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Special Libraries

Official Journal of the Special Libraries Association

October 1941

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THE STAFF

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Editor

JEAN MACALISTER

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Associate Editors

KATHLEEN BROWN STEBBINS

Advertising Manager

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Legislative Reference—A Foreword

REBECCA B. RANKIN

Librarian, Municipal Reference Library, New York City, N. Y.

VARIOUS types of legislative services are given by special libraries of the country and the Library of Congress provides a splendid service on national legislation. The State Legislative Reference Bureau stands in the forefront as the inventor of legislative reference service; Wisconsin initiated it and New York was a close second, while Maryland and Baltimore were the first to combine a state and municipal reference library service. The Council of State Governments, which began in 1925 with Henry W. Toll as its moving spirit, has encouraged the interchange of services and information between the Legislative Reference Bureaus of the many states.

Universities and colleges have contributed their part to the development of legislative reference services through their bureaus as have also Bar Associations and Courts with their splendid law libraries. Some of the special libraries connected with public utility corporations have likewise been important in legislative research and reference service.

The municipal reference library which developed particularly in the decade

from 1910-1920 is in general patterned after the state legislative reference library, placing more emphasis, however, on the administrative side of the government while not overlooking the legislative. About twenty large cities of the country have well-run, much-used municipal reference libraries. In addition there are hundreds of bureaus of municipal research, since almost every state has a League of Municipalities which functions as a research agency for its cities, towns and villages. These many municipal reference services have been coordinated in recent years by the American Municipal Association, the International City Managers' Association and many others of similar nature for particular phases of municipal government—all of which have their headquarters in Chicago. Serving them is the Joint Reference Library which may be compared favorably with any state legislative or municipal reference library.

The research performed by these libraries in various types of legislative services is enormous and of great value in making for better government and for a more intelligent administration.



"Far more challenging and thrilling than new territorial frontiers possibly could be are the new frontiers of the sciences and technologies, the frontiers of knowledge that we ceaselessly push ahead of us into the unknown."—W. J. Cameron.

History and Growth of Legislative Reference Libraries

DR. HORACE E. FLACK

Director, Department of Legislative Reference, Baltimore, Maryland

THE Legislative Reference Library as it is known today had its inception in Wisconsin in 1901 through Dr. Charles McCarthy, though the beginnings of some of the work now considered to be a function of such libraries, may be traced to the New York State Library as far back as 1890. In that year there was started the preparation and publication of an index of legislation in all the states, thus making available to the several states information in the field of comparative legislation. The publication of this index has been discontinued. A few years ago a similar publication in a somewhat different form was undertaken by the Library of Congress and is proving to be of great value. This experiment of New York gradually grew into the present very efficient Legislative Reference Section of the State Library. The Massachusetts State Library also rendered certain services which are now generally performed by Legislative Reference Libraries or by the Legislative Reference Section or Division of State Libraries.

It was the success of the Wisconsin experiment, however, that gave real impetus to the work and demonstrated the possibilities of the service in improving generally the facilities for furnishing information for legislators, public officials and citizens. The idea continued to gain new advocates and additional Departments were either established or State Libraries made provision for carrying on legislative reference work in most of the

states. In a *Survey of Legislative Reference Work* prepared by Miss Eleanor Laurent of the Wisconsin Legislative Reference Library and issued by the Council of State Governments in June, 1939, it is stated that in five states no legislative service has as yet been provided and that in thirteen a Library or Historical Society is doing some reference work but so far there is no legislative reference division or any special appropriation for the work. In several other states where a legislative reference division has been established in the State Library or in some other Department, the division only functions while the Legislature is in session, while in others only a single employee is devoting his or her time to legislative reference work.

Bill drafting services have not been as extensively provided for as have reference and informational services. Only about eighteen states provide bill drafting services in connection with Legislative Reference Departments or Libraries. Five other states have provided for it alone or in connection with statutory revision. Bill drafting has been made a function of the office of the Attorney General in about seventeen states. Three states rely entirely on private lawyers, while five others have no provision whatever for this service.

Efforts have been made from time to time to enact legislation creating a Legislative Reference Bureau or Division to render service to Congress. Although no

legislation has been enacted for this purpose, provision has been made in the Appropriations' Bills for legislative counsel to the House and Senate for bill drafting and a Legislative Reference Division in the Library of Congress for reference and research work.

There has been no uniformity in the method of establishing the agencies to do legislative reference work. In some instances, an independent department was created, in others the State Library, a division of it or other existing agencies undertook the work. The survey shows that in 1935, there were fifty-two agencies in forty-four states to carry on one function or another and that there were twenty-one types of sponsoring offices empowered to supervise them. Only a few Departments or Bureaus throughout their existence have continued without undergoing one or more reorganizations or material changes. Economy and convenience seem to have been the principal factors in deciding whether or not the work be conducted as a branch or division of the State Library. In a few cases independent agencies or bureaus were later established. There were instances in which an independent bureau or department was not established but the work was assigned to or undertaken by some agency other than a State Library. For example, in Arkansas, the History Commission; in Alabama, the Department of Archives and History; in Louisiana, the Library Commission. In Texas the Library and Historical Commission first undertook the work, which later was transferred to the State Library. In West Virginia the work was carried on for a while on a voluntary basis.

There has been considerable variation in the method of appointing the person to direct legislative reference and bill drafting when they did not function as a part of the State Library. In some states the Governor makes the appointment, in some the Attorney General and in others

the appointments are made by specially created boards, by ex-officio boards or by other officials or boards. In order to guard against political appointments, a few states have prescribed definite qualifications for the Director. In most states the full time employees of the Department are appointed by the Director for indefinite terms thereby tending to permanency of tenure. Generally the assistants include stenographers, clerks, persons with library training, lawyers for bill drafting and sometimes persons trained in political science or economics. The survey made by Miss Laurent states that Dr. McCarthy was of the opinion that the Director should be a man of tact and of engaging personality; one who understands human nature, can work with people, hold their confidence and cooperate with those of diametrically opposed views or politics without entangling himself with either side. Professor J. H. Leek was quoted as saying: "He should have all the attributes of a politician without being one." Of course the ideal person thus described is rarely if ever secured.

Soon after the demonstration of the value of the Wisconsin experiment, some public spirited citizens of Baltimore City conceived the idea that the same kind of work would be of great use to cities. As a result of their efforts, an Act was passed by the Legislature of Maryland in 1906 creating the Department of Legislative Reference for the City of Baltimore. The Department was created on a permanent basis and in order to remove it from political control and its personnel from the danger of change when there was a change in party control of the City Government, the Department was placed under a board consisting of the Mayor, the City Solicitor, the President of the Johns Hopkins University, the President of the Municipal Art Society and the President of the Baltimore Association of Commerce. The Act also contained a provision that the Director of the Depart-

ment should only be removed on account of incompetence or neglect of duty. In addition to serving the Mayor, members of the City Council, other City officials and the public generally, it was also the duty of the Department to furnish information to members of the Legislature from Baltimore City and to aid them in drafting legislative bills. As a result of this work over a period of years, an act was passed in 1916 providing that the Department should perform similar services for the Governor, the members of the Legislature and State officials, but no change was made in the organization of the Department. This act also provided that the Department maintain an office in Annapolis during the sessions of the General Assembly and made a small appropriation for the additional duties imposed. This seems to be the only Department which serves a State and a City, rendering similar services to each. Practically all ordinances for the City Council of Baltimore are prepared by the Department as well as the vast majority of the bills for the General Assembly.

Following the establishment of the Baltimore Department, many large cities established Municipal Reference Libraries, some of them being a branch of the Public Library and others a separate and independent agency of the City Government. These libraries have demonstrated their usefulness and have generally expanded and extended their services. It has not been the general practice of the Municipal Reference Libraries to draft ordinances for the City Council. They have primarily devoted their activities and efforts to collecting and indexing information for the use of the municipal officials and the general public. Compilations are frequently prepared on important subjects at the request of officials, thereby rendering the information collected more useful and valuable.

Most of those who have given study to the subject are of the opinion that

bill drafting should be combined with that of reference work in order to secure the best results. The information or reference service is of considerable value to the officials and legislators, but it serves its greatest usefulness when placed at the disposal of the staff in preparing legislation.

The reference work is carried on between, as well as during, sessions of the Legislature, while the function of bill drafting is limited almost exclusively to legislative sessions. The primary purpose of the reference service is to collect information upon which to base legislation or to guide or aid administrative officials in performing their duties. As a result, the Legislative and Municipal Reference Libraries have highly specialized collections, much of which may be composed of ephemeral or temporary publications and reports on current questions, some of it in typewritten form. The material thus collected is indexed in considerable detail in order to make all pertinent data available for quick reference and use.

