

hostile assistance, destruction of neutral prizes, transfer of ships, convoy and visits of search.

L'Organisation Judiciaire aux Etats-Unis is the title of a study and criticism of the organization and function of the American judiciary, by A. Nerincx, a well know jurist and Professor in the University of Louvain (Paris: Giard et Brière, 1909, pp. xi-427). The study was crowned by the Institute of France and the author was the recipient of a prize offered by the Institute. The article on the law schools and bar of the United States published in a recent number of the *Revue de Droit Public et de la Science Politique*, and to which reference was made in a previous number of this REVIEW, appears as a chapter in the present work.

Felix Alcan of Paris is the publisher of an important work, entitled *L'Europe et la Politique Britannique (1882-1909)* by Ernest Lémonon, whose book on the Second Hague Conference was reviewed in a recent number of this periodical. A review of this work will appear in the next issue of the REVIEW.

CURRENT MUNICIPAL AFFAIRS

WILLIAM BENNETT MUNRO

The joint annual meeting of the National Municipal League and the American Civic Association was held at Cincinnati during the third week of November last. The meetings were well attended and proved in every way successful.

At the meetings of the National Municipal League the presidential address, delivered by Hon. Charles J. Bonaparte of Baltimore, Md., was entitled *The Initiative in the Choice of Elective Municipal Officers*, and dealt with the methods of nominating candidates at city elections. Mr. Bonaparte advocated the selection of candidates at party primaries but urged that, both at the primaries and at the subsequent election, every facility should be given to independent candidates. An interesting paper presented by Mr. Robert Treat Paine, Jr., of Boston dealt with recent improvements in election machinery, particularly with the laws which in four states have permitted or required the taking of party designations off the municipal ballot. In addition to these four states there are cities

in ten other states which have secured charters containing provision for the elimination of party designations and there are at least as many more in which the proposal is now under consideration.

The much-mooted question as to the amount of interest which voters manifest in referenda was discussed in a paper read by Mr. E. M. Hartwell, city statistician of Boston. Comparisons were given showing the percentage of the total vote cast for or against questions of policy stated on the ballot with those cast for or against candidates. Mr. Hartwell's conclusion was that, taking municipal referenda as a whole, they have proved a satisfactory method of uncovering public sentiment and that they have developed interest and intelligence on the part of great masses of voters. An interesting illustration of this was given at the November elections in Boston when 70 per cent of the total registered vote was cast for one or other of the candidates for governor and 69 per cent of the total cast for one or other of the two charter plans.

A profitable session was devoted to franchise questions with papers by Dr. M. R. Maltbie of the New York Public Service Commission, Mr. Hoyt King of Chicago, and Mr. W. S. Hayden of Cleveland. Prof. Robert C. Brooks of the University of Cincinnati discussed the regulation of campaign contributions, while the problems of police administration were considered in papers read by Prof. A. R. Hatton of Western Reserve University and by Mr. Arthur H. Woods, formerly assistant police commissioner of New York. Mr. Woods sounded a timely warning against the policy of trusting to any system of competitive written examination as a means of securing police efficiency and urged that larger discretion in the matter of police appointments and promotions be given to heads of police departments. Various other papers dealt with charter revision, school administration, city planning, and building codes. Hon. Clinton Rogers Woodruff, secretary of the league gave his annual comprehensive review of municipal progress during the year and various reports were presented. One of the most interesting among these latter was the report of the committee on instruction in municipal government in elementary and high schools, which was read by Mr. James J. Shepard of the New York High School of Commerce.

The American Civic Association gave its chief attention to the subject of conservation with addresses on this topic by ex-President Eliot of Harvard University and Hon. James R. Garfield, former secretary of the

interior. Other sessions dealt with the smoke nuisance, the billboard evil, the protection of immigrants in large cities and various other topics of interest.

The two organizations elected officers as follows: National Municipal League, Hon. Charles J. Bonaparte, president; Mr. George Burnham Jr., of Philadelphia, treasurer; Hon. Clinton Rogers Woodruff of Philadelphia, secretary. American Civic Association, Mr. J. Horace McFarland of Harrisburg, Pa., president, Mr. W. B. Howland of New York, treasurer; Mr. Richard B. Watrous, secretary.

The bureau of the United States census has just issued a preliminary abstract of its forthcoming annual report, entitled *Statistics of Cities of over 30,000 Population*. The abstract is based on data gathered for the year 1907.

