequently amended to conform to the Pennsylvania Act, reprinted in this chapter. The act was passed on April 25.
It provided for the expenses of House and Senate delegates, to be annually designated to attend the meetings of the American Legislators' Association; for the attendance of the Director of the Legislative Reference Office—or a member of his staff—at the annual Legislative Reference Conference to be arranged by the Association; and for the insertion in each general appropriation law, henceforth, of an item "of such amount as the General Assembly may deem advisable for the support of the Interstate Reference Bureau."

As elsewhere stated, it is the Association's established policy to accord the status of Sustaining Members to each member of any legislature which makes an appropriation toward the support of the Interstate Reference Bureau. Accordingly, each of Colorado's 65 Representatives and 35 Senators would acquire full standing as Sustaining Members of the American Legislators' Association for the entire biennium referred to in the Act.

The enactment of this statute would not have been possible without the approval of the joint committee on finance and appropriations composed of Senators Warren, Shawcroft, and Bannister, and Representatives Fossett, Poppin, and Harris.

However, the statute enacted by the General Assembly was not destined to become law. Governor Adams vetoed the bill but later apologized, saying that he had misinterpreted the purpose of the bill entirely.

Commonwealth of Kentucky

The General Assembly of the Commonwealth of Kentucky substantially endorsed the American Legislators' Association and its projects in July, 1934. At this time it passed the General Appropriations Bill for the biennium July 1, 1934 till June 30, 1936. Paragraph 66A of that bill provided that; there is appropriated out of the General Expenditure Fund for the fiscal years ending June 30, 1935 and June 30, 1936 the annual sums of $500 for the payment of expenses of the duly selected delegates from the Commonwealth of Kentucky to the meeting of the American Legislators' Association in said years, and the Auditor of Public Accounts shall issue warrants payable to said delegates for their pro rata part of said sums to be used by them in defraying the expenses while attending said meetings.

As in South Carolina the Kentucky legislators were convinced that a pre-session conference planned and developed under the auspices of the American Legislators' Association constituted a saving in valuable time and drew popular approbation and confidence to them when they stood in greatest need.

The Kentucky General Assembly has also endorsed the Interstate Reference Bureau and made use of its facilities.

Commonwealth of Massachusetts

Although the General Court of Massachusetts has supported the activities of the American Legislators' Association, the appropriation is made for the support of the Interstate Assembly and the Interstate Commission on Conflicting Taxation.

"Resolve Relative to Certain Expenses in connection with the Interstate Assembly and the Commission on Conflicting Taxation."

Resolved: That, subject to appropriation there may be paid out of the state treasury a sum not exceeding one thousand dollars for defraying the expenses of delegates representing the general court in attendance upon sessions of the Interstate Assembly held during the current year and for promoting the purposes of the Commission on Conflicting Taxation authorized and created by the Interstate Assembly held at Washington, D. C. on February third and fourth of the current years. Delegates to future meetings shall not exceed three in number and shall represent both political parties.

Approved July 12, 1934.
Services Undertaken for Contributing States

By the American Legislators' Association

In the case of each state which makes an annual appropriation of one thousand dollars or more to the work of the Association, or toward the support of the Interstate Reference Bureau, the Association undertakes:

1. To send *State Government* once a month to each legislator.
2. To furnish a copy of the future Book of the States to each legislator.
3. To furnish insignia of membership in the Association to each legislator—lapel button and wall certificate.
4. To furnish bulletin service to the legislative reference bureau or other appropriate similar agency of the state.
5. To endeavor to assist the individual legislators and the legislative reference bureau to locate and secure any requested legislative information which has been compiled by any research agency.

In the case of each state which makes an annual appropriation of two thousand dollars or more:

1. To organize a pre-session conference of the legislature, upon the request of twenty-five per cent of the members.

In the case of any legislature which makes an annual appropriation of five thousand dollars or more toward the support of the work of either the American Legislators' Association; the Interstate Reference Bureau or the Council of State Governments:

1. To maintain jointly with the Council of State Governments a regional secretariat to facilitate cooperation between the governments of the appropriating states and neighboring states, upon the adoption of a joint resolution of the legislature requesting the maintenance of such a secretariat.

**State of New York**

In 1933 the New York Legislature showed its confidence in the work the American Legislators' Association is doing to bring about the improvement of legislative conditions and better cooperation between the states. In the 1933 session the Legislature approved a contribution of $5,000 toward the Interstate Reference Bureau's support for the coming year. Thus New York joins the list of the states which are actively contributing to the financial success of the undertaking.

Another indication of the interest of New York State in the Association's work is that it sent 16 official delegates to the first meeting of the Interstate Assembly held in Washington, D. C., February 3 and 4, 1933. At the conclusion of this meeting of the Assembly a commission of 14 was appointed to study the problem of conflicting taxes and to negotiate with Congress concerning them. A New Yorker, Seabury C. Mastick, was appointed Chairman of the Commission.

