

Origin and Historical Development

THE BUREAU of Governmental Research and Services was established by the University of Washington on July 1, 1934. Its formation resulted from the expressed need of city officials for an agency which could aid them in the solution of their governmental problems. Subsequently, a close working relationship has been maintained between the Bureau and the cities' official organization, the Association of Washington Cities.

The primary purpose of the Bureau is to provide research facilities and advisory services to the governmental agencies of the state and its political subdivisions. Although the Bureau has specialized in municipal research, its program is available to all levels of state and local government. It functions as a central organization to which inquiries may be directed, and provides information concerning governmental problems. In addition, its personnel serve as advisers and consultants to quasi-public institutions and various civic organizations.

Another major function of the Bureau is organizing and sponsoring educational and training conferences, the most important of which is the annual Institute of Government. The Bureau also engages in a number of supplementary activities, including maintenance of a library reference service and ordinance file, a news and

publicity service, and the training and placement of governmental administrators, teachers, and research personnel.

THE BUREAU AND MUNICIPAL ORGANIZATIONS

The beginnings of the Bureau of Governmental Research and Services in 1934 were so closely related to the creation of the Association of Washington Cities that the history of one cannot be told without relating that of the other. For several years they had a common director, and since 1939 have maintained adjacent offices.

In 1945, the Association supported the Bureau's municipal program by securing the passage of Chapter 54, Laws of Washington of 1945 (RCW 82.44.160). This act designates the Bureau as the official research and service agency of the cities and towns of the state and allocates a portion of their share of the motor vehicle excise tax to the Bureau for the purpose of financing this program.

While successful cooperation between a state university research bureau and a state-wide association of municipal officials is not uncommon, only one other state university research agency, the University of Tennessee's Municipal Technical Advisory Service, operates under a similar financial arrangement.

An Early Attempt: The Bureau of Municipal Research: 1912-1916. In 1912, the University of Washington, through its Extension Division, created the Bureau of Municipal Research as a clearing house for the latest information in the field of legislation and municipal administration. In addition to providing information on municipal subjects, collecting and disseminating legislative data, preparing topical reading lists and research

matter, and cooperating in the training of municipal employees, the Bureau served as headquarters for the League of Washington Municipalities, which was organized in 1910 and functioned until 1916.¹ This League was the first of a number of, and for the most part unsuccessful, predecessors of the Association of Washington Cities. Furthering the alliance between the League of Washington Municipalities and the University of Washington was the election in 1912 of Dr. Herman A. Brauer, Director of the Bureau, as secretary-treasurer of the League. In addition, he served as municipal editor of the League's official paper. Although this first cooperative relationship between the University and the League of Washington Municipalities was terminated with the cessation of the League's activities after 1916, it served as a forerunner of the relationship that ultimately evolved between the present Bureau of Governmental Research and Services and the Association of Washington Cities.

Organization of the Association of Washington Cities: October 26, 1933. Following the termination of the League of Washington Municipalities in 1916, no other effective, state-wide municipal organization came into existence until October, 1933, when the Association of Washington Cities was established. At a Yakima conference of city officials in 1933, called together to discuss liquor control legislation, temporary alliances of western and eastern Washington city officials were merged in order to present a united effort at a forthcoming special

¹Dr. Herman A. Brauer, "Bureau of Municipal Research," *Municipal Problems*, Proceedings of the Fourth Annual Convention of the League of Washington Municipalities (Seattle: Fuller Publishing Company, 1913), pp. 11-13.

legislative session. At this conference Mayor W. W. Stratton of Yakima was elected president of the newly formed organization, and he, in turn, appointed a six-member Executive Committee consisting of three city officials from the western portion of the state and three from the eastern, with the Cascade Mountains forming a natural dividing line. While the newly appointed Executive Committee was meeting to plan strategy for the forthcoming special session of the Washington State Legislature in 1933, other developments were occurring which ultimately led to the establishment of the Bureau of Governmental Research.

Formation of the Bureau of Governmental Research: July 1, 1934. Late in the fall of 1933, Herman Kehrli, Executive Secretary of the League of Oregon Cities and Director of the Bureau of Municipal Research and Services at the University of Oregon, arranged for a grant from the American Municipal Association to finance the services of a traveling municipal consultant for the states of Oregon and Washington. After meeting with the Executive Committee of the Association of Washington Cities in late November and on the basis of conferences with other Washington city officials, Kehrli came to the conclusion that conditions warranted the employment of full-time field consultants for both of these states. Kehrli further recommended that the American Municipal Association permit Mayor W. W. Stratton of Yakima, first president of the Association of Washington Cities, and Mayor E. N. Steele of Olympia, an active participant in its formation, to make the appointment in consultation with Dr. Joseph P. Harris, Professor of the Political Science Department of the University of Washington.

