CHAPTER XIII

Entente Cordiale

Relationships of the American Legislators' Association to Other Organizations of Public Officials

Cooperating Governmental Organizations

Within the past few years several national associations of public officials and several other organizations interested in government and public administration have established headquarters in Chicago in close proximity to one another and to the University of Chicago. The names of these organizations, the years in which they were founded, and the years in which each established an office in Chicago are listed on the bottom of the page:

Each of these organizations has a separate and distinct field, but it has been possible for their secretariats to cooperate in many helpful ways. These organizations share the belief that government in the United States can be made more satisfactory if administrative organization, techniques, and methods are improved; and that the responsibility for such improvement rests primarily upon the public officials.

Much of the service value of the Interstate Reference Bureau comes from the fact that the offices of the American Legislators' Association are located in the same building as those of the other associations described in this chapter.

The advantages of this proximity are clear. When a difficult inquiry on municipal codes is sent in by a Florida legislator, the advice of the American Municipal Association or the City Managers' Association is readily available. If the laws on bonded indebtedness in a few states are wanted the Municipal Finance Officers' Association can give invaluable aid. A telephone call and the American Public Welfare Association has the information on that troublesome point about old age pension legislation. The legislators' group has, in one way, greater need for these contacts than any of the other organizations. So wide is the scope of legislative problems that half a hundred government organizations could readily be used.

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<th>Organization</th>
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<td>Municipal Finance Officers' Association</td>
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<td>International City Managers' Association</td>
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<td>American Public Welfare Association</td>
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<td>Council of State Governments</td>
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<td>National Association of Housing Officials</td>
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<td>American Society of Municipal Engineers</td>
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<td>International Association of Public Works Officials</td>
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Public Administration Clearing House

Louis Brownlow, Director. Commissioner of the District of Columbia, 1915-20; City Manager of Petersburg, Virginia, 1920-23; City Manager of Knoxville, Tennessee, 1924-26; Municipal Consultant to City Housing Corporation, New York, 1928-30.

Charles S. Ascher, Secretary
Robert M. Paige, Assistant Director

Organization

The Public Administration Clearing House is directed by a board of trustees consisting of: Former Governor Frank O. Lowden of Illinois, Chairman; Senator Harry F. Byrd of Virginia, Vice-Chairman; Sewell L. Avery of Chicago, businessman and civic leader; Louis Brownlow; Richard S. Childs, President of the City Club of New York; Robert M. Hutchins, President of the University of Chicago; and Chester Rowell of San Francisco, publicist.

Program and Activities

The purpose of the Clearing House is to facilitate the interchange of information, points of view, ideas, and experience among organizations of public officials, organizations of citizens, and other groups which are planning for improvements in the administrative technique of government; to encourage closer cooperation among these groups; and to assist in making available to each group the information and technical resources and experience at the disposal of other organizations, thus preventing overlapping of program and duplication of effort. The Clearing House seeks particularly to bring together operating officials, research agencies, and technical experts, to reduce the gap between theory and practice.

To carry out its program the Public Administration Clearing House has gathered comprehensive data relative to the activities of several thousand national, state, and local organizations, and has published a Directory of 1,700 national and state groups, entitled "Organizations in the Field of Public Administration." The Director and his staff maintain personal contact with a large number of the more active organizations and agencies in this field. From time to time the Clearing House assembles special conferences of individuals who represent groups which can beneficially exchange ideas and experience.

National Association of Housing Officials

Coleman Woodbury, Executive Director
Elizabeth Longan, Associate Director

Organization

All public officials having to do with low-cost housing, whether board members or staff members, are eligible to active voting membership. All other persons interested in low-cost housing, slum clearance, subsistence homesteads, and allied problems are invited to associate membership.

Program and Activities

The Association serves as a clearing house of information primarily for public officials concerned with the administration of low-cost housing, rural and urban; to aid in the development of administrative standards and sound procedures in the supervision, construction, and operation of housing projects under public auspices.

In addition to maintaining a headquarters for the dissemination of information and answering inquiries, the Association is prepared to send technically qualified consultants to aid officials in the field, and to aid groups in the organization of local public housing agencies, and the drafting of legislation.