Next to collecting and supplying information on current legislative subjects and public questions, the most important function performed by the reference section of the Bureau is the keeping of a subject index of all bills introduced in their own legislatures and a complete file of the actual bills as introduced and printed or reprinted during passage. In many cases, there is an index file showing the committee reference and every report, reading or other action by the Legislature. This is of great value in answering inquiries during the session, for many citizens are interested in knowing the status of the bills. The index of legislative bills is also of value in succeeding years in connection with drafting similar bills. For example, Wisconsin has a detailed index of all bills introduced there since 1898 and Maryland has an index of all bills introduced there from 1904 to 1941, inclusive. The Maryland Department

also has an index of the Baltimore Ordinances introduced from 1907 to date.

Some of the Reference Bureaus publish weekly bulletins during the sessions showing the status of all bills, while others issue a pamphlet after the close of the session giving a brief outline or synopsis of the bills actually passed. It has been the practice in some states for the Reference Bureau to work in cooperation with special commissions or committees.

A new agency to work with the State Legislatures has recently been created in some of the states—namely, the Legislative Council. This is not the place to describe the functions of this Council, but it may be stated briefly that its principal purpose is to have a continuing group, sometimes composed entirely of members of the Legislature, to study legislative problems and prepare research reports and legislative bills for submission at the next session of the Legislature. The Legislative Reference Bureaus generally cooperate very closely with the Councils, and in at least one instance (Maryland), the Director of the Department of Legislative Reference was made ex-officio the Secretary and Director of Research of

the Legislative Council. This not only results in economy but also adds to the efficiency and usefulness of each agency.

The Council of State Governments, with headquarters in Chicago, is rendering a great service to the Legislative Reference Bureaus in many ways, particularly by the publication of bulletins listing valuable current publications, compilations and reports and by collecting and distributing numerous pamphlets of interest.

The Legislative Reference Departments no doubt have not accomplished all that their sponsors hoped or expected, but they have rendered and are rendering important services. When properly established, such departments will grow in value. With the establishment of a central department or bureau in Washington with sufficient personnel and funds to cooperate effectively with the several State Departments, a new era of usefulness will come.

It is interesting to note, in closing, that the Legislative and Municipal Reference Libraries were active in sponsoring and organizing the Special Libraries Association.

Legislative Reference—Perspective and Detail¹

DR. ERNEST S. GRIFFITH

Library of Congress, Legislative Reference Service, Washington, D. C.

WITH more than half of the industrialized and so-called civilized world under the

heel of dictators, this is obviously the time for the remaining democracies to take stock of their institutions. It is of no service to the cause of democracy to suggest that "all is well." The possibility is a strong one that the change of so many nations from democracy to dic-

¹Address before the Joint Meeting of the Commerce, Financial, Social Science and Public Business Librarians Groups at the Thirty-third Annual Convention of Special Libraries Association, Hartford, Connecticut, June 18, 1941.

tatorship indicates certain fairly fundamental weaknesses in democracy as it has been conceived in the past. A blind devotion to specific institutions, however long established, may well *contain within* it the seeds of destruction of even those institutions which deserve to remain.

Let me say at the outset that I believe in democracy with *all my heart*. I believe in the basic political philosophies of our Republic and in the potential adaptability of its major institutions to a changed order. It is as a friend that I ask you to consider with me certain aspects of our governance wherein it seems to me we are falling short.

TREND TOWARD SPECIALIZATION

For a long time we have been accustomed to think of government as consisting of the legislative, executive and judicial processes. Without taking the time to elaborate its relationship to these processes, it is becoming increasingly apparent that the process of fact finding and research is of transcendent importance and cuts squarely across all three processes aforementioned. Why this is so is only too clear. It is virtually impossible to exaggerate the magnitude of the strain to which government all over the world is subjected because of the increasing specialization of a technological age. In every state this has resulted in the proliferation of bureaus and departments by the hundreds,—so much so that there is scarcely an aspect of human life or a special interest in the body economic that does not have its counterpart in an administrative agency in the body politic. Each such agency necessarily concerns itself with but a small segment of our national life, and the agency does not exist which can encompass and coordinate the total picture.

If the problem is serious in the executive arm, the effect on the traditional legislation is catastrophic. Every day

congressmen are confronted with problems so complex, so specialized, so technical and so varied that an informed opinion is out of reach by any ordinary method; yet it is the responsibility of the Congress of the United States to determine policy in all fields. Consequently, it becomes a matter of major importance to examine or re-examine the processes of fact finding and research as it is related to such policy formation.

RECONSIDERATION OF THE ROLE OF CONGRESS

Thus far in our discussion the situation as outlined may be duplicated in every democracy, past and present, which has reached a certain stage of industrialization. However, these generalizations should be applied more specifically to our American scene, where separation of powers is an integral part of the constitution. The traditional but now quite naive picture assigns to Congress the legislative role and to the President the role of carrying out congressional mandates. It is more correct now to say that the basic ideas for legislation are formulated in the administrative departments and reach Congress with their main features already determined. In many instances this extends to an actual drafting of the bills, but it is still the more usual situation for Congress, through its committees, to assume the responsibility for such drafting. Moreover, many of the measures are couched in broad general terms of grants of power and statements of objectives, and the actual substantive or operative legislation appears in the detailed regulations and orders authorized by the act itself. All this is fairly well known to the initiated, although a conspiracy of silence largely conceals it from the uneasy layman. The fact seems to be that the position of the legislature is seriously impaired. I do not suggest that this impairment will reach the stage of the French Chamber of Deputies, where public

confidence was so undermined that little or no resistance was felt when its abolition was proposed. I do say, however, that certain aspects in the prelude to this abolition can be duplicated in our American experience. Those of us who cherish our basic institutions should not only be alert to defend them, but persistent in our search for ways and means to make them function more effectively. This latter approach is incomparably the best assurance for their survival.

Frankly, I believe we should consider the question of a rethinking of the actual roles of Congress and the Administration. We should recognize that the questions of the present day are for the most part technical,—technical in the same sense that a question of public health or a question involving construction engineering is technical. Full recognition of this fact will suggest that conscious and concerted thinking must be directed toward the agencies which should perform the fact finding process for Congress. The functions of Congress become primarily to educate the public through debate and discussion, to serve as a review body to pass upon the acceptance or desirability of specific proposals, and finally to assure that the springs from which the ideas and measures emerge is neither poisoned nor tainted. These roles are enormously important and in their skilled performance lies much of the future hope of democratic survival. It is obviously not for me in my particular position to suggest the types of the existing activities of congressmen which might profitably be yielded so that the functions suggested above might be the better performed. They are reasonably obvious.

DEVICES FOR RESEARCH

Existing rituals of fact finding and research, so far as I have been able to discover, have at no time been consciously and consistently examined and thought through by either House of Congress. For

the most part, these results have been the joint product of accident and necessity rather than the outcome of deliberation. It is difficult to classify the various devices, inasmuch as so much of the process of fact finding is quite informal rather than in accord with any specific ritual. However, four main types may be usefully distinguished. These are:

- (1) Informal contacts and pressures,
- (2) Hearings, debates and investigations,
- (3) Administrative findings,
- (4) Legislative reference.

For the most part, no description of these is necessary. The informal contacts and pressures vary all the way from letter writing, lunches, interviews and even to listening to commentators on the radio or reading them in the press. The various forces of opinion which make up the elaborate and complicated pattern of the American public mind are increasingly focused upon the American Congress. Out of these come a series of impressions and mind sets which play a major role in the education of the legislator. The most highly developed ritual of fact finding is that of the congressional hearing, either before a standing or a special investigating committee. With this should be coupled the debates on the floor of both Houses. The enormous emphasis placed on these devices in one sense may be regarded as evidence of the strong coloration given to both Houses by a predominance of the legal profession in their membership. Legal rituals are largely rituals of conflict and cross examination. It is assumed that if interested parties on both sides of a given measure are heard, out of such debate the public interest will emerge. The weakness of the method lies in the fact that it tends to give an exaggerated importance to clauses affecting special interests and also to the relative absence in such a procedure of any provision whereby the effect of a

given measure on the Nation as a whole can be clearly brought out.