ORIGIN AND HISTORICAL DEVELOPMENT

In January, 1934, the Association finally selected Russell Barthell, a graduate in political science of the University of Washington and Executive Secretary of the Portland City Club, as its first full-time staff member. Barthell was directed by the American Municipal Association to operate under the supervision of Harris, who had arranged for temporary University cooperation through Acting President Hugo Winkenwerder and the Board of Regents.

Immediately after the appointment of Barthell as field consultant for the Association of Washington Cities and the American Municipal Association, Mayors Stratton and Steele and Seattle Councilman John E. Carroll called upon President Hugo Winkenwerder and the Board of Regents of the University of Washington to ask them to place an item in the University budget to provide for a municipal reference bureau. As president of the Association of Washington Cities, Stratton urged that the "temporary program be made permanent and that the Political Science Department of the University be made the agency through which the Association of Washington Cities may function and from which they may draw on inspiration and obtain assistance and guidance in the countless matters that are of common interest."² In language which presaged the future financial relationship between the Association of Washington Cities and the Bureau of Governmental Research, Stratton went on to request that the University provide in its budget:

a sum, perhaps \$3000 to \$5000 for the purpose of financing the office expenses and salary of an Executive Secretary and assistant to work in conjunction with the officials of the Association in provid-

² Letter from W. W. Stratton to Hugo Winkenwerder, dated January 30, 1934.

ing better information through greater research facilities, all in the interest of better and more economical municipal operation and service. I do not hesitate to pledge you the hearty cooperation of the cities of this state and I am sure as soon as this organization is established in fact, that it will be only too willing to contribute in a financial way to the expenses of its maintenance.³

In the early months of 1934, however, with the University of Washington facing severe financial hardships involving drastic cuts in salaries, the president and the Regents hesitated to take on new ventures before the existing services could be restored. Although President Winkenwerder and the members of the Board listened sympathetically to the Association's request, it seemed doubtful that the administration would be able to set aside the several thousand dollars deemed necessary to establish such a bureau. From February 1, 1934, however, through the cooperation of President Winkenwerder and Dr. Harris, assistance from the Political Science Department of the University of Washington was made available to handle the temporary organizational work of the Association of Washington Cities. During the next few months the Political Science Department furnished office space and equipment at a modest rental as well as stenographic and research assistance, thus launching the spirit of cooperation and mutual benefit which was to characterize the relationship of the University and the Association from the beginning.

Meanwhile, inadequacy of funds continued to plague the Association of Washington Cities. Although a schedule of dues had been established for 1934, there was some delay in the payment of dues, as most cities faced financial difficulties of their own. In any event, this source of funds

³ Letter from W. W. Stratton to Hugo Winkenwerder, dated January 30, 1934.

ORIGIN AND HISTORICAL DEVELOPMENT

was not sufficient to finance the salary of a full-time staff member when the American Municipal Association grant for a field consultant lapsed. No more funds seemed forthcoming from the A.M.A., but its officials recommended that the newly formed Washington league apply for a grant from the Laura Spelman Fund, a branch of the Rockefeller Foundation, which had been instrumental in providing financial assistance to new municipal organizations. C. C. Ludwig, Director of Field Services for the A.M.A., wrote Dr. Harris suggesting that he and Barthell should:

make every effort to sell as thoroughly as possible to the cities of the State of Washington in the immediate future (putting Mr. Barthell in the field as much as possible, using regional meetings if necessary) the idea that the Association of Washington Cities can have and should have a comprehensive full-time service program and . . . with the cooperation of the officers of the league . . . work out by the middle of March such a comprehensive program, budgeted in detail, estimating what revenues can be secured from the dues of cities raised to a higher level if necessary, estimating what aid can possibly be secured through the University, and finally estimating what outside subsidy will be needed in addition to complete the program.⁴

With Ludwig's recommendations providing a guiding outline, Barthell increased his field activity, while Dr. Harris worked on applications for financial assistance from the Spelman Fund, and concentrated on improving relations between the newly formed Association, the University of Washington, and the American Municipal Association. Among those attending the Western Conference on Government held at Berkeley, California, on March 28-30, 1934, were Barthell and Harris, and the mayors of Seattle and Spokane, the state's two largest cities. At this conference Barthell and Harris made ar-

⁴ Letter from Mr. C. C. Ludwig to Dr. Joseph P. Harris, dated February 1, 1934.

rangements with Paul V. Betters, Executive Secretary of the American Municipal Association, and Guy Moffett, Director of the Laura Spelman Fund, for a continuation of Barthell's salary as field representative through December 31, 1934.