American Municipal Association

Paul V. Betters, Executive Director
Clifford W. Ham, Director of Field Service

Robert Garen, Staff Member
Special consultants in various fields; 32 field representatives.

Organization

The American Municipal Association is composed of approximately twenty-five state leagues of municipalities. The membership of these leagues in turn consists of the cities and towns. Because the leagues are supported by public funds voted by the member municipalities they have a dis-
tinctly quasi-official status. About five thousand cities and towns hold membership in the leagues represented in the Association.

The membership of the Association also includes some municipalities in states where leagues do not exist and the number of such direct subscribing members is increasing.

The Association is the United States member of the International Union of Cities at Brussels.

**Program and Activities**

The American Municipal Association carries on a wide variety of activities designed to assist member leagues in their work of serving and representing their member municipalities. It prepares research and informational reports and bulletins; maintains a comprehensive municipal information service, including perhaps the most complete file of model municipal ordinances in existence; and provides a consulting service on special phases of municipal government. The Association keeps members informed of all federal legislation affecting municipal government and attempts to represent the interests of municipalities nationally, and especially before Congress, in much the same way that the state leagues of municipalities represent municipalities before the state legislatures. Official relationships exist between several of the federal departments and the Association.

The Association holds an annual conference of league officers and public officials, assists leagues with their annual and other meetings, fosters cooperation between the leagues on mutual municipal problems, and promotes the establishment of leagues in states where none exists.

**AMERICAN PUBLIC WELFARE ASSOCIATION**

Frank Bane, Director
Marietta Stevenson, Assistant Director
Ivan Assay
Glen Leet
Burgett Lewis

**Organization**

Membership is open to all those engaged in public welfare work. Provision is also made for associate membership for those interested in public welfare. Approximately 3,000 are enrolled.

**Program and Activities**

The Association works with welfare departments, governors, legislatures and other governmental institutions and agencies, state and local, with the idea of assisting in the improvement and development of adequate and effective public welfare machinery and administration within the states and localities. This requires contact with federal relief agencies; with legislatures and their committees in the drafting or re-drafting of welfare statutes; contact with governors in the planning of their administrative programs; with municipal and county governments in the administration of welfare functions; and continuous contact with public welfare departments in developing their plans and programs. The Association works in close cooperation with all national organizations in the public and private welfare field. It is concerned primarily with those welfare activities which are conducted under public auspices and supported by public funds. Field representatives of the Association are assigned to particular sections of the country and are in the field most of the time, in consultation with state agencies and welfare administrations.

Complete information on current legislation affecting state departments of public welfare and on unemployment relief is available as well as other informational and research services. Bulletins, including "Public Welfare News," are issued on legislation, public administration, and other current matters. An annual meeting is held at the time of the meeting of the National Conference of Social Work, and joint meetings are held with the Public Officials' Section of the Conference.

**GOVERNMENTAL RESEARCH ASSOCIATION**

Robert M. Paige, Secretary-Treasurer

**Organization**

The membership is composed of individuals professionally engaged in governmental research. Members are connected with bureaus of municipal or governmental research, taxpayers leagues, civic depart-
ments of chambers of commerce, research departments of city and county governments, universities, et cetera. These local research agencies carry on a continuous program of investigation and installation of improved organizational and operating methods, and apply to government the principles of scientific management and public administration. All interested in the application of scientific research to government are eligible for associate membership. The Association has about two hundred and fifty members.

The secretary is also assistant director of the Public Administration Clearing House.

Program and Activities

The Association holds an annual meeting, and distributes the weekly bulletin prepared by the Joint Reference Library—"Recent Publications on Governmental Problems," the monthly magazine published by the National Municipal League, "National Municipal Review," the publications of Public Administration Service, a monthly news letter, special bulletins, and various miscellaneous reports and pamphlets of interest to members.

Other services to members include: maintenance of a personnel exchange, the facilitation of the exchange of research bureau publications among members, and assistance in the preparation of bibliographies and collection of data. The Association is vitally interested in the establishment of governmental research agencies in cities where no such work is now carried on, and in making the Governmental Research Association fully representative of this profession.