Dr. Ford H. McGregor of the Municipal Reference Bureau, Madison, Wis., has prepared a complete bibliography of books, review articles, and newspaper discussions relating to the subject of City Government by Commission.

Students of administration will welcome the appearance of Leonhard F. Fuld's new book on *Police Administration: A Critical Study of Police Organization in the United States and Abroad*. (New York, G. P. Putnam's Sons, 1909. Pp. 551.) It is the most comprehensive work on the subject that has yet appeared in the English language and contains a great deal of interesting discussion.

During the last year or two there has been a marked increase in the number of American cities which publish official gazettes of their own. Among these regular publications are the Denver *Municipal Facts*, the Boston *City Record*, the San Francisco *Municipal Record*, as well as periodicals issued by Indianapolis and Philadelphia. The project of establishing municipal gazette is under consideration in several other cities, among them Providence, Baltimore, and Des Moines.

The municipal reference library of Baltimore, under the direction of Dr. Horace E. Flack, has prepared a series of short articles describing the outcome of recent attempts at charter revision in American cities.

One of the direct results of the conditions disclosed by the Pittsburgh Survey was the appointment of a municipal commission on civic and industrial conditions. This commission which was appointed by Ex-Mayor Guthrie has commenced its work of planning and furthering improvements along the lines indicated by the survey, the required funds being raised by private subscriptions.

Another direct result of the Pittsburgh Survey has been the decision of that city to spend a large sum in civic improvements. At the November elections the voters of the city approved a project to issue bonds amounting to nearly seven millions of dollars to be used in financing various improvements which the investigations showed to be urgently needed.

The first election under Boston's new charter was held on January 11. The election disclosed some interesting features connected with the practical working of the new arrangements. It served to show that the system of nomination by petition does not necessarily multiply candidates, for the number of candidates was not larger than that to which the city has been accustomed under the old system of nomination by conventions or by primaries. The real contest lay between two candidates for the office of mayor and two rival slates of candidates for places at the council-board. It showed that the elimination of party designations from the ballots does not serve to break down party lines, but that it does serve to weaken party discipline and that it distinctly encourages independent voting. The election resulted in the return of Hon. John F. Fitzgerald by a small majority, although most of the business interests of the city were opposed to him. Of the nine councillors, however, seven of those elected represent interests opposed to the mayor.

On the heels of the new Boston charter a number of prominent citizens organized a movement which was given the title of Boston—1915. This movement represents an effort to coördinate and render more effective the work of all those various agencies and organizations which have as their aim the political, social, economic, or educational advancement of the city. It has been found that there are, in the Boston metropolitan district, no fewer than 1400 such organizations ranging in size and importance from the chamber of commerce down to the smallest local improvement league. All of these have been at work in isolation, each pursuing its own aim without much reference to the efforts of other organizations. There has been, in consequence, a good deal of overlapping as well as much waste of energy in well-meaning but unproductive

ways. The new movement aims to coördinate, through the establishment of a large and representative central body, the work of all these organizations. It is expected that, when occasion demands, the entire power of these 1400 agencies can be directed along some desired line and that this united effort can be made to accomplish what could not be achieved by the organizations working independently. The year 1915 has merely been chosen as the approximate date at which the city may reasonably look for actual results from the movement and it is from this that the movement takes its title.

One of the initial undertakings of Boston—1915 was the recent Municipal Exposition which proved a very striking success in every respect. The exposition represented a gathering together of data which served to illustrate what each one of the hundreds of local organizations was trying to accomplish. These exhibits filled four floors of a large building (the old Art Museum in Copley Square) and illustrated in a concrete and effective way the variety of the methods employed in civic betterment. The whole movement is based upon the idea of capitalizing public spirit in such way that it may be more efficiently employed.

The Economic Club of Brockton, Mass., has become sponsor for the draft of a model charter designed to suit the needs of any city of about 50,000 population. The model, which has been prepared after lengthy consideration by a committee of business men and former city officials is of high interest to all students of municipal government for it embodies an attempt to combine certain important features taken from the commission system of administration with various other features retained from the orthodox type of city government.

A somewhat similar charter, although differing in a few important features, has been prepared by a board of fifteen freeholders elected by the voters of Tacoma, Wash. This charter-draft departs from the commission plan in reserving administrative powers to the mayor, but it vests all legislative authority in a commission of five members.