It is to be hoped that the citizens of New York State will derive a permanent satisfaction from the fact that its legislators have taken their place in the vanguard of the national crusade for the improvement of legislative conditions. It is equally rea-
reasonable to believe that their investment will be repaid many times by dividends in the form of increased governmental efficiency and economy.

It has been the practice of the Association to accord the status of Sustaining Member to each member of any legislature which makes an appropriation toward the support of its Interstate Reference Bureau. Accordingly, all of New York's 150 Assemblymen and 51 Senators have acquired full standing as Sustaining Members for the duration of the appropriation. This means that in addition to receiving advice and information on legislative matters, each member of the New York Legislature receives every number of *State Government* published during this period.

Messrs. Mastick, Graves, Hanhan, Sargent, Moffat—to mention only a few—are among those from New York State who have participated in the growing pains of the American Legislators' Association. Others from this state who have taken a special interest in the work of the Association are: President Roosevelt, when Governor of New York; Governor Herbert H. Lehman; Professor Joseph P. Chamberlain of the Legislative Drafting Fund of Columbia University; and Mr. Guy Moffett of the Spelman Fund.

The efforts of these forward-looking citizens of the Empire State have contributed in large measure to the success of the Association, until now it has representatives in every state and maintains a sizeable staff in its Chicago Offices.

**Commonwealth of Pennsylvania**

When, under the auspices of the American Legislators' Association, the first annual meeting of legislators convened in Denver on July 19, 1926—the State of Pennsylvania sent an official delegation consisting of Senator George Woodward, Senator Franklin S. Edmonds, Senator Albert D. MacDade, and Senator Horace W. Schantz. The State of Pennsylvania has subsequently sent official delegations to the Conferences of the American Legislators' Association at Buffalo, Seattle, and Memphis.

On January 19, 1931, Representative Grover C. Talbot introduced the Uniform Resolution of Endorsement of the American Legislators' Association in the Pennsylvania Legislature. It was passed by the House of Representatives on January 26 and by the Senate on February 23.

Shortly thereafter, Senator George Woodward introduced the following bill:

*Senate Bill 664—Session of 1931.* Introduced by Senator George Woodward, March 30, 1931. Passed by the Senate, April 20, 1931. For: 47; against: 0. Passed by the House, May 18, 1931. For: 180; against: 0. An Act recognizing, and for the support of, the American Legislators' Association and its executive and administrative agency, the Interstate Reference Bureau, and making an appropriation.

**Section 1.** Be it enacted by the Senate and House of Representatives of the Commonwealth of Pennsylvania in General Assembly met, and it is hereby enacted by the authority of the same: That the Commonwealth of Pennsylvania hereby recognizes the American Legislators' Association and its executive and administrative agency, the Interstate Reference Bureau, as agencies capable of rendering valuable assistance and information to the General Assembly of this Commonwealth, and to the Members thereof, and as agencies quasi-governmental in their character.

The President Pro Tempore of the Senate, and the Speaker of the House of Representatives respectively shall annually appoint one Senator and one Member as delegates to attend the meetings of the American Legislators' Association; and the Director of the Legislative Reference Bureau, or some person from the staff of the Legislative Reference Bureau appointed by him, may attend annually the Legislative Reference Conference conducted under the auspices of the American Legislators' Association.

Biennially an item shall be inserted in the general appropriation law to pay the expenses of the delegates of the Senate and House attending the said Conference. The expenses of the Director of the Legislative Reference Bureau, or of his representative attending such Conference, shall be paid from the regular appropriations to the Legislative Reference Bureau for such purposes.
Section 2. In order to assist in the support of the Interstate Reference Bureau, established by the American Legislators' Association to coordinate the work of the various state legislative reference bureaus, and other official agencies dealing with legislative matters, the sum of $4,000 is hereby specifically appropriated for the fiscal biennium beginning June first, one thousand nine hundred and thirty-one. One-half of said appropriation shall be paid during each fiscal year of said biennium in equal quarterly installments, on requisition drawn by the Auditor General. Warrants for such payments shall be drawn to the order of the Director of the Interstate Reference Bureau. Biennially hereafter an item of such amount as may be deemed necessary for the support of said bureau shall be inserted in the general appropriation law.

Section 3. On or before March first of each year the Interstate Reference Bureau shall furnish to the Auditor General a printed accounting containing an itemized summary of receipts and expenditures for its preceding fiscal year, verified by oath or affirmation, and accompanied by a verified copy of a report by one or more certified public accountants. Upon failure to file such accounting the financial support hereby granted shall be withdrawn.