INTERNATIONAL CITY MANAGERS' ASSOCIATION

C. E. RIDLEY, Executive Director.
Ten years of public administrative experience including four years as a city manager; Staff Member, Institute of Public Administration, 1927-29.

ORIN NOLTING, Assistant Director

C. LUDWIG, Staff Member

L. MOORE, Staff Member

Organization

The membership is composed of city managers, i.e., "administrative heads of municipalities appointed by their governing bodies," who have served in that capacity for at least three years. Classifications are also provided for city managers with shorter terms of service, and for students and specialists in public administration. There are in all about five hundred members.

Program and Activities

The Association was formed for the purpose of aiding in the improvement of local government administration. It encourages city managers to administer the affairs of their cities in accordance with the best methods developed through research, practical application, and actual experience. Toward this end the Association offers a limited consulting service; conducts an annual conference; publishes "Public Management," a monthly journal devoted to local government administration; publishes a "Yearbook," containing the proceedings of the conference and a résumé of the significant events and developments in municipal administration during the year; maintains representation on joint committees dealing with such matters as measurement standards in government, municipal reporting, and uniform crime reporting; and conducts extension courses in municipal administration.


MUNICIPAL FINANCE OFFICERS' ASSOCIATION

of the United States and Canada

C. H. CHATTERS, Executive Director.
T. M. DICKERSON, Assistant Director and Chief Staff Accountant, National Committee on Municipal Accounting

J. F. WILLMOTT, Survey of Census Bureau Statistics

A. H. HILLHOUSE, Study of Municipal Revenues and Functions

I. TENNER, Research Assistant
Organization

The membership is composed of public officials dealing with all phases of municipal finance. Comptrollers, accounting officers, treasurers, assessors, and auditors of cities, towns, villages, and counties, state and federal officials concerned with some phases of local finance, and consulting accountants specializing in public finance make up the membership, which totals about three hundred and fifty.

The Association was founded in 1906 as the National Association of Comptrollers and Accounting Officers.

Program and Activities

The Association acts as a service bureau for its members. It gathers data of current interest and formulates principles of accounting and finance. Accounting manuals are developed for different types of municipal corporations. The National Committee on Municipal Accounting has been formed, with the cooperation of the leading societies of accountants and officials, to develop national standards for municipal accounting. At the request of the Bureau of the Census, the Association is revising the "Financial Statistics of Cities" and "Financial Statistics of States." A special study of the functions and revenues of local governments is being made to determine the proper place of the municipality in the entire structure of activity and finance. The Association publishes a quarterly magazine "Municipal Finance," a bi-weekly news letter, and many special bulletins.

UNITED STATES CONFERENCE OF MAYORS

PAUL V. BETTERS, Executive Director. The staff of the AMERICAN MUNICIPAL ASSOCIATION serves the Conference as secretariat.

Organization

Membership in the United States Conference of Mayors is open to municipalities of 50,000 or over in population. At the present time the chief executives of approximately 110 of the largest cities in the country are official members of the Conference.

Program and Activities

The objects of the United States Conference of Mayors are:

The general improvement of every branch of city government by the following means: First, the perpetuation of this organization as an agency for the cooperation of mayors, managers, and other duly designated representatives of cities, in the practical study of all municipal questions; Second, the holding of annual and other meetings for the discussion of current city problems; Third, the furnishing of information to municipal officials in order to enable them better to perform their functions; and Fourth, the safeguarding of the interests, rights, and privileges of municipalities as they may be affected by legislation.

In carrying out these objects, the Conference has given special attention to the formulation of federal legislation designed to be of assistance to the larger cities of the United States. The Conference maintains a Municipal Information Bureau on all phases of municipal government, prepares research reports on various municipal problems and distributes them to the members, renders a special bulletin service on all federal matters of interest to cities, holds special meetings to consider current and emergency issues confronting the larger cities generally, and sponsors annually a nation-wide meeting of mayors. During 1933, the Conference held three general meetings in Washington in connection with proposed federal legislation affecting the interests of city governments. The Executive Committee, which functions for the Conference between regular meetings, appeared during the same year before numerous Congressional committees on municipal legislation.