Included in the material presented at the hearings is usually material originating in the third source, the administrative agency. Ostensibly this material is presented from the point of view of the public, and in many—and perhaps most instances—this is in fact true. I suppose, for example, there would be little question raised of motive in presentations of the U. S. Public Health Service. On the other hand, we must also recognize that many agencies are specifically created to look after the interests of a limited clientele and to that extent they serve as proponents of the clientele rather than of the public at large.

ROLE OF LEGISLATIVE REFERENCE SERVICE

It is here that it may be worthwhile to consider the peculiar role of legislative reference services. This is best understood if we consider it over against the role of the research arm of one of the administrative agencies.

Let me say at the outset that I believe it would be a terrific mistake and an inexcusable waste of funds if a legislative reference service attempted to duplicate the research staffs and equipment of the major bureaus. In the field of agriculture, for example, the Bureau of Agricultural Economics has a professional staff running into the hundreds, all of whom are specialists. Other hundreds are devoting their time to study of various phases of the labor problem in the several agencies concerned. The Department of Commerce, the Federal Reserve Board, the Interstate Commerce Commission and many other agencies are maintaining similar staffs of high competence to consider the problems of business. All this is as it should be; and the findings of these staffs most emphatically should be available to Congress and the general public. Furthermore, no legislative reference service can or should attempt to

have the intimate contact with the day to day problems in the field which these administrative agencies possess by virtue of the ordinary activities with which they are charged. When I consider the skill and devotion to duty of the tremendous field staffs of the Department of Agriculture, I sometimes wonder whether we should not all capitulate and allow the Department of Agriculture rather than Congress to govern our farm population. Almost, but not quite!

There are certain serious limitations which make such a capitulation unwise if not fatal in a democracy. In the first place, however high the standard of scholarly equipment of the individual researcher in the administrative department, the fact remains that on the major controversial issues the President of the United States and the Cabinet Officer in charge have both taken a public stand. I do not mean that this stand would necessarily affect the integrity of the research. I do mean that it most certainly affects its availability to Congress. For example, it has been almost impossible recently for congressmen to secure anything from government departments on the problem of strikes in labor disputes that does not coincide with the point of view of the President. I am not arguing for or against this point of view. I am only using this as an illustration of an inherent limitation and perhaps a grave danger in an inclusive reliance upon administrative research on the part of Congress. By way of contrast, it is necessary for the very survival of a legislative reference service that it be unbiased in the presentation of its material. It serves both parties equally. It does not itself draw conclusions. Its characteristic function is reference analysis. At its highest and best a legislative reference service assembles, digests and synthesizes all the available material on a public question, presenting the arguments pro and con, giving a symposium of the views of authorities on probable effects and point-

ing out the possible implications for the public interest of various solutions. This reference analysis takes into account and uses the research done in the administration. It also uses the research carried on by private agencies—universities, trade associations, labor unions or what you will. It points to gaps in relevant material and to the experience of other nations. In other words, it acts as the true agent of a legislature whose function it is to weigh all sides intelligently.

Moreover, with the best will in the world there are certain vested interests within the administration itself. These vested interests may be of the type of the French General Staff, where a conservative clique ruled and where France fell as a consequence. The course of history might well have been changed had the French Chamber of Deputies been in possession of a research arm of its own instead of having to rely exclusively upon the findings of one of the executive departments. Moreover, an administrative agency would be more than human if it were not convinced of its own significance and if it did not believe that the welfare of the nation would be furthered by expansion of its activities. This points to a second danger. For example, the expansion of British central activity at the expense of the local units in the field of education, can be traced at least in part to the zeal of the central administrative office in presenting its case to the British Parliament. This may or may not be wise, but the vitality of our states and cities in the educational field would point to certain values still inherent in local self-government. Such a point of view could and should be included in a legislative reference service report, for the service aims at completeness and is not in itself advocating any particular point of view. Finally we must call attention again to the limitations which an administrative research agency faces due to the fact that it usually has a specialized clientele and

deals with a specialized field. The bias here can be all the more dangerous since it is unquestionably sincerely held. It is at this point that legislative reference service can bring to bear its more general view on public questions.

Does all this mean that I advocate that a legislative reference service should set itself up as a rival agency to the administration? By no means. Such a danger is to some extent inherent in the situation, and it takes great wisdom and forbearance on our part and on the part of the administrative agency to avoid it. Let me underscore the fact again that we are not rivals in research, but we play our own role as a corrective in reference analysis. It is not our function either to differ or to agree with an administrative agency; it is our function to set the findings of that agency in the larger setting of the findings of all research agencies and the opinions of all competent persons.

I spoke at the beginning of the survival of our American institutions. Among these institutions, our founding fathers conceived of checks and balances as essential to our government. As we look over the history of our Nation we see many instances where checks and balances have degenerated to mere obstacles and conflict; but we also see many other instances in which they have served not merely as a wholesome corrective of bias but as the guardian of the abiding welfare of our people. The Twentieth Century meaning of checks and balances is not that government is an evil thing and should be hemmed about with all kinds of restrictions. It is rather that government must not and should not be arbitrary; that government in all its major decisions, whatever the branch, should be required to give reasons. Such a requirement is a major measure of assuring the responsibility of government to the governed and is one of the pillars of a streamlined democracy.

Legislative Reference Service in a Law School Library¹

MILES O. PRICE

Law Librarian, Columbia University, New York City, N. Y.

YOUR Chairman has asked me to speak of legislative reference services rendered by university law school libraries. Perhaps Columbia Law School, which numbers among its present alumni the President of the United States, the Chief Justice and three Associate Justices of the U. S. Supreme Court (including the next Chief Justice), the Chief Judge of the New York Court of Appeals, as well as a host of other government officials; which has had an endowed Legislative Drafting Fund for thirty years; and which gave to the United States Senate and House of Representatives their first legislative counsel, may not be exactly typical. It is, however, representative of the contemporary progressive law school in that it attempts by various means to prepare its graduates for participation in the arena we call law in action, including public administration. It is also typical since its professors engage actively in aid to legislatures, administrative bodies and other organs of government. It follows that the Columbia Law Library must render appropriate service to these people, and a substantial proportion of that service comes under the classification of legislative reference.

THE LEGISLATIVE DRAFTING FUND

The patrons calling upon us for service are the Legislative Drafting Fund, professors serving the state or nation as members of law revision commissions

and the like, advanced students of legislation and administration and the President of the University. We also frequently serve outside organizations by inter-library loan and in other ways.

Since 1911 there has been an endowed Legislative Drafting Fund at Columbia, the officials of which are on the faculty of the School of Law. To quote from a statement made by its former director, Thomas I. Parkinson, now President of the Equitable Life Assurance Association:

The primary purpose of the fund is research in legislation and administration. This involves the study of technical legal problems such as constitutional limitations on legislative power, the rules for construction of statutes and the force and effect of the existing statute or common law which it is proposed to limit or extend by new legislation. It involves also the study of administrative organization and procedure as a basis for determining the best means of providing for the enforcement of a proposed statute and the extent to which provision for its enforcement should be written into the statute rather than left to the discretion of administrative officials. . . . The drafting of legislation involves much more than matters of form, such as style, arrangement and choice of words. It involves appreciation of the conditions which it is desired to regulate, the means by which the purpose of the regulation can be best accomplished, the administrative organization, powers, duties and procedures which are best suited to the effective enforcement of the proposed legislative and administrative schemes to existing constitutions, statutes and administrative organizations.²

Some typical assignments carried out by the Legislative Drafting Fund are the following: Professors Joseph P. Chamberlain and Thomas I. Parkinson drafted and appeared before Congressional committees in support of the original Federal child labor bill, which was held invalid

¹ Address before the Joint Meeting of the Commerce, Financial, Social Science and Public Business Librarians Groups at the Thirty-third Annual Convention of Special Libraries Association, Hartford, Connecticut, June 18, 1941.

² Columbia Alumni News, Nov. 26, 1915. p. 283.

in the famous case of *Hammer v. Dagenhart*. It is interesting to us at Columbia that the then Dean Harlan F. Stone, a trustee of the Legislative Drafting Fund and a proponent of the bill, a quarter of a century later delivered the majority opinion of the Supreme Court in the *Darby* case, holding constitutional a substantially identical statute.

Professors J. P. Chamberlain and Noel T. Dowling formed a special committee appointed by the Senate and House of Representatives in 1925 to examine and testify concerning the then proposed "Little Code" revision, upon which half a million dollars had been spent. As a result of their condemnation this code was shelved and a contract entered into with the West Publishing Company and the Edward Thompson Company for the revision now known as the United States Code. Joseph P. Chamberlain, the present Director of the Fund, as counsel for the New York City Charter Commission drafted the Charter now in force. Noel T. Dowling in cooperation with a lawyers' committee, drafted the bill and worked out the plan for state conventions to repeal the 16th Amendment to the Constitution. The Fund in 1915 prepared for the New York State Constitutional Convention Commission the *Index Digest of State Constitutions*, the standard reference work of its kind until superseded in 1938.