Even more encouraging was the announcement of the University of Washington budget for the second half of the biennium on April 1, 1934. Included in the Department of Political Science budget for the fiscal year April 1, 1934, to March 31, 1935, was a modest provision for \$3,500 for a division to be known as the Bureau of Governmental Research. At the first annual convention of the Association of Washington Cities held in Seattle in May, 1934, 175 officials from 61 cities throughout the state heard Lewis B. Schwellenbach, then president of the Board of Regents of the University of Washington (later to become secretary of labor in the Truman administration), promise city officials wholehearted University cooperation: "We want to make the University a laboratory in which the problems of cities and other groups in the state can be worked out."⁵ Shortly after the convention, on July 1, 1934, the Bureau of Governmental Research formally began operation.

Many individuals were instrumental in the establishment of the Bureau of Governmental Research. City officials, such as Mayors Stratton and Steele, Councilman Carroll, and others, looked beyond the role of the Association of Washington Cities as a mere lobbying group and envisioned a more permanent research and service role, a role that could best be fulfilled in cooperation

⁵ "Washington Cities Launch Highway Fund Initiative; Seek Federal Works Program," *Western City*, X (May, 1934), 12.

ORIGIN AND HISTORICAL DEVELOPMENT

with a university agency such as the Bureau of Governmental Research. National and local leagues of municipalities' executives, particularly Paul Betters, Executive Secretary for the American Municipal Association, C. C. Ludwig, Director of Field Services for the A.M.A., and Herman Kehrl, Executive Director of the League of Oregon Cities, were instrumental in assisting the struggling Association of Washington Cities with organizational and financial support. These men realized from past experience in other states the many advantages that would result from a cooperative relationship between a state university and a state-wide municipal organization. The Rockefeller Foundation and the Spelman Fund, through Director Guy Moffett, financed the field consultative operations of Russell Barthell, when neither the new Association nor the Bureau could afford to pay the salary of a full-time staff member. Barthell, the first executive secretary of both organizations, developed the kind of confidence from city officials and University personnel alike which encouraged both groups to lend support to the new venture.

President Hugo Winkenwerder and the Board of Regents, who approved the establishment of the Bureau, not only were alert to the possibilities of service to the citizens of the state, but also foresaw the potentialities of a Bureau program directed toward service for, and contact with, governmental officials, legislative bodies, citizens groups, and others interested in government. In establishing the Bureau of Governmental Research at the suggestion of city officials and political science faculty members, the Board of Regents and the University administration recognized the responsibility falling on a state university for the advancement and promotion of

TWENTY-FIVE YEARS OF GOVERNMENTAL RESEARCH AND SERVICE

good government. Despite the severe fiscal difficulties faced by the University, the administration saw fit to provide the necessary space as well as a modest operating grant for the first year of operation.

Finally the coordinating and integrating role played by Joseph P. Harris and Charles E. Martin, Chairman of the Department of Political Science, was highly significant. These political science faculty members were instrumental in bringing together University administrators and municipal officials at a meeting which ultimately led to the establishment of the Bureau of Governmental Research.

THE FORMATIVE YEARS: 1934-1939

The Bureau of Governmental Research, as it was first designated, was initially established at the University of Washington as an integral part of the Department of Political Science. Dr. Charles E. Martin, Chairman of the Department, appointed Dr. Joseph P. Harris as non-salaried director of the newly created Bureau in addition to his full-time teaching assignment. Russell Barthell, Executive Secretary of the Association of Washington Cities, took on an additional title and added duties as executive secretary of the Bureau. Despite official recognition of the Bureau of Governmental Research on July 1, 1934, there was little immediate change in the existing relationship between the Association of Washington Cities and the University of Washington. Office space for the two new organizations was furnished in Room 5B, Condon Hall, the same housing the Association had been using since February 1, 1934. In addition to Harris and Barthell, the combined Bureau and Asso-

ORIGIN AND HISTORICAL DEVELOPMENT

ciation staff for the first nine months consisted of a part-time research assistant, Harold Bergerson, and a stenographer-librarian. The total sum allocated to the new Bureau of Governmental Research amounted to almost \$3,500. Of this amount, \$610 was set aside for operating expenses; most of the balance was budgeted for the salaries of the stenographer and research assistant.

Almost immediately, Dr. Harris took leave of absence from the University to serve as assistant director of research of the Federal Committee on Economic Security in Washington, D.C. In his absence, another political science faculty member, Dr. Kenneth C. Cole, served as acting director. In order that Barthell might continue to carry out his duties as field consultant under the Spelman Fund and the A.M.A. provisions, he was granted a leave of absence from his position as executive secretary of the Bureau. While Barthell was in the field, Harold Bergerson, Research Assistant, temporarily assumed the duties of the executive secretary. During these first few months of the Bureau, Barthell continued to spend as much time as possible servicing the some fifty to sixty member cities and visiting other municipalities in the hope of bringing them within the ranks of the fast growing Association of Washington Cities. During the fall and winter the executive secretary taught courses in municipal administration and conducted sections for the beginning political science course. Meanwhile, Bergerson spent most of his time answering telephone and mail inquiries, conducting research, and gathering information for occasional municipal bulletins. Emphasis was placed upon practical research of current importance to city officials.