Among recent publications in the field of municipal government are Dr. William Kirk's *A Modern City* (Chicago: The University of Chicago Press, 1909, pp. 375. \$2.70), and Frederick A. Cleveland's *Chapters on Municipal Administration and Accounting* (Longmans, Green and Company, 1909, pp. 361. \$2). The former is a study by various writers

of the organization and activities of the city government in Providence, R. I., which the author terms "a fairly representative average American city struggling for light." The latter is a discussion of municipal finance and financial organization by one who is unquestionably the best-known municipal accountant in the United States. Other publications of interest are as follows: Jane Addams, *The Spirit of Youth and the City Streets* (New York: The Macmillan Company, 1909, pp. 162), a plea for the establishment of such neighborhood centers as may serve more effectually to interest those who find the streets of the city their only place of recreation. R. H. Whitten, *The Supervision of Street Railways in England and in Prussia*. Reprinted from the annual report of the public service commission for the first district of the state of New York. (Albany: 1909, pp. 76). James W. S. Peters, *Franchise Facts* (Kansas City: 1909, pp. 111). Charles Mulford Robinson's, *The Improvement of Cities and Towns* (New York: G. P. Putnam's Sons, 1909. Pp. 313.) and a third edition of the same author's *Modern Civic Art* (New York: G. P. Putnam's Sons, 1909, pp. 381). The National Municipal League has printed two pamphlets entitled *The Functions of Business Bodies in Improving Civic Conditions*, and *The National Municipal League's Work for Charter Reform*. The National Civil Service Reform League has recently issued an instructive pamphlet on *The Business Value of Civil Service Reform*. A pamphlet entitled *Comparison of Operation of the New York and Paris Subway Systems*, prepared by Robert H. Whitten has been reprinted from the *Electric Railway Journal*.

Recent books relating to the government of foreign cities are: A. Bussy, *La municipalisation des tramways* (Paris: Rousseau, 1909, pp. 343); Ch. Rabany, *Les sapeurs-pompiers communaux* (Paris: Berger-Levrault, 1909); E. Coutart, *Le rôle social du mont-de-piété* (Paris: Rousseau, 1909, pp. 170); Andre Mater, *Le socialisme conservateur ou municipal* (Paris: Giard & Bri re, 1909, pp. 622) and Otto Most, *Die Schuldenwirtschaft der deutschen Städte* (Jena: Fischer, 1909, pp. viii, 60). U. Lombardi, *La municipalizzazione dei pubblici servizi* (Milan: Cordara, 1909, pp. 62); B. Schrenk, *Beiträge zur Statistik der Stadt Riga* (Riga: Jonck, 1909, pp. vi, 347). A. Geisser, *Fatti ed argomenti intorno alla municipalizzazione* (Turin: Societa Nazionale, 1909, pp. 149).

The Second Annual Conference on Methods of Instruction in Municipal Government was held at the Waldorf-Astoria in New York during the sessions of the American Political Science Association. Prof. F. J. Good-

now of Columbia University presided. Hon. Clinton Rogers Woodruff, secretary of the National Municipal League, introduced the discussion by an address which dealt with the relation of collegiate instruction to the actual work of civic improvement and which set forth his own views as to the ends which instruction ought to have in view. Prof. J. A. Fairlie of the University of Illinois spoke of the need of a regular periodical devoting its columns wholly to the field of municipal administration, and Prof. A. R. Hatton of Western Reserve University suggested the advantages which might be obtained if a syllabus of instruction could be prepared in coöperation by various teachers of the subject. The need of a volume of selected readings on municipal government, and of a source book or compilation of working materials was also emphasized. Various other matters relating to the scope and methods of instruction were discussed by Professor Goodnow and Mr. Horace E. Deming of New York.

The Civic League of St. Louis issued in November, 1909, a report on *The Merit System in Appointment to Office* (pp. 23), primarily for the use of the boards of freeholders which is drafting a new charter for the city of St. Louis. This report presents briefly the arguments in favor of the merit system, indicates the extent to which this system has been adopted in other cities, and submits the draft of proposed charter provisions for the establishment of a civil service commission for St. Louis. The report calls attention to the fact that about four-fifths of the income of the city is applied to the payment of the salaries of officials and employees some six thousand in number, whose appointment "is left entirely to the judgment of the heads of departments or to political influences." In the large majority of cases, appointments since 1876, when the present charter was adopted, have been made "on the principle that public office is the fruit of partisan victory and that the right of appointment is determined by the service rendered a political party."

