

University of California Radio Program  
Wednesday, February 15, 1933, at 9:45 A.M.  
Prof. Samuel G. May.

FEB 15 1933

92055

Univ. of California  
Public Admin

OCT 1 1942

### THE PROFESSION OF PUBLIC SERVICE.

It is almost universally admitted by thoughtful men that the greatest problem facing the world today is that of changing the social, economic, and political institutions which have slowly developed under the conditions preceding the age of machinery, in order to adjust them to the totally new environment which science and invention have produced in the last century. Our present society has become so interrelated and complex that more and more the individual, as such, is forced to depend upon group action for the regulation of those important factors which vitally affect his life, but over which he as an individual has no control. Under this situation, government has become by sheer necessity the one great agency upon which is placed the burden of directing the conflicting social and economic forces into an orderly world. The failure of government to perform this inescapable task would unquestionably result in chaos and the collapse of what is known as modern civilization. But the likelihood and measure of its success are dependent upon the ability of government to develop the necessary organization and machinery for administration, and, of even greater importance, its power to attract to its great task men of the mental caliber and technical training which the situation requires.

If this great need for men could be met through the appeal of public necessity and individual sacrifice for the public good, it would be my task to address this talk to the patriotism of young men and women. Experience shows, however, that except in time of great emergencies, such

as war, the average individual selects his life work with proper regard for the satisfactions it will bring to him, rather than the good of society alone. Although I am convinced that there are no greater satisfactions than those which come from public service well performed, it is the purpose of this little talk to point out briefly the many advantages to the individual which exist for those who choose the field of government employ as a life career. Between three and one-half and four million men and women are employed by Federal, State, and local government in the United States. | The field of their activities includes almost every known vocation and profession. Many government positions require abilities similar to those found in private, commercial, industrial, and professional pursuits, but many other public positions require highly technical training in tasks which are exclusively governmental. | In the latter field the opportunities are very attractive.

During a recent conference held at the University of Minnesota between Federal government personnel officers and university officials from various parts of the United States., it was brought to the attention of the gathering that there are over 18,000 non-political positions in the Federal service which are classified as highly professional and which require not only special university training but in most cases specialized graduate work as well. The entrance salary in these positions is never less than \$2,000, and the average salary of men who had been in the service for five years is between \$4,000 and \$5,000. In this group are many men who, having become well known authorities in various scientific fields, are in constant demand ~~demand~~ at greatly increased salaries in private employment.

Most of them, however, prefer to remain with the government because of the great interest and importance of their governmental tasks and the other compensations which come to men who feel that their activities have far-reaching effects upon the affairs of their country. These are perfectly valid satisfactions which money cannot buy.

In the positions which correspond to those in non-governmental work, it is interesting to illustrate the comparative opportunities. Contrary to the general belief, careful studies which have been made recently indicate quite clearly that government employment has, on the whole, decided advantages over private employment. This was true even before the present depression resulted in unemployment, insecurity, reduced wages, and part-time work throughout the industrial world.

There was an era when public employment in America lacked stability, permanence, and prestige. The time at my disposal prohibits an explanation of the interesting causes for that former situation, except to say briefly that the tremendous economic opportunities found in our frontier development, with its free lands, forests, and mines were so attractive to ambitious young Americans that government was unable to compete successfully for their services. Particularly was this true because of the inherent distrust which the American people had for government in general, and the fact that the comparatively simple civilization of the time required few governmental activities which seriously affected the life of the individual. There was until recently no need for highly trained technicians, and the comparatively insignificant position of government resulted in tolerance of a politically controlled administrative service, manned by second-rate spoilsmen who had failed to succeed under the unusual economic opportunities of the time.

But this situation has completely changed. The tremendous importance of governmental tasks as they have developed in the last fifty years has necessitated a modern administrative organization manned by a permanent staff of technicians, most of whom are totally unaffected by political changes. Civil Service reform and later systematic personnel organization and practice have created a vast group of public officials with permanent positions, good pay, and interesting work.