For all practical purposes during these first years, the

two organizations functioned as one. Organization letters and correspondence, records and files, committee meetings, membership letters and records, and organization finance, including bookkeeping and budgeting—all were handled for both the Bureau and the Association in a single office. The two infant organizations, finding strength in unity, patterned their affiliation after similar cooperative relationships between other leagues of municipalities and university bureaus of research in Minnesota, Texas, Oregon, Arkansas, Michigan, Colorado, and other states.

Inherent in the nature of the relationship, however, were at least two divergent forces which would eventually lead to a separation of the secretariat and a division of functions, although the spirit of close cooperation would remain. Gradually, as the two organizations grew in size, a differentiation between pure or basic research and applied research became necessary. The Bureau of Governmental Research gravitated toward the broader scope, long-range research projects, while the Association of Washington Cities tended to focus on the short-range, day-to-day problems confronting municipal officials.

A second and even more important source of potential conflict was the difficulty of maintaining a clear-cut distinction between research and services, on the one hand, and legislative or lobbying activity, on the other hand. From the beginning, it was intended that the Bureau would divorce itself from the latter activity. Legislative activities were to be conducted exclusively by the legislative committees of the Association of Washington Cities. However, less than two weeks after the establishment of the Bureau of Governmental Research, Dr. Harris found it necessary to assure President Winkenwerder and

ORIGIN AND HISTORICAL DEVELOPMENT

the Board of Regents of the University of Washington, as a result of the president's concern over Barthell's activities in the field, that both the staff and Association's Executive Committee were aware of this necessary above-mentioned distinction. Barthell had been instructed to take no part in the campaign for Initiative No. 93, an Association sponsored measure urging a return of 25 per cent of the state gasoline tax receipts to the cities. In a letter to President Winkenwerder, Harris suggested that he "inform the Governor of the fact that while the University is cooperating with the state Association of Washington Cities in connection with services and research work, it is not taking any part whatever in the promotion of this measure."⁶ However, with the Bureau and the Association functioning largely as a single entity under a single executive secretary and utilizing the same office space and staff, the maintenance of the distinction between the research and service activity carried on by the Bureau, and the legislative activity executed by the Association, was to prove increasingly difficult.

By March 31, 1935, after nine months of operation, the Bureau of Governmental Research had initiated a number of important research and service activities. As a result of its close ties with the Association of Washington Cities, the major portion of these new activities related to municipal problems. Included among them were research and information; consultative and advisory services, including legal advice and field visits; an ordinance reference file; a municipal government reference library; and the sponsorship of various conventions and meetings.

In the first months of the Bureau, close attention to

⁶ Letter from Dr. Joseph P. Harris to President Hugo Winkenwerder, dated July 12, 1934.

matters of everyday concern to municipal officials was reflected in the subject matter of its first five research studies issued in mimeograph form: "Liquor Revenue for Washington Municipalities," "Water Rates in Seventeen Northwest Cities," "Salaries of Municipal Officials in Washington, 1934," "Street Lighting in the State of Washington," and "The Use of Patrol Cars in the Police Work of Small Cities of Washington and Oregon." Because of the limitations of time and staff, as well as of appropriations, the Bureau was not yet in a position to conduct comprehensive surveys of municipal administration and state and local government. These were to come with postwar expansion.

In addition to special reports on specific subjects, the Bureau of Governmental Research also instituted a Washington municipal information bulletin, an occasional mimeographed publication carrying matters of current interest on federal, state, and local developments affecting municipalities.

Another important activity initiated almost immediately was an inquiry service. During its first nine months of operation, the combined office answered 139 separate requests for information, exclusive of requests for Bureau publications. About 95 per cent of these requests were from municipal officials. Some of these inquiries by mail and telephone could be answered immediately, while others required detailed research.

In conjunction with this information inquiry service, the Association of Washington Cities established a legal consulting service in October, 1934. Accordingly, attorney John A. Homer was engaged as a legal consultant by the Association on a part-time basis and continued to serve in this capacity until his death in 1953.

ORIGIN AND HISTORICAL DEVELOPMENT

Through the field consultative service financed by the American Municipal Association and the Spelman Fund grant, Executive Secretary Barthell personally contacted officials from 105 municipalities during the first nine months of combined Bureau-Association operation. In this manner firsthand and up-to-the-minute assistance was rendered on municipal problems.

