

in and around Chicago. The University of Chicago has placed its best dormitories and equipment at the service of the Conference. Ample arrangements will be made for members who wish to be accompanied by their families.

The executive committee in charge of the conference this year is as follows: A. N. Holcombe, professor of political science, Harvard University; C. E. Merriam, professor of political science, University of Chicago; Lent D. Upson, director of the Detroit Bureau of Governmental Research; Luther Gulick, secretary, director of the National Institute of Public Administration; Arnold Bennett Hall, chairman, professor of political science, University of Wisconsin.

**The Second International Congress of Public Administration.** Nearly forty years ago Woodrow Wilson pointed out in a brilliant article in the *Political Science Quarterly* that students and officials had given much more attention to the study and the practice of administration in Europe than in the United States, an attention which was in part the outcome of the more highly developed administrative systems, in part of the different tradition which underlay those systems, and in part of the desire of those in authority to make administration rest as easily as possible on the populations administered.

It is not surprising, therefore, that the first organized movement for the study of administration came from the continent and crystallized in the first International Congress of Public Administration (*Premier Congrès International des Sciences Administratives*) held in 1910 at Brussels under the patronage of the king of Belgium. The reports of this Congress were published in five volumes containing articles on problems of administration by delegates from various countries. The first Congress left behind it a permanent International Committee with instructions to call a second convention. Unfortunately the world War made it impossible for any steps to be taken in this direction until, in the spring of 1923, the Spanish members of the International Commission proposed that the second Congress be held in Brussels in September.

The second Congress was very widely attended both by official delegates from some thirty governments and by unofficial delegates from others. Among the governments officially represented were Spain, Portugal, France, Belgium, Holland, Italy, Rumania, Czechoslovakia, Finland, Denmark, Sweden, Greece, Cuba, Bolivia, Chile, Hungary and China. Unofficial delegations were present from England, about ten members of the Society of Civil Servants attending; with others from

Switzerland, Sweden, and the United States. No delegates from either Germany or Austria were present.

Sessions of the Congress were held from September 13-16 at the Palais des Académies; at the same time there had been prepared in the Palais Mondiale an administrative exposition, which was exhibited to the Congress under the guidance of the distinguished secretary, M. P. De Vuyst.

The Congress worked chiefly through five sections, all the delegates meeting, however, for a formal opening session addressed by M. Cooreman and by M. Henri Fayol, a leading exponent of public administration on the continent; also meeting again for a general closing session at which each of the sections reported its resolutions for adoption. The sections respectively dealt with: 1. Municipal administration; 2. Administration in jurisdictions intermediate between the state and municipalities; 3. Central organization, public and private; 4. International administration and documentation; and 5. Training for public office and improvement of methods of administration.

On the whole the program was overloaded. With only one exception each section was under great pressure to get over the ground laid out for it, and in one or two cases the attempt to cover the ground was definitely abandoned. Papers on the topics proposed were sent in some two months prior to the meeting, and were in print for the use of the delegates. Within each section the procedure was, first, the oral summary of these papers followed by an informal and general discussion of the points involved; second, the submission of a resolution formulating a proposition which, in turn, became the subject of comment and discussion. As is not uncommon in meetings of this sort, the presiding officer was forced to keep discussion within rather narrow bounds, and to limit the amount of time which could be given to the consideration of any one topic. Frequently the discussion became animated, half a dozen delegates seeking the floor at once, and perhaps a dozen others talking and gesticulating with their neighbors. Only the very exceptional qualities of the presiding officers enabled the sections to carry through their work.

In a way the resolutions form the best indication of the work of the Congress, although they are in many respects unsatisfactory as formulations of principles of public administration. They were necessarily drawn after a rather brief discussion and more than once they had to be drawn in sufficiently general terms to satisfy conditions in countries of widely varying conditions and circumstances. The language therefore not infrequently lacked precision and was in effect nothing more

than a noncommittal expression of a general wish. In order to present a brief summary of the conclusions to which the Congress came, the important resolutions of each section will be summarized.

The first section, dealing with municipal administration, proposed that administrative courts be established for the protection of municipal rights against the encroachment of the central government, that legislation define the limits of municipal ownership in view of the interests both of the consumer, of the taxpayer, and of freedom of commerce, that municipal officials be freed from the influence of partisanship and be assured of permanence of employment.

The second section, dealing with administrations intermediate between the state and the municipality, presented no resolutions.

The third section, dealing with central administration, presented resolutions only on a part of the ground assigned to them, and proposed that administrative reform be in conformity with principles tested by experience, especially with those principles found successful in the conduct of business. It also proposed that the study of administrative reform should rest on a cordial cooperation of public officials, specialists in questions of administrative law, and men of practical experience in the management of large private affairs.