It is not generally realized that it was as a result of a demonstration by the Legislative Drafting Fund before Congressional committees, that the offices of Legislative Counsel were established in the Senate and House, the first incumbents being selected from its personnel. Special opportunities now are offered to advanced students in the Law School who desire to study legislative methods or to carry on research work in connection with the study of administration and legislation. Graduate students sometimes

write their dissertations on subjects connected with legislation.

Professor Paul R. Hays of the Faculty of Law, has handed me the following memorandum on how the Law Library functions in cooperation with the Legislative Drafting Fund, and I am reproducing it in full here, in the belief that the work he describes is fairly typical of much that is done in other law school libraries.

The activities of the Drafting Office can best be described perhaps by listing those projects with which I have been concerned during the five years I have been connected with the office. The most important of such projects are:

1. A study of the legal status of group health associations in the 48 states and the District of Columbia, and the preparation of statutes legalizing the activities of such associations. (Conducted for the Twentieth Century Fund.)
2. A complete revision of the Banking Law of the State of New York.
3. The preparation of a study of the activities of Federal administrative agencies from the point of view of procedure.
4. Preparation of studies and statutes for the New York Law Revision Commission on the subjects of consideration and the Statute of Limitations.

The prosecution of these projects has involved extensive use of the available materials in the library. Aside from official reports of cases, it has been necessary to consult the statutes of all the states on some of these subjects, and it is particularly important that we have the Session Laws so that we can be sure that the statutory material is strictly up to date. In addition to the statutes proper, we have found it constantly necessary to have extensive material on legislative history, particularly for the Federal Government. The reports of committees of the Senate and House, the *Congressional Record*, and the reports and recommendations of executive officers of the Government as to the enactment of new statutes must be available for frequent reference. Insofar as similar materials are available for State Legislatures, they are also of use to us. It is most unfortunate that more such material is not published. As it is now, we usually have only such recent material as reports of Law Revision Commissions and judicial councils.

The statutes must be supplemented for our purposes by a complete set of the rules and regulations of administrative bodies, both Federal and State, insofar as such rules and regulations are published, and by the Annual Reports of administrative bodies and executive officers.

In the field of unofficial material, of course, law reviews are necessary, and the *Law Review Index* must be supplemented by the work of the Reference Librarian in assembling materials for specific projects. The Reference Librarian is even more important in the field of texts and discussions in books of the subjects studied. Particularly useful is the watch kept by the Librarian over new material published during the course of such studies.

For studies such as those undertaken by the Legislative Drafting Office, and in fact for any studies concerned with legislation, non-legal material must frequently be consulted. The necessary non-legal material is both statistical and descriptive in character. For example, in the preparation of certain recommendations as to legislation on labor in the territory of Hawaii, not only was it necessary to

get a complete picture of labor legislation throughout the United States, but descriptions of the evils encountered and the success of the legislation enacted to meet these evils had to be obtained largely from material not strictly legal in character. A great deal of statistical material, not only pertaining to Hawaii itself but also to labor conditions in continental United States, was required as a basis for recommendations as to new statutes.

It is frequently necessary even to go outside the United States into what is usually called comparative law material in the search for models and suggestions for legislation in this country. English material is constantly consulted, but it is not at all unusual to take into consideration other foreign materials, particularly French, German, Austrian and Swiss. A recent project of the Drafting Office included an extensive study of the status of the notary public in Germany, Austria, Switzerland and France, as well as a study of legislation in England, and of the reported cases in Scotland.

In summary it may be said that the variety and character of the projects undertaken by the Legislative Drafting Office require the availability of materials in practically every field of law, as well as in many non-legal fields on which law impinges. Probably no other type of legal activity is so universal in its requirements. On the Librarian's part there must be an understanding of the breadth of such requirements. He must realize that legislation involves not only the statutes and the reported cases, but the broadest knowledge of existing conditions and solutions proposed in every part of the world.

PARTICIPATION OF LAW PROFESSORS IN GOVERNMENT

Another major activity which is more typical of the present day law school is the participation of its professors in the actual government of their nation, state or city. They are always being appointed to law revision commissions, administrative boards or to help draft new legislation. For example, Dean Y. B. Smith of Columbia is on the New York State Law Revision Commission, which for the past six years has been making the most exhaustive investigations into the laws of the state, their historical, legal and economic background, their operation and the like. Its publications are a growing monument of legal literature, and much of the arduous research upon which they are based is done at such law schools as Cornell and Columbia. Professor E. W. Patterson of Columbia was appointed Deputy Commissioner of Insurance of the State of New York for the purpose of directing the revision of its insurance code. Professor Roswell Magill has made intensive studies of taxation for the United States and foreign countries.

Professor Paul R. Hays assisted in the revision of the banking laws of the State of New York, the labor law of Hawaii and numerous similar projects. Professor Walter Gellhorn was the director of research for the Attorney General's Committee on Administrative Procedure. Professor Milton Handler has been consultant to the N. L. R. B. and wrote one of the T. N. E. C. monographs. Professors Noel Dowling and C. C. Hyde are frequently called in by the Government for consultation on constitutional and international law matters. Other members of the Columbia faculty and of the faculties of other good law schools are continually being called upon for similar work leading to the enactment of new legislation or resulting from its administration. In these days the law school is far from being a cloistered institution, out of touch with life and reality.

The students at Columbia must write an essay in each of their last two years in law school on legal topics, each essay to take at least 100 hours time to prepare. (In fact they take nearer three times that.) A fair share of these papers are concerned with legislation because of courses in legislation and administrative law.

Last, but by no means least, President Butler of Columbia is vitally interested in legislation and Constitutional law and constantly calls upon the Law Library for material.

LAW LIBRARY SERVICE

It is obvious that these professors, their research assistants and the students must and do come to the Law Library for assistance in their investigations. The aid we give them is of two kinds. First, we attempt to follow the theory of Confederate General Forrest, who believed that victory was achieved by getting "the mostest men there fustest." In other words, we try to have the necessary

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An Appreciation of Law and Reference Libraries¹

THE HONORABLE B. J. MONKIEWICZ

Formerly United States Representative-at-Large, Connecticut

SHORTLY after my election to Congress I became rather apprehensive. Invitations were coming in from all parts of the State and outside of the State requesting speeches and addresses dealing with all types of topics and particularly with Legislation. This is one part of Congressional responsibilities which requires reading, study and research running into innumerable hours. I then and there began to appraise the shortcomings of a small town lawyer suddenly elected to Congress whose reading was confined to his law-books, the headlines in the newspaper and an occasional mystery story. True, a slight dabbling in politics brings one in contact with local, State and Federal issues. But it is one thing to orate on the political platform and quite a different problem to speak to a well informed audience seeking further enlightenment. Sympathetic friends with experience in Washington soon dispelled my fears advocating the use of the service furnished by the Library of Congress.

Older Members of Congress like to recall the days when a Member had no office; when his secretary had to come on the floor of the House before the session began and there at the Congressman's desk in the Chamber dispose of all his mail, outline and prepare speeches and complete other work connected with

his duties. When the session started, the secretary would return to his hotel-room and complete the work that was assigned to him. The mail was signed that night in the hotel. That same night the Member had to do all his research and reading connected with Committees or floor work coming up the next day.

Compare that picture with the situation today where each Member of the lower House has a two-room suite of offices staffed with three secretaries; the Senators have even more spacious quarters and a much larger secretarial staff; yet the fast tempo of a Democracy scarcely gives the Member time to read reports and testimony rendered at Committee hearings running into hundreds of pages. There is also the radio speech to be delivered, the trip back home with a talk to constituents as well as banquets and social functions.

There is no question but that the ordinary Member comes in contact with the Legislative reference service branch of the Library of Congress more than with any other. Curiously enough this important branch of the Library of Congress had somewhat of an obscure origin. For several years before its birth extensive Committee hearings were held. The inspiration came from several States which had created such a service in connection with Legislative work in their respective Legislatures. The State of Wisconsin boasted of particular success and results obtained from the existence

¹ Address before the Social Science Group at the Thirty-third Annual Convention of Special Libraries Association, Hartford, Connecticut, June 18, 1941.

of such a Bureau. Despite all the discussions and deliberations, no agreement could be reached for a definite setup. There was even no special Legislation enacted for this purpose and its first official appearance is found in an Executive, Legislative and Judicial Appropriation Bill passed in 1914 in which the following language appears:

"To enable the Librarian of Congress to employ competent persons to prepare such indexes, digests, and compilations of law as may be required for Congress and other official use pursuant to the Act approved June thirtieth 1906."