PUBLIC ADMINISTRATION SERVICE

DONALD C. STONE, Director, Consulting and Research Division

GUSTAVE A. MOE, Chief Accountant

ARNOLD MILES, WILLIAM A. LAFFERTY, JR., A. W. NOONAN, Staff Consultants

CHARLES S. ASCHER, Director, Publications Division

C. A. BINGHAM, Mgr. New England Office

W. O. HARRIS, Accountant
Organization


Program and Activities

The Consulting and Research Division furnishes cities, counties, states, and the federal government with advisory and consulting services on administrative problems. It is prepared to install budget, general accounting, cost accounting, work programs, stores, and equipment control systems, departmental records, and other procedures. The Service makes administrative surveys, reorganizes departments and offices, improves operating procedures. It has made installations, reorganizations, or surveys for many public bodies; and scores of other governmental units have adopted its recommendations as published from time to time in manuals. The Service acts as the research staff of the Committee on Uniform Street and Sanitation Records, National Committee on Street Maintenance Economics, National Committee on Municipal Standards, in devising systems for scientific measurement and control of governmental activities. The Service assists its governing organizations in various research programs; it aids associations of public works officials, municipal engineering officials, and chiefs of police in improving administrative procedures and promoting uniform records and reports.

The Publications Division publishes monographs on administrative problems prepared by outstanding authorities who have had first-hand experience with their subjects. While these are aimed chiefly to aid operating officials, they are published for general sale. The Division provides consulting editorial service for several associations of public officials.

Joint Reference Library

Lucile L. Keck, Librarian

Program and Activities


Each of the supporting organizations is continually collecting reports, statistical data, and pamphlet material which it is difficult for the ordinary library to secure. More than three hundred and fifty periodical publications are received by the group. Through the Joint Reference Library, material of general interest and value received by one organization is readily available to the other members of the group. The Library indexes and files all material received, acts as a reference library for the associations, compiles special subject bibliographies, and compiles for distribution by the supporting organizations bulletins listing recent publications on governmental problems.

Washington Information Service

Richard E. Saunders, Correspondent
National Press Building
Washington, D. C.

Seven of the organizations jointly employ a Washington Correspondent who furnishes them information and helps to keep them advised of the activities of the various federal departments and Congress.

Relation to the University of Chicago

The location of the secretariats within a block of the University campus makes it possible to use the many facilities found around a great research center. There is opportunity to consult the Department of Political Science, the Department of Economics, the School of Social Service Administration, the Law School, the School of Education, and the University Libraries. Unusual opportunities are available to confer with skilled statisticians, psychologists, and experts in various other fields who are centered around the campus.
MAN'S-EYE VIEW OF THE UNIVERSITY OF CHICAGO

In the neighboring building—menaced by the arrow—are the administrative offices of the American Legislators' Association and of ten other governmental organizations.
Six of the directors: Messrs. Ascher, Brownlow, Bane, Ridley, Stone, and Toll, have been appointed to the University of Chicago faculty as lecturers, and other members of the staffs are occasionally invited to give lecture courses. The regular members of the faculty, particularly those of the Department of Political Science and other departments in the Social Science Division, have been cordially cooperative and have given generously of their time when called upon for advice and assistance on special problems. Charles E. Merriam, Chairman of the Department of Political Science; Harry A. Millis, Chairman of the Department of Economics; Edith Abbott, Dean of the School of Social Service Administration; Sophonisba Breckinridge, Professor of Social Economy; Charles H. Judd, Dean of the School of Education; Arthur H. Kent, Professor of Law; Frederick Kaufman, Associate Director of Libraries; Simeon Leland, Professor of Public Finance; William F. Ogburn, Professor of Sociology; Ernst W. Puttkammer, Professor of Law; Henry Schultz, Professor of Economics; Donald Slesinger, Professor of Law; L. L. Thurstone, Professor of Psychology; Louis R. Wilson, Dean of the Graduate Library School, are but a few of the many to whom the organizations are deeply indebted for conference and consultation.

These organizations are, of course, entirely independent of the University, which is in no way responsible for the development of their programs. The cordial relations existing between those in academic work and those who are more concerned with immediate and practical problems, have, however, been highly profitable to both groups.