Comment. It will be observed that this measure contains the following provisions, among others:

1. "The Commonwealth of Pennsylvania hereby recognizes the American Legislators' Association and ... the Interstate Reference Bureau ... as agencies quasi-governmental in character."

2. Annually, the President Pro-Tempore of the Senate shall appoint a senator as an official delegate to attend the meetings of the American Legislators' Association.

3. Annually, the Speaker of the House of Representatives shall appoint a member of the House as an official delegate to attend the meetings of the American Legislators' Association.

4. The Director of the Pennsylvania Legislative Reference Bureau, or some member of his staff appointed by him, may— at the Bureau's expense—attend the Legislative Reference Conference conducted under the auspices of the American Legislators' Association, annually.

5. Biennially an item shall be inserted in the general appropriation law to pay the expenses of the delegates of the Senate and House attending the meetings of the American Legislators' Association.

6. $4,000 is specifically appropriated for the fiscal biennium beginning June 1, 1931, to assist in the support of the Interstate Reference Bureau.

7. "Biennially hereafter an item of such amount as may be deemed necessary for the support of said Bureau shall be inserted in the general appropriation law."

8. The Interstate Reference Bureau shall annually furnish to the Auditor General, a properly certified audit of its accounts.

State of South Carolina

The pre-session legislative conference held at Columbia, evidently made a deep impression on many South Carolina legislators. Senator R. Beverly Herbert of the South Carolina Senate introduced a $1,000 item into the 1934-1935 appropriation act which was sustained by the Budget Commission and the House Ways and Means Committee but cut to $500 by the House of Representatives. The amended amount was passed by the Senate and approved by the Governor.

Upon transmission of this sum Senator Herbert declared that it was considered as little more than a gesture of good will and that it was accompanied by many expressions of great appreciation for what the American Legislators' Association did in holding a meeting in South Carolina and regrets that the state did not make a substantial appropriation.

Needless to say the Association values the approbation of the South Carolina legislators even as it appreciates the monetary aid. The American Legislators' Association intends that the members of state legislatures will find its services increasingly useful as their need arises.

State of Utah

In July of 1933, the Legislature passed a resolution calling the Western Motor Vehicle Conference to meet in Salt Lake City.
The American Legislators’ Association was asked to plan and conduct the conference.

Since the Association could not bear the entire expense, much of this was borne through the splendid cooperation of three of the interested administrative departments. The Utah State Tax Commission of which Mr. George A. Critchlow is chairman, the Public Utilities Commission with Judge E. E. Corfman as its chairman, and the Utah State Road Commission whose chairman is Mr. Preston G. Peterson, donated two hundred dollars each from their respective budgets to cover the cost of the Conference.

The Share of Each State

The Association’s annual expense will amount to less than the forty-eight States are spending, at the present average rate, every three minutes, throughout the day. Most of this expense is required to conduct the work of the Interstate Reference Bureau. The annual cost will average less than $2,500 for each State. Some legislatures which have a large volume of legislative proposals involving many tens of millions of dollars—such as those of New York, Pennsylvania, Illinois and California—will probably consider it just for them to appropriate more than an average share of these expenses; while some of the smaller states may feel that they should bear less than the average share. But it is to be hoped that each of the forty-eight will officially participate in this cooperative enterprise. It has required substantial contributions of time and money from private sources to launch the American Legislators’ Association. Through these contributions it has developed into an institution of such stability that its high character and strict integrity are not questioned. The belief seems justified that the various legislatures will be willing to carry on from this point. Certainly the foundations and the individuals who have contributed to this work, have done so in reliance upon that belief.

Most organizations which supply information to legislatures have ulterior motives. The difficulty of securing unbiased information has been a serious defect in our legislative system. Thus the work of the Interstate Reference Bureau acquires an additional public significance. As time goes on, the legislatures will probably insist that the funds for the performance of this public function shall be provided from public sources. Thus, they will make certain that no situation can ever arise in which this impartial agency of the states might be embarrassed by the fact that its work was being financed from private sources.

Conclusion: Legislators have the responsibility for improving legislative conditions. The nation is properly demanding that they do so. They cannot meet this demand without cooperating among themselves. The American Legislators’ Association is their own organization and through it they can cooperate with legislators of other states and can meet with national and regional problems as a unit rather than as 48 separate legislative entities.

No one can be found to question the need of this work.

Discriminating individuals and organizations have so frequently investigated and approved the character of this Association, that it no longer requires credentials.

The only remaining question is this: how promptly will the States assume the financial responsibility for the support of this undertaking, through which they are to achieve the cooperation which is imperatively required of them?

The legislators who are pioneering in this work are developing an institution of national significance. Such activities may well be a source of pride and satisfaction to each of them.