In spite of the organized attack which is now being made on government expenditures, there is every probability that governmental functions during the next decade will increase rather than diminish, and the percentage of our people working for government will grow - for government will be compelled more and more to handle the complex problems of our technical civilization.

The existing depression has sobered the American people, and as they have investigated government in the interests of economy, they have been brought to the realization that most of the work now being done is not only necessary and desirable, but on the whole is as well managed as other human institutions. This realization will inevitably produce a respect for and prestige in government service similar to that which exists in all European countries, but which we previously lacked because of our peculiar frontier conditions.

The frontier is gone, and its political results are rapidly vanishing. Young men and women of today look forward to occupations which offer fair pay, permanency, and security as essentials, with opportunity for advancement and prestige as highly desirable factors.

It is my considered opinion that government service offers more promise to either the average or the exceptional man and woman than any other category of American life, for those who are willing to prepare themselves for careers which are mutually advantageous to the community and themselves. The requirements necessary for achievement in government service are sufficient knowledge to pass the Civil Service requirements for the lower positions, specialized training for the specialized training for the specialized fields, but in addition, if one looks toward real achievement, a background of broad general knowledge, high character, intellectual capacity, and an understanding of the principles through which vast undertakings are administered and great bodies of men are supervised and directed. In no field of activity are character and personality more important, for the reason that the governmental administrator not only has great responsibilities, but he is constantly under public gaze. And in no other field is administrative knowledge and ability more far-reaching in its implications both to the public good and the advancement of the official. Public Administration is now recognized as a subject of special knowledge, with its own literature and university curriculum.

In the various departments and divisions of the University of California, men and women are securing preparation for various vocations and professions which are found in both <sup>private and</sup> governmental undertakings. Medicine, Law, Engineering, and Social Welfare are a few of the many fields which could be mentioned. Special instruction which relates the application of these fields to government work, and special training in subjects peculiar to governmental problems are correlated at the

University of California in a special organization which devotes its particular attention to research and training in the field of public administration. This organization, known as the Bureau of Public Administration, is in constant, daily touch with government officials and their problems, and acts as the clearing-house in bringing properly trained men and women in touch with government problems and public employment.

In cooperation with the Department of Political Science, undergraduate and graduate courses are offered in municipal, county, State, and Federal administration, government finance, public personnel administration, police administration, colonial administration, and other phases of the administrative side of government work. These courses supplement the vocational training which the student receives in his *particular* speciality, so that he may understand the broader implications of his entrance position, and be prepared to advance into the important administrative posts.

For many years the Bureau of Public Administration has been gathering the very extensive pamphlet and documentary materials which relate to every phase of governmental work, and has at the present time the most complete collection for research and training in public administration of any university in America. Through the generous assistance of the Rockefeller Foundation and the State government, a large staff of specialists carry on a comprehensive program of research looking toward the improvement of government, and training young men and women for important governmental tasks. Government is turning more and more to the University for guidance in the solution of its perplexing problems, and for personnel who have special knowledge of the principles and practice of public administration.

In meeting this demand, the University not only serves to develop the highest type of citizen for public service, but is furnishing to the State the potential ability for the solution of the ever-increasing problems of government, and an opportunity for the individual to engage upon an honorable, successful, and highly useful career.

The emergency of our modern technical civilization is our need for ability and character in government, the only agency which can attempt solutions. The need is so great that society is willing and ready to reward those who recognize the opportunity for service to mankind and themselves, and public service has become a recognized career of real opportunity.

SECOND ANNUAL REPORT

of the

BUREAU OF PUBLIC ADMINISTRATION

of the

UNIVERSITY OF CALIFORNIA

for the

Year Ending June 30, 1932

July 1, 1932.

To the President

of the University of California

Sir:

I have the honor to present the second annual report of the Bureau of Public Administration.

During the year 1931-32, substantial progress has been made in all of the activities in which the Bureau is engaged.