The fourth section gave its attention primarily to documentation. It proposed that the International Congress edit a *Receuil International* in which should be developed methods of documentation, that public services establish connection with the International Institute of Bibliography, that the International Congress designate a group of officials to assume responsibility for keeping in touch with this International Institute of Bibliography, that the Congress take the initiative in making a collection of the laws governing administration in each country, that it prepare a comprehensive bibliography, and, finally, that the administrative exhibits be further developed.

The fifth section, which considered more nearly what American students think of as primarily in the field of public administration, proposed that the status of public officials be regulated by law, defining the ensemble of reciprocal rights and obligations of the administration and officials to include particularly rules on the following points: 1. The general regulations which should govern recruitment of public officials (competitive examinations); 2. The guarantee of a fair salary (cost of living minimum); 3. The obligation of each administration to grant its agents a special statute covering the conditions of promotion and establishing legal remedies to ensure that public officials be pro-

tected in this respect from arbitrary action; 4. The recognition of the right of association of public officials for the defense by legal means of their professional interests, the right of strike being expressly forbidden; 5. The obligation of the administration to determine cases in which there should be incompatibility of office; 6. Guarantee to officials of a retirement pension. .

With respect to the recruitment and training of the higher officials this section proposed that competitive examinations be required for entrance into an administrative career, that there be a probationary period, that final selection be made upon the basis of special theoretical and practical tests, and that promotion to the higher positions be administered (a) by establishing a list of names of persons eligible to promotion; (b) by requiring annual statements from the immediate superior officers of the qualifications of candidates, which statements should be open to inspection by the officials concerned, who might, it was proposed, appeal to a committee on promotion; (c) by authorizing the nomination of the candidate for promotion only after the promotion committee has given its opinion. This committee is to be composed of the highest officials of the service, together with representatives of the personnel chosen from among their own number. This section finally urged that there be created in every country an institute of public administration modeled on the British Institute of Public Administration, to become a center of the study of administration.

Each of these resolutions and others of less importance were read and approved at the final meeting of the Congress. Speeches were also made by delegates from several countries, expressing their gratification at the success of the Congress. At this time the writer had the privilege of presenting to the Congress the greeting sent by the First National Conference on the Science of Politics held in Madison two weeks earlier. The following quotation from the records of the Congress gives the terms of the cordial reply which was sent to Professor A. B. Hall:

“M. le Président.—Le Congrès remercie M. le professeur White de la communication qu’il vient de nous faire au nom d’une très importante société savante. Voici la lettre que je vous propose d’envoyer, en remerciement, à M. A. B. Hall, président du Congrès des Professeurs d’économie politique, tenu à Madison:

Monsieur le Président,

Le II<sup>e</sup> Congrès des Sciences administratives, qui tient ses assises à Bruxelles, remercie vivement la Conférence des professeurs de science politique pour l’adresse qu’elle a bien voulu envoyer au Congrès. Nous en avons été profondément touchés et en sommes très reconnaissants.

Le Congrès y voit le gage d'une coopération de plus en plus étroite de tous ceux qui dans l'ancien et le nouveau monde travaillent avec tant de désintéressement au bien général.

Veillez agréer, Monsieur le Président, l'expression de notre haute considération. Le Président du Congrès." (Applaudissements).

An account of the Congress would be quite incomplete without notice of the various receptions, excursions and other hospitalities which were extended to the delegates. One of the most pleasant of these was an excursion to Antwerp at the close of the convention, in the course of which the delegates were not only escorted about the city, but taken over the harbor of Antwerp and given the opportunity to examine the immense dock facilities of this port.

For American students of administration certain observations suggest themselves. Clearly here is an important international organization from which we cannot hold aloof. The next session of the Congress is to be held in Paris in the spring of 1926 and steps should be taken to ensure adequate representation of the United States on this occasion. The work of the convention can be substantially developed, especially along lines of bibliography and documentation, and the building-up of a great exhibit of administrative forms, the nucleus of which is now to be found in the Palais Mondiale. It may be suggested incidentally that the United States likewise needs a common center or centers for these same purposes.

The methods of work of the Congress are methods which have distinct merits. Although each section tried to do too much, the general principle on which they rest, that of specialization and intensive consideration of some limited problem, is one from which good results can be expected. The practice of directing the discussion toward the formulation of a proposition is one which tends toward definiteness, and toward the elimination of irrelevant discussion. The general meetings, held at the beginning and at the close of the Congress, gave an opportunity both for general addresses on topics of administration and for the review of the work of the different sections. The establishment in 1923 of a new section, at which personnel problems were under consideration, is an indication that among European students administrative law, which has primarily held their attention, is giving way in part to what M. Fayol terms "*la doctrine administrative*"—public administration.

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