An ordinance reference service was established with over one thousand ordinances classified and filed for use by municipal officials. These included model ordinances and all current ordinances enacted by Washington municipalities that were obtained through a clipping service subscribed to by the Association.

During the first year a special library in public administration and municipal government was organized with the accumulation of some 650 specialized books, pamphlets, and public documents in the field. With the Bureau stenographer also acting as librarian, the Bureau was receiving some forty different periodicals and bulletins which further added to the library. One hundred dollars of the initial operating budget was spent for the purchase of books; the balance of the material was obtained on an exchange basis or free of charge.

In January, 1935, the Association of Washington Cities adopted *Western City*, a monthly publication then serving the California and Oregon Leagues, as its official publication. The original mailing list included over nine hundred Washington municipal officials.

In 1934, the Bureau and Association office arranged two state-wide conventions of the Association with an average attendance of 150 municipal officials. A number of regional meetings were also held during the year.

In addition to assisting in the organization of these

meetings, the Bureau of Governmental Research inaugurated the Institute of Government on the University of Washington campus, which has been continued annually. Over 175 city, county, and state officials attended the first Institute held on August 24-25, 1936.

The establishment of these important activities and services clearly demonstrates the initial cooperation and progress of the two organizations. However, the Bureau of Governmental Research still faced a number of important hurdles. Expanded office facilities, staff additions, and increased financial support were needed if the Bureau was to keep abreast with the mounting work-load of the growing Association as well as to provide increased service to other political subdivisions of the state.

The demand for the services of the Bureau of Governmental Research increased greatly during the second and ensuing years. By 1939, the membership of the Association of Washington Cities consisted of 152 municipalities, representing over 96 per cent of the state's entire urban population. The central offices of the Bureau, in which the offices of the Association of Washington Cities continued to be located, were averaging over three hundred responses per year to requests and inquiries for information. In the fall of 1935 the two organizations had outgrown the temporary quarters in Condon Hall and moved to new and larger headquarters in Commerce Hall. The new offices consisted of an outer office, a private office, and a library room. With the increased space came further expansion of the municipal library and the ordinance file. By 1939, over thirty research reports and some forty-six information bulletins had been published in cooperation with the Association of Washington Cities, as well as many mimeographed notices

ORIGIN AND HISTORICAL DEVELOPMENT

and news sheets. During that year, *Western City* was received by more than 1,250 Washington municipal officials. As a result of a succession of American Municipal Association grants and expanding revenue from dues, field consultative activities and legal and legislative advisory services had been increased.

Meanwhile the staff of the Bureau of Governmental Research was undergoing considerable change. In the summer of 1935, Dr. Edmund F. Spellacy, an instructor in the Department of Political Science, had succeeded Dr. Joseph Harris as director of the Bureau. In May, 1936, Russell Barthell was granted a fifteen-month leave of absence to pursue advanced graduate work at the University of Chicago. Chester Biesen, who had joined the Association staff in March of 1936 as field representative, became acting executive secretary for the Bureau and the Association. Jesse Epstein served as research assistant from 1936 to 1939, succeeding Harold Bergerson.

Establishment of Separate Secretariats: April 1, 1939. As the Association of Washington Cities grew in size and the Bureau of Governmental Research expanded its activities to other governmental levels, the need for separating the two organizations became increasingly apparent. From the beginning, it was evident that there was a need to maintain a clear distinction between services rendered to the municipalities by the Bureau of Governmental Research and the political and legislative activities carried out by the Association of Washington Cities through its Executive Committee and special legislative committees. This was not always easy to do when the same person served as secretary to both the Bureau and the Association.

Another factor prompting separation of the two organizations was the increasingly diverse approaches to research and services. The emphasis of the Bureau program was shifting away from concern with day-to-day service problems and beginning to focus on long-range research. The Bureau had also extended its interests and assistance to county and state levels of government in addition to the municipal. Association supporters, on the other hand, thought it desirable that the Association concentrate entirely on municipal problems. It was felt that staff efforts should be devoted to rendering direct, effective, day-to-day service and to carrying out the legislative and political interest of the cities.

A final factor contributing to the demand for separation was the expanding work-load of both the Association and the Bureau and the recognition that both organizations needed larger staffs and full-time executive direction. A single person could no longer handle the combined responsibilities of directing Bureau research projects as its executive secretary, an instructorship in the Political Science Department, the organization of the annual Institute of Government, and the management of Association affairs.

To meet and discuss these functions and emerging conflicts of purposes, the Association of Washington Cities created a Committee on University Relations. On December 30, 1938, a five-member committee headed by John E. Carroll, Seattle Councilman and Chairman of the Association Executive Committee, and Bellingham City Attorney, Hobart S. Dawson, President of the Association of Washington Cities (now Superior Court Judge of San Juan and Whatcom Counties), met with President Lee Paul Sieg of the University of Washington

ORIGIN AND HISTORICAL DEVELOPMENT

in order to discuss plans for increased services to Washington municipalities and public service generally.