#### LIBRARY

The Library has been developing steadily and, upon suggestion from the Social Science Research Council, has undertaken the responsibility of collecting all official documents (State, county, and municipal) published in the State of California, as part of a nation-wide plan.

The continued illness of Dr. Helen P. Bates, for many years Librarian, has made it impossible for her to carry the greatly increasing responsibilities of the Bureau Library. Upon her resignation, Miss Anita M. Crellin was made Librarian, Dr. Bates still contributing her valuable services upon a part-time basis. Miss Carol R. Cox has been appointed Librarian, Junior Grade, to fill Miss Crellin's former position.

Numerous bibliographies have been compiled under the direction of Mrs. Dorothy C. Nicholson, Research Assistant, most important of which is the comprehensive "Bibliography on Crime and the Administration of Criminal Justice", a supplement to the Kuhlman "Guide", containing approximately 15,000 items. Miss Viola L. Rohrs has made substantial progress on a guide to the literature of State Administration.

PERSONNEL; QUARTERS

The personnel of the Bureau has expanded rapidly so that on July 1, 1932, the staff numbered twenty-five. This increase in numbers has made the problem of adequate quarters acute, although a partial relief was afforded by the accession in January of Room 21, Wheeler Hall; and the contemplated use of 113 Library Building after August 1st will bring members of the staff now working in the Life Science Building into proximity with the main office and library of the Bureau. In January, Miss Kathryn B. Moss was transferred to a secretarial position with Dr. Adler, Mrs. Mary L. Sisson succeeding her as secretary of the Bureau.

TRAINING

In view of existing economic conditions, the results of the training program to fit men and women for public service have been gratifying. The enrollment in public administration seminars numbered over fifty each semester, and many students were placed in governmental positions. Of particular interest in this respect was the success of the graduate seminar in public personnel administration, conducted by Mr. Fred Telford during the first semester and the Director of the Bureau during the second semester, with valuable assistance from representative public officials in this region. Through the cooperation of the State of California, eight members of this seminar were placed in State service as student personnel assistants, and most of them secured permanent positions upon completion of the course.

Professor Vollmer supervised a group of graduate students in research in police administration, and conducted a graduate seminar and an undergraduate course in this subject. The seminar on the administration of criminal justice conducted jointly by staff members of the Bureau resulted in continued interest among graduate students and has become an established policy of the Bureau.

Several important studies have been completed by students working for higher degrees. The Bureau has been of great assistance to graduate students in public administration seminars conducted by the Political Science Department.

#### RESEARCH

The research program has advanced in each of the projects undertaken. In the series of studies on Federal, State, and local administrative relationships in California, Dr. Carleton R. Ball has completed his large volume on the relationships in Agriculture and Natural Resources; Professor Austin F. Macdonald has completed his field work and research dealing with National Defense; and Miss Helen Valeska Bary, who received her appointment in January, 1932, has made rapid progress in the study of the relationships in Public Welfare administration. Dr. Ball has been placed in charge of the general coordination, arrangement, and editing of this series.

In the research program dealing with the administration of criminal justice, several important developments have taken place. Professor August Vollmer, who joined the staff of the Bureau on July 1, 1931, has made arrangements for a series of fifteen studies in Police Science, each of which is planned as a volume to be prepared under his general direction. For this purpose Mr. Milton Chernin and Miss Dorothy Stahl were appointed research assistants, beginning in January, 1932, to cooperate with members of the Berkeley Police Department and a number of nationally known specialists who are giving their services as contributors to this series. Dr. Carleton R. Ball will assist Professor Vollmer in the editing of these volumes, which will include: Criminal Investigation, by Captain C. D. Lee, Berkeley Police Department; Police Communication Systems, by V. A. Leonard; Police Psychiatry: Abnormal Behavior and Crime (an elementary textbook for police schools), by