This was indeed indefinite and progress was retarded for that reason. In the following year, the authority of the Librarian was defined and the purpose and function of this branch of the organization was clarified in the Executive, Legislative and Judicial Appropriation Bill of 1915:

"... to enable the Librarian of Congress to employ competent persons (to gather, classify, and make available, in translations, indexes, digests, compilations, and bulletins, and otherwise, data for or bearing upon Legislation, and to render such data serviceable to Congress and Committees and Members thereof.)"

This Bill has been called the specification of duties of the Legislative Reference Service and also termed its statutory charter.

The service functioned for about three months during the fiscal year of 1915 under an initial appropriation of \$25,000. The first complete year's record, 1916, showed 756 inquiries. During the next eleven years the inquiries handled averaged 1,138 per year. The appropriations rose from \$25,000 to \$61,530 per year, an average of approximately \$39,500. The inquiries increased during the next four years and averaged 1,791 per year and in the following four years the average in inquiries rose to 2,300 per year and the appropriations averaged \$69,130. There was a steady climb upward in the years 1936 to 1939 and the figures for these years show an average of 5,087 inquiries. The appropriation in 1939 was \$100,490. The last available figures show that the

volume of business rose during the fiscal year ending June 30, 1940. From January to June, inclusive, of that year almost as many inquiries were received as during the entire fiscal year 1939.

The duties of the service did not include bill-drafting. Separate services for this purpose were created in 1919. In this way it differed from the several Legislative Service Bureaus established in the several States. The facilities of the service were designed primarily for Congress, its Members and Committees, although constituents could receive certain information on special request.

I like the way Doctor Evans in his last report to Congress described the motive and the necessity for this service. He said:

"As the relations which lie at the base of the Democratic way of life become increasingly complex and more difficult to comprehend and to regulate, so does the literature of research and controversy become more prodigious and unmanageable, and plain citizen and statesman alike more bewildered. In their predicament they perforce turn to libraries, not only for reading matter, but for the intelligent counsel of those whose business it should be to possess knowledge and to impart it. It is to answer this demand, or the part of it that comes from the Congress of the United States, that the Legislative Reference Service exists."

The scope of the service was most ably described by Mr. W. G. Gilbert in a statement issued and dated December 8, 1938 in which he says the following:

"The field of activity prescribed for the service is as broad as the possible legislation which might be presented in either House. Data for or bearing upon Legislation is the only limitation; and within this field the service is at liberty to respond by translation, index, digest, compilation, bulletin, or otherwise."

The organization is set up with a view to cover inquiries in three general fields; existing law (Federal, State or Foreign), pending and proposed Legislation and statistics and miscellaneous information useful to Congress and its Committees. In addition statements are presented when requested. A former librarian in discussing this phase of Legislative service placed the statements in three categories; statements of fact, statements of law and statements of merits. This particular authority felt that statements

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A List of Manuals of Instruction for Special Libraries

Compiled by ETHEL M. FAIR

Director, Library School, New Jersey College for Women, New Brunswick, New Jersey

THE Training Committee of the Special Libraries Association recently posed a question as to what would constitute an acceptable program of study for S.L.A. Chapters to offer to their members during winter meetings. A committee in the class in Library Service to Adults at the Library School, New Jersey College for Women, took this question during the past semester as the problem for exploration of what a special librarian should know.

The exploration led the students through an investigation of what the purpose of the special library is, of what the collection consists and what the librarian undertakes to do. The committee then critically examined the existing library school curriculum as the students had experienced it, to discover how it would best serve the special librarian in assembling the library's collection and in achieving the library's purpose in terms of the needs of the clientele. The peculiar aspects of special library service as well as those common to most libraries were observed. Then an attempt was made to draft a brief program of instruction which might serve the special librarian "on the job." Many difficulties were encountered, specifically:

The importance of an intensive and an extensive acquaintance with the literature of the particular field;

The importance of foreign languages;

The realization that every library, no matter how specialized, did not limit its inquiries to a single "special" field;

The emphasis put upon the particular highly specialized field by each librarian, which resulted in demand for separate instruction for practically each type of library;

The difficulty of finding qualified teaching personnel; The "aloneness" of many special librarians, making it difficult to be absent from the library for any period of instruction;

The geographic distribution and the remoteness (from professional teaching institutions) of many special libraries making it difficult or impossible to reach an organized study group;

The relatively small number of special libraries in existence from which to draw students, thus creating a financial handicap for the teaching institution in offering highly specialized courses.

This exploration led to the discovery of a considerable number of manuals or handbooks on individual types of special libraries. These had been prepared by individuals or groups concerned with aids in performing the service and, the committee felt, had been too little emphasized in the literature on preparation for special librarianship. Confronted with difficulties in drafting a study program the committee turned hopefully to these manuals. It is with the appreciation of the value of the manuals in providing informal instruction or guidance for the special librarian that they are submitted. It is hoped that attention may be thus called to the manuals and that many librarians looking for guidance in organization and improvement of their service may find in them suggestions for an ideal winter's program of study. The list¹ of manuals follows:

¹ It will be noted that some of the publications were published a good many years ago. If a later edition has been discovered it has been used instead of an older edition. There is no assurance that the publications listed are all in print. The publications marked with an (*) have not been examined but have been included because they have been prepared by authorities which should assure their usefulness. There are other manuals which have been prepared by individual librarians but which have not been published. It is possible for members to borrow these from S.L.A. Executive Office, 31 East 10th Street, New York City.

Aeronautical libraries

Randers-Pehrson and Renstrom, A. G. *Subject headings for the aeronautical index . . . issued in cooperation with the Institute of the aeronautical sciences*. New York, Federal works agency, Work projects administration, 1940. 106 p. (N. Y. City PWA Project #65-1-97-21-W.P.14.)

"Prepared in connection with the current work of indexing periodicals, technical reports, etc., in the Division of aeronautics, Library of Congress, and was first intended only for use in this Division."—*Foreword*.

Archival libraries

Illinois state library. *Catalog rules: series for archives material*. Springfield, Ill., Illinois state library, 1938. 51 p. Mimeographed.

"... Submitted as a tentative code frankly limited to the type of material to be found in one state archival institution, and ... to the cataloging of series."—*Introduction*.

Bank libraries

*McLean, Mary P. *An annotated supplement to the 1937 edition of The Bank Library*. New York, Financial group of the Special libraries association, 1941.

"... selected list of outstanding publications in the financial field issued during the past four years."—*Special libraries*.

Special libraries association. Financial group. *Banking and financial subject headings for bank libraries and financial information files*. New York, Special libraries association, 1940. 98 p.

"... a basic list of headings which are likely to be needed in the average-sized financial library."—*Introduction*.

— *The bank library; a selected list of publications. Library exhibit, American bankers association, Annual convention, Boston, 1937*. [New York Special libraries association, 1937.] 36 p. Mimeographed.

"The Financial Group has made an effort to include material on each of the more important financial subjects, but it has not attempted to list all the good books and pamphlets on each."—*Foreword*.

— *Promotion and publicity methods*. [Available for a three cent stamp from Marion E. Wells, First National Bank of Chicago.]

"Bulletins and lists for the company; for a wider public. Promoting the library for employees; for a wider public. . . Many helpful

ideas which you can at once put to work for your own library."—*Special Libraries*.

Blind, Libraries for the

Chamberlain, Mary C. *Library work with the blind*. 2d ed. rev. Chicago, American library association, 1930. 8 p. (Manual of library economy xxx.)

The collection, the librarian, the work and cooperation with other agencies outlined.

Business libraries

Elliott, Julia Earickson. *Business library classification with index; general edition with expanded section for financial libraries*. Chicago, The indexers press, 1923. 226 p.

"The present classification . . . is designed for books and such pamphlets as are to be classified and arranged with the books."—*Introduction*.

Hyde, Dorsey William, Jr. *Workshops for assembling business facts*. Chicago, American library association publishing board, 1921. 24 p.

"The function of the business library . . . is to collect and to preserve data of value to the business executive and to so organize this information that it will be available for use with a minimum of delay."—*Introduction*.

Krause, Louise Beerstecker. *Better business libraries: talks with executives*. Chicago, The indexers press, 1922. 98 p.