Arrangements for a new and more clearly defined working relationship between the University of Washington's Bureau of Governmental Research and the Association of Washington Cities were completed with the formal separation of the secretariats on April 1, 1939. As a result, the University created a combined administrative and teaching position of executive secretary of the Bureau of Governmental Research, which was filled by the appointment of Dr. Donald H. Webster, Associate Professor of the Department of Political Science. Chester Biesen then ceased to be executive secretary of the Bureau, and thereafter gave his undivided attention to the Association's affairs as its full-time executive secretary.

Under the new arrangement, the Association of Washington Cities continued to maintain its close working relationship with the Bureau of Governmental Research. Technical assistance from the Bureau of Governmental Research and other University agencies, research and library facilities, certain supplies and equipment, and limited mailing privileges were also continued. The Bureau maintained its function as adviser and consultant to the Association, and the two organizations continued their practice of jointly publishing many research reports and information bulletins. With arrangements completed for a new and more clearly defined working relationship, the two organizations embarked upon new and enlarged programs of research and services. However, the second phase of growth was somewhat complicated by the nation's plunge into total war.

THE WAR YEARS: 1939-1945

During the war years, following formal separation of the secretariat, the Bureau of Governmental Research continued to concentrate on promoting better government and administration at the state, county, and city levels. However, along with other governmental and University agencies, its activities were shifted to encompass a number of aspects of civilian defense and the war effort in general. Reflecting this concern with national defense, the sixth, seventh, and eighth Institutes of Government were directed to the problems of government as affected by the war, and featured such themes as "The Role of the State in National Defense" and "War Manpower Conservation." In addition, the Bureau sponsored a number of educational conferences such as a Civilian War Agencies Institute designed to give volunteer defense workers a picture of the purposes and functions of civilian war agencies at the local, state, and national levels. For the most part, however, Bureau services continued as before the war, although some internal adjustments were necessary due to staff participation in the war effort and postwar recovery. Dr. Donald H. Webster was on leave of absence for government and military service from July, 1942, until November, 1945. During Dr. Webster's absence, Lloyd W. Schram, who had joined the Bureau staff in 1939 as research assistant, served as acting director of the Bureau.

The Association of Washington Cities, in cooperation with the Bureau, initiated two new services during these years. Answering a need which had long been felt by those city officials concerned with the problems of planning, zoning, and traffic consultation, in 1941 the Associa-

ORIGIN AND HISTORICAL DEVELOPMENT

tion made available on a cost basis the services of three consultants, each an outstanding technician in his field. They were Harry Aumack and Joshua H. Vogel, specialists in city planning and zoning, and J. W. A. Bollong, a specialist in traffic engineering. Another new service was inaugurated in 1944 when the Association and Bureau began mimeographing and distributing to city officials the Attorney General's opinions relating to municipal government.

The research and service activities of the Bureau of Governmental Research continued to be restricted because of its limited budget. Completely dependent upon regular University appropriations, which had to be approved first by University officials and second by the state legislature, the Bureau was finding it increasingly difficult to keep up with growing service demands from public officials. It became apparent that either increased University appropriations or added revenue from some other source was necessary if the Bureau was to keep abreast of its expanding research and service responsibilities. Although the question of increased financial support had to be postponed for the duration of the war, the question could not be ignored indefinitely.

Establishment of the Municipal Research and Services Fund: 1945. For a number of years the Association of Washington Cities had urged President Lee Paul Sieg and the Board of Regents of the University of Washington to increase the University facilities available to municipal and other public officials, but no additional state funds were made available. At the conclusion of World War II, for the first time in years, the finances of nearly all the cities in the state of Washington were on

solid ground as far as current operating budgets were concerned. The Association of Washington Cities was thus in a position to promote the extension of University research and service facilities by diverting a portion of city funds for the support of municipal research and services. Included among the Association's legislative proposals for the 1945 legislative session was a bill proposing an allocation of a portion of the cities' share of the motor vehicle excise tax to the Bureau of Governmental Research. This proposal was one of a number of bills given careful consideration by over seven hundred city officials at twenty-one regional and district meetings held throughout the state during November and December, 1944, and adopted as part of the 1945 legislative program of the Association of Washington Cities.

House Bill No. 213, the Association's bill to provide increased research and consultative services to municipalities through the Bureau of Governmental Research, was introduced on February 2, 1945, at the twenty-ninth session of the Washington State Legislature. Overwhelmingly passed by the lower House of Representatives on February 16, by a vote of 93 to 1, with five absent or not voting, H.B. No. 213 received unanimous support in the state Senate as it was passed by the upper House, 37 to 0, with nine absent or not voting on March 5, 1945. On March 14, 1945, upon receiving the signature of Governor Mon C. Walgren, H.B. No. 213 became law as Chapter 54, Laws of 1945 (RCW 82.44.160).