The Governors' Conference and the American Legislators' Association are among the too few informal agencies through which the states can help to make up for the complete lack of any constitutional machinery for coördinating the work of the commonwealths. Brief meetings such as those of the Governors' Conference can cover no very great part of the field of state government. At least, however, these sessions bring the chief executives of the several states into contact and enable each of them to profit by an exchange of ideas, and to gain a wider appreciation of the efforts of neighboring states.

A more extended attempt to coördinate the work of the states and to standardize laws and practices of state governments has been made by the American Legislators' Association.

The Governors' Conference and the American Legislators' Association, enable each of the states to profit by the experience of the others and are agencies through which a greater conformity in administration and legislation may be brought about. The future is certain to see even greater effort in this direction.

The executive director of the American Legislators' Association, has a continuing invitation to sit in at the sessions of the Governors' Conference.

The Association congratulates the executives of the Conference upon the spirit in which they have arranged their programs and the subjects for discussion. In America today there is no more fundamental need than the rehabilitation of the legislative and executive departments of our forty-eight commonwealths.

Joint Conferences

The American Legislators' Association engages in many joint conferences and meetings. It is felt that this procedure is both beneficial and economical for all concerned. The subjects discussed are entirely within the field of government and largely pertain to legislation and administration. Since there is some difficulty in drawing an arbitrary distinction between these two functions it is advantageous for officials in each to know something of the allied branch.

The best example of joint conferences in
which the American Legislators' Association has participated is the Annual Conference on Government which was held in Cleveland in 1930, Buffalo in 1931, Washington in 1932, and Atlantic City in 1933. From eight to twelve organizations participated including in addition to the "cooperating organizations" listed above, the National Municipal League, and the American Political Science Association.

One of the most outstanding of recent conferences was the Western Conference on Government held at Berkeley, California, March 28-30, 1934. Nearly six hundred delegates—representing eleven states, seventy cities, and ninety organizations—gathered on the campus of the University of California at Berkeley to attend this conference. Legislators, city managers, mayors, financial officers, city planners, housing and welfare officials, researchers, and professors of government on the western side of the Continental Divide discussed common problems of government during three days of meetings. Among the participants were officials of the dozen governmental organizations which for several years have taken part annually in the National Conference on Government. Possibly this western meeting presages the development in the very near future of a series of regional conferences on government.

Encouragement

The Chicago Daily News gives editorial encouragement in an article entitled "Political Research in Chicago."

"Within the last five years Chicago has become the national center for organizations specializing in applied political science—that is to say, in the functioning of government, local, state and federal. Nine organizations, each representing a particular field or method of activity, are clustered in the neighborhood of the University of Chicago, which hospitably extends its facilities to them. A tenth, the Public Administration Clearing House, serves all the others as a center for the interchange of information and points of view.

"That extraordinary concentration is a significant tribute to the importance of Chicago as a focal point for currents of thought and developmental tendencies which mark the increasing effort to make democracy function efficiently. But chiefly it is evidence of the intensive effort being made in the United States to effect a governmental readjustment to the complex problems of the day, and to justify the faith of the fathers in the fundamental principles upon which is based the organic life of the nation.

"In recent years the need for collective wisdom and cooperative action has been strongly felt. Thus the American Legislators' Association and the Interstate Assembly represent two phases of a growing movement to promote better understanding and constructive common policy among the forty-eight states. Associations of city managers, municipal finance officers, other officials and experts in governmental administration, together with the United States Conference of Mayors, testify to the importance which is now attached to that field of administration. The principle of the merit system in civil service is represented by the Bureau of Public Personnel Administration. A phase of work which, because of unemployment, has assumed in exigency and cost a foremost place finds specialization in the American Public Welfare Association. Finally, an association of persons professionally engaged in governmental research furnishes a common scientific background.

"The existence of those agencies, with facilities for constant communication and conference, means that there are at work informed and creative forces whose enlightening influence increasingly affects the administration of public affairs. It is by such influence, if at all, that politics may be raised from its degenerated status as a game to its proper status as a science."