

such as we use in factory and office administration, against which the committees could measure every activity, would result in more progress and get ideas over more quickly than any other method.

I happen to be the president of the National Office Management Association, which is an offshoot of the Taylor Society because its original statement of purpose declared it to be an association for developing scientific management in offices. I should like, *ex officio*, to offer to Admiral Craven and President Hoover the services of this association in establishing standards for clerical operations, of which there are many thousands in government activities. I do not mean by that that we would go in and say how one particular stenographer should type a letter; we would set up standards for each different type of operation. Our membership is made up of the office managers of some of the largest organizations in the country and we should be glad to contribute whatever we have in establishing these standards and arriving at others in a scientific way. That is just a thought that occurred to me, but I am quite sure that I could persuade the Board to consider the proposition.

I feel also that the Taylor Society could be of assistance in the same way. We have in our membership specialists in a good many lines that correspond to government work. We could set standards that would serve as ideals for the various operators to work toward. There is no reason, for example, why the Patent Office should use ten people to open a thousand letters a day (a condition which we actually found) when in any ordinary office that is the work of a couple of clerks for a couple of hours.

The Senator rather doubts that there is the urge to do that sort of thing in governmental offices. I believe the urge can be instilled in the Taylor way; that is, by getting people to like their jobs. If we can get that idea to replace the idea of fitting a job, the problem of co-ordination will be made much simpler.

William P. Capes.<sup>19</sup> The best I can do is to supplement Admiral Craven's paper by explaining the work of co-ordination the municipalities in the United States are doing on a state-wide basis.

Some thirty-odd states now have Leagues of Municipalities, and it is through these that the work of municipal co-ordination is being carried on. I can give you some idea of this work by

<sup>19</sup>Executive Secretary, New York State Conference of Mayors and Other Municipal Officials, Albany, N. Y.

sketching briefly the work that is being done in New York State. It is fairly typical of what is being done in the other states, although we are perhaps working a little more intensively and on a wider basis.

We have an organization of all the first-class villages and cities in the State with a population of over five thousand. This is known as the New York State Conference of Mayors and Other Municipal Officials. It has been in existence since 1910. One of the first things we found in need of co-ordination was the legislative work in the cities. The State Legislature needed to be informed of the desires of the cities. A committee of city officials has been carrying on that work since 1910. It keeps the Legislature informed of the opinions of the cities on the various proposals that are made to the Legislature. It also prepares for the villages and cities a legislative program which is adopted previous to the opening of the Legislature and which is presented to the Legislature and the Governor. In that way we have co-ordinated the legislative work of the cities and have procured splendid results. Of fifty-two bills opposed last year by the municipalities through this committee, not one passed the Legislature and became a law.

One of the next things we found in need of co-ordination was information. Before we established our Information Bureau every city was attempting to solve its own local problems as best it could. There were inefficient data and guessing as to the solution of various problems. Since 1916 the Conference has operated a New York State Bureau of Municipal Information whose job is to answer any question on municipal government that any municipal official asks. It cannot give advice or make recommendations. All it can do is to supply facts which are used by municipalities in solving their purely local problems. The scope of the work is indicated by the fact that we answer an average of 1800 to 2000 inquiries a year and send out about 9000 reports a year to municipalities of the State.

One of the next steps was the preparation and adoption of local ordinances and regulations. The Common Council would pass a resolution instructing its Corporation Counsel to prepare an ordinance to regulate the installation and operation of ammonia tanks. What does a lawyer know about ammonia tanks and where is he going to get his information? If the municipality is small there

may be no available technical advice. He may write to two or three cities that have such ordinances and as a result write an ordinance that does not fit the conditions. The first thing we did was to gather all the ordinances and make them available to all of the cities and villages in the State. We found this did not meet the situation and therefore finally developed a service of preparing model ordinances and regulations. We prepare at least five a year, with the hope of eventually building up a model municipal code and a model set of municipal rules and regulations. At the present time we have worked out sixty-five model ordinances and about ten model municipal codes.

As an example, in the last six months we prepared a model code of rules and regulations for Civil-Service Commissions in New York and within the last few weeks seven local Civil-Service Commissions have adopted those rules and regulations. We have also drawn up model building and housing codes.

Our next activity was the training of municipal officials. All the cities have been relying on experience to train municipal officials. We have developed the idea of providing municipal training schools. We now have in operation training schools for about sixteen groups of municipal officials. This will in effect constitute a municipal university offering training in twenty-two courses of municipal government to 12,000 municipal officials in New York State.

At about the same time we found there was need for co-ordination in the study of state-wide municipal problems. We have a program to study in the course of the next five years some sixty-odd municipal problems that have been suggested to us by a committee of experts. We aim to complete at least ten of these a year, and so far we have carried out our program. These are producing results.

As an illustration, we studied municipal fire insurance last year. We found that rates were exceedingly high. As a result the cities of the State petitioned the State Department of Insurance through the Mayors Conference for an investigation with the purpose of securing a special classification of municipal property and a lower rate. Three days before we filed our petition, but seven months after the results of our study were made

public, the insurance companies voluntarily reduced the rates on municipal property in New York. The reduction averaged 20 per cent, a saving of some \$320,000 a year on the item of fire insurance alone.

One of the plans we are starting this month to carry out has to do with purchasing. We found that the cities of New York were paying all kinds of prices for supplies for lack of proper planning and organization. The combined purchasing power of the cities and first-class villages is between \$150,000,000 and \$235,000,000 per year. If we can put into operation some plan which will save one per cent of that amount you can see what a tremendous saving in municipal taxes we are going to effect in the State.

We have established what we call an information service. On the first of each month we send a questionnaire to every first-class village and city in New York State. On that they report all the purchases they have made during the month. On the fifteenth of the month we compile that information and send it to all the first-class villages and cities. Yesterday we received the first three questionnaires. I compared them and found that of the three cities one had purchased gasoline at fifteen cents a gallon, another at six; one had purchased stove coal at \$14.25 a ton and another at \$11.20. That is the kind of information they will get and we think it will be helpful to them in working out their problems.

We hope as a result to show the necessity for a bureau to be operated through the Mayors Conference by the cities of the State to procure bids for supplies on scientific specifications and under a proper test. The municipalities would then be notified where they could buy the cheapest under the specifications. That has been experimented with in three or four cities and in one instance they reduced the cost of hose from \$1.20 per foot to twenty-five cents a foot.

That illustrates the kind of co-ordinating work we are doing and it can all be summed up in one clause on your program which says: "The abandonment of prejudice, guessing and haphazard imitation of methods, and the adoption of the open mind and scientific methods of research, experiment and analysis." That is what we are trying to do through the combined efforts of the cities of New York State.