The passage of this act was a fulfillment of the promise of Mayor W. W. Stratton of Yakima, first president of the Association of Washington Cities, who stated in his letter to University of Washington President Hugo Winkenwerder, requesting the establishment of a bureau

ORIGIN AND HISTORICAL DEVELOPMENT

of municipal research, that "as soon as this organization is established in fact, . . . it [the Association of Washington Cities] will be only too willing to contribute in a financial way to the expenses of its [the Bureau of Governmental Research] maintenance." The text of the act is as follows:

82.44.160 Distribution to university bureau of governmental research. Before distributing moneys to the cities and towns from the motor vehicle excise fund, as provided in RCW 82.44.150, the state treasurer shall make an annual deduction therefrom of a sum equal to four cents per capita of the population of all cities or towns, determined as provided in said section, which sum shall be apportioned and transmitted to the University of Washington for use by its bureau of governmental research, and shall be used for studies and research in municipal government, publications, educational conferences, and attendance thereat, and in furnishing technical, consultative, and field services to cities and towns in problems relating to planning, public health, municipal sanitation, fire protection, law enforcement, postwar improvements, and public works, and in all matters relating to city and town government. The program shall be carried on and all expenditures shall be made in cooperation with the cities and towns of the state acting through the Association of Washington Cities by its executive committee which is hereby recognized as their official agency or instrumentality.

Any moneys remaining unexpended or uncontracted for by the bureau at the end of any calendar year shall be returned to the motor vehicle excise fund and be paid to cities and towns under the provisions of RCW 82.44.150. [1945 c 54 § 1; Rem. Supp. 1945 § 6312-128a.]

POSTWAR EXPANSION AND DEVELOPMENT: 1945-1958

In order to carry out the purposes of this act the legislature appropriated for the 1945-47 biennium the sum of \$70,000. This substantial increase in the funds available for the research and service role of the Bureau of Governmental Research in relation to the Association of Washington Cities immediately posed a number of policy decisions for the two organizations. To meet with the Executive Committee of the Association of Washington Cities and to aid in the consideration of policy matters

arising under the municipal research and services fund, a special Advisory Committee was appointed by the president of the University of Washington. Included on the initial committee appointed by President Lee Paul Siegel were Dr. Charles E. Martin, Chairman of the Political Science Department; Dr. Kenneth C. Cole, a member of the political science faculty; and Lloyd W. Schram, Acting Director of the Bureau of Governmental Research during the war. This committee immediately began formulating plans for the expanded research and service role of the Bureau in relation to the municipalities of the state.

Among the immediate policy decisions confronting the Advisory Committee and the Executive Committee of the Association were those relating to the program, staff, and finances. Informal discussion and planning began almost immediately after the passage of the bill with Professors Martin and Cole, and Acting Director Schram representing the University, and Councilman John Carroll of Seattle, Chairman of the Association's Executive Committee, acting as spokesman for that group. Although it was possible to proceed with much of the preliminary planning for the expanded program, final planning and implementation were somewhat delayed by the absence of key Bureau and Association personnel who were on military leave and in postwar rehabilitation service. Chester Biesen, Executive Secretary of the Association of Washington Cities, had left in April, 1945, for service in Europe with UNRRA. When Chester Biesen, Executive Secretary of the Association of Washington Cities, left for Europe in April, 1945, Joshua H. Vogel became acting secretary of the Association. Then in June, 1945, when the new municipal service source of revenue

ORIGIN AND HISTORICAL DEVELOPMENT

became available, Vogel became the planning and public works consultant, by appointment to the Bureau. During the years 1945 and 1946, Vogel served full time both as the Bureau planning and public works consultant and as the acting executive secretary of the Association of Washington Cities. The joint program of the Bureau and Association was carried out without addition of staff until the return of Webster and Biesen from war service. Mr. Biesen returned to the office by January, 1947, to take over the duties as secretary of the Association, relieving Vogel for more intensive activities—research, field work, planning, and public works consultation.