Dr. Hubert N. Rowell; Police Statistics, by Anthony Bledsoe; Crime Prevention and the Policewoman, by Mrs. Elizabeth Lossing; Police Record Systems, by O. E. Griffin; Police Duty Manual, also by members of the Berkeley Police Department; Criminal Law, by Professor A. M. Kidd; State Police Organization, by Alfred E. Parker; Traffic-Hazard Measurement, by Chester C. Fisk; Traffic Engineering, by Clarence P. Taylor, State Traffic Engineer of Massachusetts; Traffic Education, by John V. Brereton, Executive Secretary of the Berkeley Traffic Safety Commission; Police Personnel, by Chief J. A. Greening, Berkeley Police Department; Psychiatric Personalities in Crime, by Professor Herman M. Adler; and Police Organization and Administration, by Professor August Vollmer.

In March, 1932, Professor Herman M. Adler inaugurated an intensive study of delinquency and crime in Berkeley, and there were appointed to assist him in this project Miss Frances Cahn and Mr. Johannes Stuart, Research Assistants, and Miss Kathryn B. Moss, Clerical Assistant. This study, which will take about two years for completion, will include an analysis of existing record material with the object of determining possible correlations between the delinquency rate and any known factors; and an experimental attempt to influence the delinquency rate by the application of this knowledge.

Since the completion of Professor Hugh N. Fuller's study of Criminal Judicial Statistics, Mr. Richard Graves has succeeded in securing the cooperation of courts which try approximately 70 per cent of the criminal cases in California. There is every reason to believe that the system will be made compulsory at the next session of the California Legislature.

In April, 1932, Governor Rolph appointed a Crime Problem Advisory Committee, of which the Director of the Bureau is a member, and selected the Bureau of Public Administration as the agency for conducting several studies under a State appropriation. Mr. Richard Graves was placed in charge of the

studies relating to the cost of crime to governmental agencies in California which function in relation to the crime problem; and the correlation of their records and statistics, to promote cooperative work. In these studies, the Bureau has secured the enthusiastic cooperation of city, county, and State officials. Mr. William Howard Gardner, a graduate student in public administration, has given valuable assistance in statistical and field work. The State has also requested the Bureau to make an intensive study of parole in California and it is planned to inaugurate this project early in September.

Plans have been completed for a study of prosecution in Alameda County and the services of Mr. Earl Warren, District Attorney of the County and President of the District Attorneys' Association of California, have been secured, beginning July 1, 1932. Mr. Ronald H. Beattie, joint author (with Dean Wayne L. Morse) of the recently published Oregon Crime Survey, will join the Bureau staff on August 15, to assist Mr. Warren in this project. Their first undertaking will be the preparation of a Manual for District Attorneys in California, in which Mr. Warren has enlisted the cooperation of his deputies and several graduate students.

#### COOPERATION WITH OTHER AGENCIES

The Bureau has been of assistance to several counties and cities and a number of civic organizations, by providing administrative and legal information. The Director acted as consultant for the drafting of a county home-rule charter which will provide for the county-manager type of government. In this he was assisted by Mr. Thomas S. Dabagh, the Bureau specialist in legislative drafting. Mr. Dabagh is now engaged in the codification and indexing of the laws passed by the last session of the Legislature.

The Commonwealth Club of California utilized the services of several graduate students in its comparative study of court and commission administration of personal injury cases.

The Director of the Bureau was an official delegate of the United States government to the Fifth International Congress of Local Authorities held in London in May, and served as the spokesman for the American delegation. He also participated in the annual sessions of the Institute of Public Administration (British) at Cambridge, England, in June. During the summer he spent approximately six weeks abroad, building up foreign materials for the pamphlet collection of the Bureau and making a general survey of the latest developments in training for public service and research in public administration.

The Director has been appointed on the Committee on Criminal Law and Procedure of the State Bar of California, and has been reappointed a member of the Research Committee of the International City Managers' Association.

Appreciation is acknowledged to the various departments and administrative officers of the University who by their cooperation have made possible the accomplishments which are contained in this report.

Respectfully submitted,

Samuel C. May

Director of the Bureau of Public Administration