"... helpful suggestions both for public and business librarians."—*Preface*.

Meixell, Granville. *The trade catalog collection; a manual with source lists*. New York, Special libraries association, 1934. 53 p. Mimeographed.

"Trade catalogs and patents constitute the primary source material of technology and industry in so far as such source material exists in print. . . . To the librarian who must struggle with the multitudinous ramifications of trade literature . . . trade catalogs sometimes seem as much of a problem as would a classification . . . of the machines, instruments, and processes which they represent."

Special libraries association. Publication committee. *The special library in business; what a special library can do for a business organization*. New York, Special libraries association, 1936. 16 p. General information and advice.

Chemistry libraries

*Cameron, Grace Kendrick Rigby. *Manual of the literature of chemistry*. University, La., Louis-

iana State University Chemistry Library, 1940. 77 p.

"A handbook which covers the entire field of chemical literature in a simple systematic way."—*Special libraries*.

—, comp. *List of subject headings used in the library of the Audubon sugar school, the Department of chemistry, and the Institute of industrial research, College of pure and applied science, Louisiana state university*. Baton Rouge, La., Louisiana state university, 1936. 52 p. (School of library science series no. 1.)

"The list is based primarily upon use and aims to include the various branches of chemistry and also those subjects of special interest to Louisiana in the industrial fields in which chemical processes play an important role."—*Introduction*.

Church libraries

Althoff, Leona Lavender. *The church library manual*. Nashville, Tenn., Sunday school board of the Southern Baptist church, c1937. 137 p. Illus.

"The easiest, most accurate and most practical plan for church libraries is to employ methods of other libraries, simplified and adapted for church library use. Such are the methods given in this manual."—*Preface*.

Foote, Elizabeth Louisa. *The Church library; a manual*. New York, The Abingdon press, c1931. 63 p. Illus.

"...intended for the pastor, librarian, school superintendent, director of religious education. ... It aims to bridge the gap between the old-time Sunday-school library and the new church library which is along the lines of the public-school library."—*Preface*.

Dental school libraries

Bowler, Inez. *An elementary manual of dental library practice*. Ann Arbor, Mich., University of Michigan press, 1932. 181 p. Illus.

"...prepared ... with a view to aiding persons who are required to take charge of the library of a dental school and who have not had the opportunity to study in a library school. ... Of course this manual will not take the place of formal study under competent direction."—*Preface*.

Education libraries

Pettus, Clyde Elaine. *Subject headings in education; a systematic list for use in a dictionary catalog*. New York, Wilson, 1938. 188 p.

A classified list of "specific subject headings. . . worded in terms familiar to the educator."—*Explanatory introduction*.

Voegelein, Lily Belle. *List of educational subject headings prepared . . . for the Committee on the classification of materials of the National education association Commission on coordination of research agencies*. Columbus, Ohio, Ohio State university press, 1928. 337 p.

"The primary use of this list is for purposes of indexing educational material."—*Foreword*.

Garden libraries

Clelland, Marjorie Bolton. *Classification scheme for a garden center library of books on horticulture and its many related subjects*. Cleveland, Garden Center of Greater Cleveland, 1940. 15 p. Mimeographed.

"Developed by . . . Librarian of the Garden Center . . . who found the Dewey System unwieldy for such a collection."—*Special libraries*.

Historical libraries

Ormerod, James. *How to catalogue a local collection*. Birmingham, Eng., Cambridge, 1933. 35 p. Illus.

"This book deals with the cataloguing of local collections not with their classification."—*p. 3*.

Hospital libraries

Hospital book guide. v. 1, no. 1, Jan., 1940. Chicago, American library association, 1940. Mimeographed. \$1 a year.

Jones, Edith Kathleen. *Hospital libraries*. Chicago, American library association, 1939. 208 p. Illus.

"Instead of the contemplated revision of *The Hospital Library*, A.L.A. 1933, it has become an entirely new book."—*preface*. Partial contents: Books and therapy; Types of hospitals and forms of service; The hospital and the librarian; Organization and routines; Professional libraries.

Insurance libraries

* Handy, Daniel N. *The creation and development of an insurance library; 2d and rev. ed.* New York, Special libraries association, 1941. 44 p. (Bibls.)

"To those who are considering the formation of an insurance library, suggestions are offered as to its organization, physical layout, personnel, classification and sources of information; together with lists of books covering all classes of insurance recommended for immediate purchase."—*Foreword*.

Law libraries

Beardsley, Arthur Snyder. *Legal bibliography and the use of law books*. Chicago, Foundation press, 1937. 514 p. (University textbook series.)

"For a long time there has been a demand for a . . . treatise on the use of law books which would be helpful to the lawyer, student, and teacher, alike. Such a treatise would serve both as a manual for reference use and a treatise for classroom instruction."—*Preface*.

Columbia university. School of library service. *Syllabus for the study of law library administration for use in connection with Library Service 5138*; prepared by Miles O. Price. Preliminary edition. New York, School of library service, Columbia university, 1937. 103 p. Mimeographed.

Topical outline, readings, questions for study and discussion, assignments and problems.

Dabagh, Thomas S. *The mnemonic classification for law libraries*. Berkeley, Calif., University of California press, 1936. 62 p. Mimeographed.

"The mnemonic classification for law libraries seeks to provide a complete, standard scheme of arrangement suitable for all collections of law books in this country."—*Foreword*.

Kaiser, John Boynton. *Law, legislative and municipal reference libraries; an introductory manual and bibliographical guide*. Boston, Boston book company, 1914. 467 p.

"... an introductory manual and bibliographical guide to the materials and methods of three types of related special libraries."—*Preface*.

Motion picture libraries

Gledhill, Margaret, and Christeson, Frances. *Classification scheme for motion picture collections*. Hollywood, Calif., Academy of motion picture arts and sciences, 1455 N. Gordon Street, 1941. 16 p. Index.

"An expansion of Dewey seemed the most logical choice of several systems available and we have therefore followed this scheme as closely as possible."—*p. 1*.

"It should be noted in using the enclosed Classification that the starting point has been the Motion Picture Industry itself rather than the wide field of general knowledge, and that the continuity of numbers will seem most logical in collections devoted primarily to the study of films. Libraries having only extensive holdings in such allied fields as visual education or still photography for example, will probably prefer to keep to the regular Dewey tables because such

collections within the ordinary library are best related to the majority use rather than to special applications of the subject."—*Letters from authors*.

Music libraries

Music library association. *Subject headings for the literature of music (from the Library of Congress Subject Headings used in the dictionary catalogues of the Library of Congress, third edition, and supplements to date)*. Rochester, Music library association, 1935. 37 p. Mimeographed.

Available from Miss Barbara Duncan, Eastman school of music, Rochester, New York.

Music library association. Committee. *Code for cataloguing music: Preliminary version issued by chapters. Chapter 2: Title*. n.p. 1941. 22 p. Mimeographed.

Available from Miss Gladys F. Chamberlain, 121 East 58th street, New York City. Price 40 cents. Complete code is expected to be published by the American library association.

"The cataloguing of music is not different in principle from the cataloguing of books. In the *Code for Cataloguing Music* the rules for author entry are but an extension of general rules for author entry. In all that has to do with titles, however, music presents peculiar difficulties, and rules for the establishment of titles must be developed in far greater detail than is required in the case of literary works or other classes of books. . . . If these rules seem to be unduly detailed and complicated, it is only because of the nature of the material to be dealt with."—*Preface*.

National defense libraries

**Proposed list of subject-headings relating to war*. New York, the *Legalist*, Room 932, 120 Broadway, 1941. Mimeographed. (Supplement to the June issue of the *Legalist*.)

*Special libraries association. Financial group. *War and national defense*. Chicago, Financial group, Special libraries association, c/o The first national bank of Chicago, 1941. (Financial group *Bulletin*, January 1941.)

Partial contents: War subjects headings; War and national defense subject headings.

Newspaper libraries

Desmond, Robert William. *Newspaper reference methods*. Minneapolis, University of Minnesota press, 1933. 229 p. Illus.

"... a manual for librarians in newspaper and other special libraries . . . also designed to help newspapers, particularly the smaller daily and

weekly papers, in organizing or reorganizing their libraries... written from the viewpoint of a newspaper man."—*Preface*.

Nursing school libraries

National league of nursing education. Curriculum committee. *Basic book list: books suggested for purchase for libraries in schools of nursing*. New York, National league of nursing education, 1937. 69 p.

"The list submitted... is not intended to be exhaustive... It is intended to represent the foundations for a moderate-sized nursing school library, not including the books that would be selected for general cultural or recreational reading."—*Foreword*.