Two books entitled *Town Planning*, each by an English writer, have recently been published. One is by Raymond Unwin (T. Fisher Unwin, London, 1909), and is a somewhat elaborate study of the methods of city beautification, mainly in Great Britain, through street planning and the arrangement of buildings. The other is by H. Inigo Triggs, a British architect of high standing (Scribners, New York, 1909, pp. xix, 334). It contains chapters on types of ancient and modern towns, the circulation of traffic, town expansion, the planning of streets, planning of squares, open spaces, etc.

Two doctoral dissertations have recently been published which deal with the municipal affairs of Paris. *Le Budget de Paris depuis 1870*, (Paris, A. Michalon, 1909, pp. 195), by A. Carré, is a careful study of Parisian finances since the establishment of the third republic. *Organization Municipale de Paris* (Paris, Jules Rousset, 1909, pp. 312), by Emile Maitre, is an analysis of the existing governmental organization with some discussion of proposed reforms.

The series of articles on Municipal Organization of the Capitals of Latin America inaugurated last year by the editor of the *Bulletin of the International Bureau of American Republics*, continues to run. The October number of the *Bulletin* contains an article on Bogota, a city of between 100,000 and 150,000 inhabitants and the capital of Colombia since 1561. Recently the municipality was abolished, since which time it has been governed as a capital district, by a governor appointed by the president of the republic and assisted by an administrative council of five persons also appointed by the chief executive. The city has, were a told, a modern street railway system and is the seat of the National University with faculties of philosophy, natural sciences, law, medicine and engineering, and of a national library containing 80,000 volumes.

The commission on expenditures authorized by the city council of Chicago, of which Prof. Charles E. Merriam is chairman, has undertaken an exhaustive inquiry into the recent expenditures of the city, the method of awarding contracts and similar matters. The commission has already made some rather remarkable discoveries concerning the slipshod, not to say dishonest, methods of letting contracts and it is safe to say that still further disclosures will be made before the work of the commission is completed. The original appropriation for meeting the expenses of the commission, \$10,000, was increased to \$60,000 shortly after the first disclosures of graft were brought to light. Growing out of these disclosures was the introduction into the city council of an ordinance for the establishment of a bureau of information and publicity to collect and compile information relating to all the branches of municipal government and forms of municipal activity of the city of Chicago and of other municipalities, including all work done by and for them. The organization of the proposed bureau will consist of a commissioner, who is to be a member of the mayor's cabinet, a librarian, a chief statistician, and a corps of expert investigators.

The American City is the title of a monthly journal started in September, 1909, and published by the American City Publishing Company, 93 Nassau Street, New York. The October number of this journal contains, among others, interesting articles on inefficiency in municipal work, public gymnasiums and baths, and on the proposed plans for the reconstruction of the city of Chicago.

HOME RULE IN MICHIGAN

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The Michigan legislature, which was in session during the early months of 1909, was the first under the revised state constitution, which had been ratified at the preceding election. This legislative session served to demonstrate the success of many provisions in the revised constitution. The session lasted but four months, the shortest in Michigan for several decades. The printing of bills at least five days before passage, effectively prevented snap legislation, and the power of a majority of each house to withdraw a bill from a committee (although exercised but little), served to prevent committees from failing to report measures which were demanded. The restrictions on special legislation proved effective both in reducing to a marked degree the volume of enactments and also in securing the passage of three important bills carrying out other provisions of the constitution, and conferring large powers of home rule on the cities, villages and counties in that state. Other useful legislation was also passed; but the home rule acts form perhaps the most notable feature of the session, and are measures of significance which deserves attention in other states.

Home Rule for Cities. The revised constitution established the principle and foundation for municipal home rule, by definitely authorizing cities and villages to frame, adopt and amend their charters, and to pass laws and ordinances in regard to their municipal concerns. But legislation was required to prescribe the methods by which cities should act, and to establish limitations as to tax rate and indebtedness.

Several conferences were held of city officials, members of the constitutional convention and others, at which certain general principles as to the needed legislation were formulated. A number of bills were introduced in either house, and worked over by the committees. Each house passed a bill differing in important details; but in conference the