By January, 1946, Webster had returned to the Bureau to formulate the new organization of the Bureau which had been tentatively operating during 1945. Following visits to similar research bureaus at the Universities of Oregon, California, and Southern California, Webster submitted his recommendations for reorganization to a special committee of the University of Washington political science faculty and Bureau staff. The original University committee of Martin, Cole, and Schram, bolstered by former Director Edmund F. Spellacy and Webster, met on March 8, 1946, to formulate postwar expansion and reorganization plans. Among the important proposals discussed by this committee were the following: (1) changing the name of the Bureau of Governmental Research to the Bureau of Public Administration; (2) expansion of the scope of the Bureau to include branches representing other levels of government similar to that representing the municipalities; (3) a proposal that the Bureau undertake a study of state legislative councils; (4) consideration of a number of additional services, including in-service training of public

officials; (5) integration of Bureau personnel with the teaching staff of the Political Science Department; (6) a program of internships for graduate students in public administration and political science; (7) establishment of a curriculum of police science at the University of Washington; and (8) approval of a plan for Bureau organization and staffing.

After some discussion, the Advisory Committee approved a change in name from the Bureau of Governmental Research to that of the Bureau of Public Administration, effective April 1, 1946. It was concluded that this name was more descriptive of the work actually being done and contemplated, as well as more in line with the designations of many other university bureaus performing similar functions across the country. This new designation was short-lived, however. As of September 1, 1947, the name of the Bureau was changed for the third time to its present designation, the Bureau of Governmental Research and Services. This change in name was made to avoid confusion with the newly created Institute of Public Affairs and the Graduate Curriculum in Public Administration. However, the responsibilities of the Bureau remained the same and it continued to function within the Department of Political Science as a research, fact-finding, and service agency in the field of state and local government, with special emphasis on municipal government and administration.

Expansion of the scope of Bureau operations to include serving associations of officials for other levels of government such as county or state groups to a degree comparable to its service to municipalities was considered at some length. However, it was decided that the Bureau should move slowly and await the appropriate opportu-

nity for expansion, while continuing to ask for further funds from the University of Washington, in order to take care of the mounting backlog of research requests from county and state officials.

The five-member Advisory Committee for the Bureau also considered the possibility of adding a number of services to those already performed by the Bureau. It was concluded that there was no evidence for demand for the expansion of in-service training of state and local public officials beyond the facilities provided through the annual Institute of Government. The Committee did conclude, however, that there was a demand for establishing a curriculum of police science at the University of Washington, and steps were taken to initiate such a program under the auspices of the Department of Political Science as distinct from the Bureau of Governmental Research and Services.

The Committee concluded that the general integration of the Bureau personnel with the teaching staff of the Department was a matter for departmental consideration in individual cases rather than one of general policy. Under this policy, the present director and associate director are both members of the political science faculty, with the former carrying considerable academic responsibilities. While from time to time the Bureau of Governmental Research and Services has employed graduate students in public administration and political science as research assistants, there has never been a formally established internship program for graduate students in public administration. Such internships, research assistantships, and teaching assistantships have been handled, instead, at the departmental level.

Perhaps the most important action taken by the Ad-

visory Committee was the approval of the plan of organization and staffing proposed by Webster. The Bureau organization as conceived in 1946 consisted of three main divisions: state and local research and service, the Institute of Government, and municipal research and services, the latter carried on in cooperation with the Association of Washington Cities. Supplementing these somewhat overlapping divisions were a number of additional activities: library service, a contemplated intern placement program, civic meetings and public relations activities, and publications, records, and clerical services.⁷ The present organization of the Bureau is patterned, with some modification, upon these plans formulated in 1946.

As a result of the increased financial support available to the Bureau under Chapter 54, Laws of 1945 (RCW 82.44.160), the staff and program have been expanded since World War II. At the end of 1945, the professional staff of the Bureau consisted of Donald H. Webster; Planning and Public Works Consultant Joshua H. Vogel, who joined the Bureau in June, 1945, as the first full-time staff member under the new municipal research and service fund; Research Supervisor Warren Cunningham; and part-time Research Assistant Clayton Jones. Webster's personnel plans called for the creation of three new positions: a municipal research consultant, a legal consultant, and one additional part-time research assistant. Shortly after these personnel additions were proposed and approved, Cunningham and Jones left the Bureau, and three new professional members joined the staff in 1946: Donald C. Sampson, Dr. Ernest H. Campbell, and George D. Smith. Since 1950, the staff and

⁷ Donald H. Webster, "Legislature Aids Municipal Program at University of Washington," *Western City*, XXII (May, 1946), 49.

ORIGIN AND HISTORICAL DEVELOPMENT

program of the Bureau of Governmental Research and Services have received considerable augmentation through the addition of a full-time planning consultant and the establishment of several additional research positions. Reflecting growing Bureau demands and an increasing urban population, legislative appropriations for the municipal research and service fund have grown from the original \$70,000 appropriated for the first biennium operation, 1945-47, to \$135,000 in the 1957-59 biennium. Meanwhile, appropriations from regular University funds have also increased and now amount to approximately \$46,000 for the 1957-59 biennium. With increased financial support and an enlarged staff, all phases of the Bureau program have undergone extensive expansion.