— *A library manual for schools of nursing*. . . New York, National league of nursing education, c1936. 264 p.

"It is hoped that [this little handbook] will give nursing schools some of the necessary tools for developing their library service on a modern professional basis."—*Preface*. Includes classification scheme and list of subject headings.

Prison libraries

American library association. *The prison library handbook; prepared for the Committee on libraries in correctional institutions of the American library association and the Committee on education of the American prison association*. Edith Kathleen Jones, Editor-in-chief. Chicago, American library association, 1932. 181 p. Illus.

"A guide to the untrained librarian in organizing an institution library. . . . Library techniques can be stated, but for the finer service of book to man there are no rules."—*Foreword*.

Jones, Perrie, comp. *2500 books for the prison library*. Minneapolis, Harrison and Smith, 1933. 72 p.

"This purchase list could well be considered a supplement to the *Prison Library Handbook*."—*Foreword*.

Public administration libraries

*Special libraries association. Social science group. Committee. *Public administration libraries; a manual of practice*. Chicago, Public administration service, 1313 East 60th street, 1941. (PAS publication #75.)

"An entirely new work, but including and expanding the publication issued under the same title in 1934. Lists basic source materials, reference works, special treatises, subject bibliographies. Suggests how to acquire new materials, how to equip the library, how to give the collection physical care, how to manage budgets

and finance, rules to guide the inexperienced."—*Announcement*.

Social welfare libraries

Special libraries association. Social science group. Committee. *Social welfare; a list of subject headings in social work and public welfare*. New York, Special libraries association, 1937. 63 p. Mimeographed.

"This compilation is offered to meet the need for a compact and comparatively up-to-date list devoted to the field of social work. It is not meant to supplant standard aids, such as the periodical indexes, but only to integrate the more important terms. . . . The list was prepared as an auxiliary tool, to meet the needs of the special library, departmental collections in public and university libraries, and social agencies."—*Introduction*.

U. S. Federal security agency. Social security board. *Selected list of subject headings, used in the . . . library*. Washington, U. S. Social security board library, 1941. 335 p. Mimeographed.

"The passage of the Social Security Act . . . was followed by a large volume of literature dealing with . . . 'public assistance,' 'unemployment compensation,' 'old age insurance,' etc. It soon became apparent that existing lists of subject headings were not adequate for cataloging the . . . collection. The list . . . was prepared to fill this need."—*Foreword*.

Special libraries (general)

Johnston, Richard Holland. *Special libraries*. Silver Springs, Md., The author, 1931. 27 p. Descriptive of the movement for special libraries.

Thornton, John L. *Cataloguing in special libraries; a summary of methods*. London, Grafton, 1938. 268 p. Illus.

"... a concise guide to the methods of cataloguing in use in special libraries, the term 'special' being used in the broad sense to include all other than public and county libraries. In addition, the commercial and technical departments attached to certain public libraries are represented."—*Preface*.

Theological libraries

Pettee, Julia Ensign, comp. *List of theological subject headings*. New York, Union theological seminary, 1924. unpaginated. Mimeographed.

"... headings actually in use in the catalogue [of the Union theological seminary] supplemented by forms gathered for other dictionary catalogues."—[*Foreword*].

Order Work in a Special Library

By BERNARD L. FOY

Order Unit, Technical Library of the Tennessee Valley Authority, Knoxville

THE Order Unit of the Technical Library of the Tennessee Valley Authority is responsible for several essential functions in the organization of the Library. It acquires books, pamphlets, documents, ephemeral material, newspapers, periodicals, photostats, and microfilms for the Library as economically and quickly as possible. The selection and ordering of publications requires that the library staff keep abreast of the current releases of all publishers, particularly in the fields of TVA interest. The order librarian's knowledge of the Authority's program enables him to anticipate the demands for certain publications. He cannot wait for announcements to appear in periodicals and other sources of information because members of the Authority invariably ask for publications or information immediately after reading these magazines.

As pointed out in a recent article in the *Library Journal*,*

"Our acquisition work is centralized. All materials for the Technical Library, the Chattanooga branch, the legal library, the fertilizer laboratory, and all other depository collections are secured through the Technical Library. The same holds true even for those books and library materials required for office use and which would not properly become a part of the Library's basic collection. This practice is of much benefit to the Technical Library, for it is essential that we have a knowledge of all source material within the Authority."

* Bauer, Harry C., *The Technical Library of the Tennessee Valley Authority*. In *Library Journal*, 64. February 15, 1939, p. 137.

Requests for material to be purchased come to the Library by interoffice memoranda, telephone, or by person, and are directed to the attention of the Technical Librarian, who determines whether the items should be purchased. Approved requests are then given to the order librarian to complete the necessary order information and issue the purchase requisition.

With an organization as large as the Tennessee Valley Authority, it is possible to have a centralized procurement division. To this division are sent all purchase requests for the Authority. Each library requisition contains the complete order information for each item that appears on the order card. Suggested sources are given to enable the procurement division to handle the orders expeditiously. Requisitions are issued in quadruplicate, one copy being retained for the library file. When the procurement division places a request, it sends two copies of each purchase order to the Library, one copy of which is attached to the purchase requisition, and the other copy is properly executed upon receipt of the material and placed in the proper channels for payment.

The orders received file is used as a partial catalog and circulation record for specifications and reports not cataloged, which are sent to the various departments on an indefinite loan. Instead of preparing a charge out record for this material at the circulation desk, a notation is made on the face of the order card indicating the date sent and location of each item.

In order to provide an accurate record of the historical growth of the Library as well as an inventory record, all books and important pamphlets are accessioned.

Our pamphlets and periodicals are used more extensively than our book collection, and one of the duties of the order librarian is to keep the pamphlet collection as up-to-date as possible. The material in this file is either solicited or purchased from the numerous manufacturers, societies, and organizations working in the special fields of TVA interest. There are some 33,000 pamphlets in the collection now. A brief author card is made for each pamphlet, indicating the subject under which it is filed. All of these pamphlets can be located either in the file by subject, or by author through the pamphlet catalog.

Microfilms and photostats are used rather extensively in the Authority's fertilizer laboratory. These requests, which come to the Library by memoranda, are filled by purchase from the various government libraries in Washington through the TVA representative there. After the microfilms are received and checked by the Technical Library, they are forwarded to the laboratory where each microfilm is numbered in order of acquisition with india ink applied to the surface of the film which has been scarified by use of an eraser. The author, title, and reference of each article is entered in a book in order of acquisition. Cards are typed showing author, number, and subject, and filed under the author. The microfilms are then filed consecutively and stored in standard mailing boxes.

The procedure for handling photostats is practically the same as for microfilms. Photostats are trimmed and stapled in file folders when received at the laboratory. Each folder shows the author, title, reference, and acquisition number. The author and title of each article is entered

in a book in order of acquisition. Cards are typed in quadruplicate and filed according to author, subject, reference, and language. The folder is then filed by acquisition number in a standard letter file cabinet.

Since the work of the Authority extends throughout the Tennessee Valley, it is essential for the Library to secure all the available state documents from the seven Valley states; namely, Alabama, Georgia, Kentucky, Mississippi, North Carolina, Tennessee, and Virginia. These documents are recorded and filed in their respective state files.

The government documents file in the Library consists of a selected list of publications dealing directly or indirectly with the work of the Authority. Mr. Miller discussed the problems of acquisition and file revision in his article in *Public Documents*, 1938.*

The Order Unit handles approximately 150 newspaper subscriptions and 500 periodical subscriptions yearly for the Authority. The newspapers are purchased in connection with the preparation of the TVA News Index. Periodicals are probably the most used material in the Library. Consequently, it is desirable to preserve them in the most economical method possible. Since our binding fund is limited, only the most important mechanical, civil, electrical, and chemical engineering periodicals are bound in permanent bindings. The remaining periodicals are collated and filed in inexpensive pamphlet cases and arranged alphabetically on our back file shelves. This arrangement is proving quite satisfactory, since it eliminates the unsightly appearance of the current periodical shelves, and at the same time leaves all periodicals readily accessible.

*Miller, Ernest I., *Document Reference Service in a Special Library*. In *American Library Association Public Documents*, 1938, p. 267-268.

Legislative Reference Service in a Law School Library

(Continued from page 304)

publications available when wanted. This of course is a counsel of perfection, impossible of attainment, so we compromise by maintaining as far as possible complete files of statutory material, reports, administrative rules and orders, pertinent government documents, periodicals, text books and the like; and for the rest, we try as best we can to secure speedily the other material as it is requested. This necessitates not only an intensive checkup of sources of current publications in our field, but extensive borrowing from other libraries. Effective reference work of this kind can not be done without inter-library cooperation.

It is here that our second kind of assistance comes in—our reference service. We have two full-time qualified reference librarians in addition to frequent help I also give—one for international law and relations, and the other for Anglo-American law. These assistants maintain current clipping and pamphlet files, check all known sources of publications of possible interest, maintain relations with other libraries inside and outside of Columbia, gather material together and generally coordinate the available resources.

We find the easiest part of our work is in locating purely legal material. But legislative reference requires vastly more than that. The legislator or the administrator of legislation must know also the social, economic or cultural background of his legislation. He not only wants to know what similar legislation has been

enacted in other jurisdictions, but why, and how it has worked. It is the duty of the legislative reference service to give him that information.

As I see it, the chief difference between the kind of legislative reference service we render, as a law school library, and that given by such agencies as the Legislative Reference Service of the Library of Congress, is that ours is likely to be decidedly more of a long-range matter. We are frequently called upon far in advance of the introduction of proposed legislation. We usually, though by no means always, have more time to study the whole background of existing legislation and social or economic conditions relating to our topic, than the organization functioning in connection with a legislature actually in session. The trained specialists of the law school faculty, in conjunction with the law school library can, perhaps, be more leisurely and contemplative, though no less hard working, than the legislators and their legislative reference service.

More important, however, in these days of dictatorships and general suppression of freedom of speech and thought, is the fact that the faculty of the endowed university constitutes perhaps the last outpost of impartial investigation and research. There is decidedly a place for the legislative reference service rendered by such an organization as the Legislative Drafting Fund at Columbia, in conjunction with the law library.



A Message from Our President

FOR most of you vacations are over and you are back on the job with renewed energy and eagerness for the tasks of the coming year. To each of you I send greetings and the wish for "good hunting"!

I am hoping, too, that the impulse given us by the Hartford Convention may carry over into the whole year, not only in your individual jobs but also in renewed enthusiasm for the work of the Association and for the Los Angeles Convention next June. Even if you begin planning today on attending that meeting you will not catch up with the Los Angeles Convention personnel, ably led by Emma Quigley, who has more ideas per minute than many of us have in a life-time! Plans are well along, including a Special Libraries Section of the Institute of the University of Southern California, sponsored by S.L.A., and studio-luncheons (with stars!).

In Baltimore, the Editor of *Special Library Resources*, Rose L. Vormelker, and the President with many willing workers have been preparing and check-

ing the several indexes, all of which are now completed and turned over to the printer. The book itself should be released before this issue reaches you.

Committees have been formed. A Publications Board has been established under the leadership of Eleanor Cavanaugh. The new Publicity Committee, with Director Harry C. Bauer as chairman, has definite plans for advertising our services, with the idea in mind of placing particular emphasis on better public relations. The magazine is launched into a new era under the Editorship of our immediate Past President, Alma C. Mitchill.

The papers presented at the convention, printed in the magazine, and the reports concerning the various S.L.A. activities, appearing in the abstracts mailed to every member, should give to each of us a sense of pride in our cooperative projects—pride in work well-done and in the evidence of vitality of spirit characterizing S.L.A. The slogan still is "Forward March"!

LAURA A. WOODWARD



There are four stout pillars that bear the worth and the weight of our American republic.

They are free speech, free press, religious tolerance, and the rights of minorities. Destroy one of these and the whole structure crumbles.

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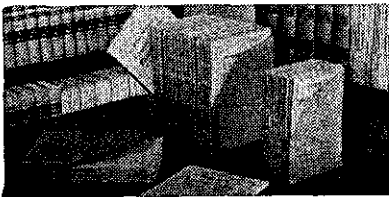
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of the merits beyond a quotation of the authorities in an argument was not a safe function; that it is rather the province of an investigating Committee. The other two are generally held to be quite within the province of the Bureau.

The special staff is equipped with persons trained in law, history, political and social science, statistics and languages and does not assist in any of the other functions of the Library of Congress. This staff furnishes clippings of selected articles, typewritten reports and studies (known as "Manuscripts") prepared by members of the staff; bibliographies, photostats of material requested; pamphlets, circulars, mimeographed material and reports from various Government Agencies and other organizations. All of these deal with anything which may be subject of Federal Legislation or within the realm of human knowledge, such as all phases of economics, Government and International relations. Clippings have been made and manuscripts written dating as far back as 1916.

Material for the files or pamphlet shelves such as magazines and newspaper articles, photostats, bibliographies, manuscripts and pamphlets is classified in accordance with a system which roughly parallels that of the books in the libraries. Information is supplied from this source or from collections of the Library of Congress, from Government Agencies, from other Libraries or repositories of knowledge or any other source of information. This smooth working organization averaged disposition of an inquiry every thirteen minutes during the year ending June thirtieth 1940.

It has been said that "free and intelligent discussion is dependent to a great extent upon research." I should like to add that such discussion based on accurate research raises the standard of debate. It enlightens the public and makes it more conversant with current

problems. The Congress of the United States is the greatest sound board of the nation. Many of the debates of the last decade will go down in history alongside of the others of momentous days. Speeches in these debates are replete with excerpts and information furnished by the Legislative service. This department, always ready to furnish the demands of Congress, played an important part in the history making events. Quite often information is supplied an hour or even less before an important speech is delivered upon the floor of Congress. Yes, and I have seen information brought right to the floor during a debate, upon request. A mass of information is furnished over the telephone to inquiring Members.

The Honorable Fred L. Crawford, a Representative from the State of Michigan, in a speech in Congress said that the members of the staff "might be called the research 'G-Men' of Congress, who confine their sleuthing to hunting facts and figures and their field of activities to books, documents, newspapers and magazines of today or yesterday or a decade or century ago, or to the dusty shelves of the archives."



A Revised Edition

The revised edition of the *Guide to Library Facilities for National Defense* prepared by the A.L.A. Joint Committee on Library Research Facilities for National Emergency is now available. Holdings of approximately 800 libraries insofar as they relate to national defense subjects are described. These include every type of library, university, college, reference, public, governmental, industrial, business, etc. It is requested that revisions or corrections to information in the *Guide* be sent to Dr. Luther H. Evans, Chief Assistant Librarian, Library of Congress, Washington, D. C.

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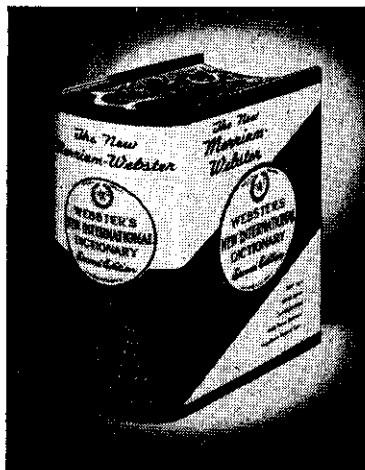
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The annual lists all follow the same general arrangement of seven main divisions: Philosophy, Religion, Earth Sciences, Biological Sciences, Social Sciences, Literature and Art. The finding of material is further facilitated by a general subject cross-index and an author index. Preliminary tables provide analytical and comparative tabulations that survey the field in its entirety.

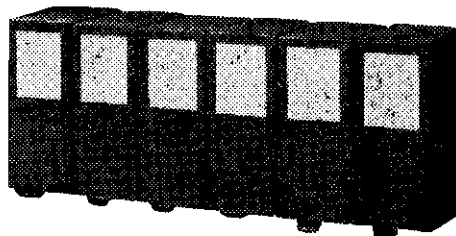
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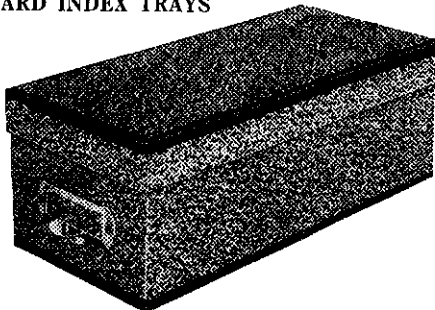
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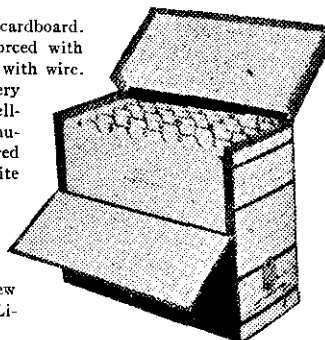


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