

The Bureau Today:

FINANCE, ORGANIZATION, AND STAFF

THE SCOPE and nature of the Bureau's operations are indicated by a review of its financial support, organization, and personnel.

FINANCE

The Bureau has two major sources of financial support: University of Washington appropriations and the municipal research and services fund. The latter consists of a portion of the cities' share from the motor vehicle excise tax. For the 1957-59 biennium, the University appropriations totaled \$47,088 and the amount from the municipal research and services fund was \$135,000. In addition, the sale of Bureau publications brings in another \$1,000 to \$3,000 per biennium.

Salaries of the associate director, one municipal research specialist, a subject specialist, and the administrative secretary are paid from regular University appropriations. The other four members of the professional staff are paid from the municipal research and services fund, as are most of the secretarial staff. The salary of the director, who is also a professor of political science, is carried in the budget of the Department of Political Science, although much of his time is devoted to administrative duties as head of the Bureau.

In addition to the allocation of funds for salaries and operations, the University provides housing and house-keeping functions for both the Bureau and the Association of Washington Cities.

Appropriations to carry out the purposes of Chapter 54, Laws of 1945 (RCW 82.44.160) are made to the University, but under the terms of the act all expenditures are required to be made in cooperation with the Association of Washington Cities acting through its Executive Committee. This statute¹ provides that unexpended funds are returned to the cities.

During the period 1945-1953, appropriations to the municipal research and services fund were substantially below the authorized four cents per capita, and actual expenditures were below the amounts appropriated. The appropriation for the 1945-47 biennium was \$70,000, whereas actual expenditures were only \$36,597. By 1953, the research program had developed to the point where both expenditures and appropriations were more in line with the statutory authorization of four cents per capita of the urban population. For example, during the 1955-57 biennium, only three dollars out of the appropriation of \$120,000 was unexpended. Likewise, virtually all of the appropriation of \$135,000 for the biennium of 1957-59 is committed to expenditures. Since allotments from regular University funds are made on the basis of actual budgeted requirements, comparatively slight differences have occurred between allotments and actual expenditures. Although allotments for salaries reflect the rise in salary scales, the amount budgeted for operations has remained rather constant during the ten-year period

¹ Chapter 54, Laws of Washington of 1945, RCW 82.44.160.

ending June 30, 1959. The allotment from regular University funds for the 1957-59 biennium was \$40,358 for salaries and \$6,750 for operations.

ORGANIZATION

Although maintaining close professional ties with the Department of Political Science, the Bureau exists within the administrative framework of the University of Washington very much as an autonomous organization. Its director reports to the president of the University through the office of the dean of the College of Arts and Sciences. Budget and personnel policies, as well as general policy questions concerning the scope of research and service activities, originate and are resolved in the Bureau.

The present administrative relationship has come about by a process of gradual evolution. For more than a decade it was a part of the Department of Political Science. Following the establishment of the municipal research and services fund in 1945, it was administered by a political science departmental committee functioning as a policy advisory group. By 1953, however, this control had been abandoned, and the tie between the Bureau and the Department has been solely through the academic affiliation of the director and associate director.

Within the Bureau, the director exercises over-all supervision of its program and its relationship to other University organizations, with the Association of Washington Cities and public and quasi-public agencies. The associate director has major responsibility for the supervision of the Bureau research program. While the professional staff members concentrate on their respective functional specializations, informal cooperation among

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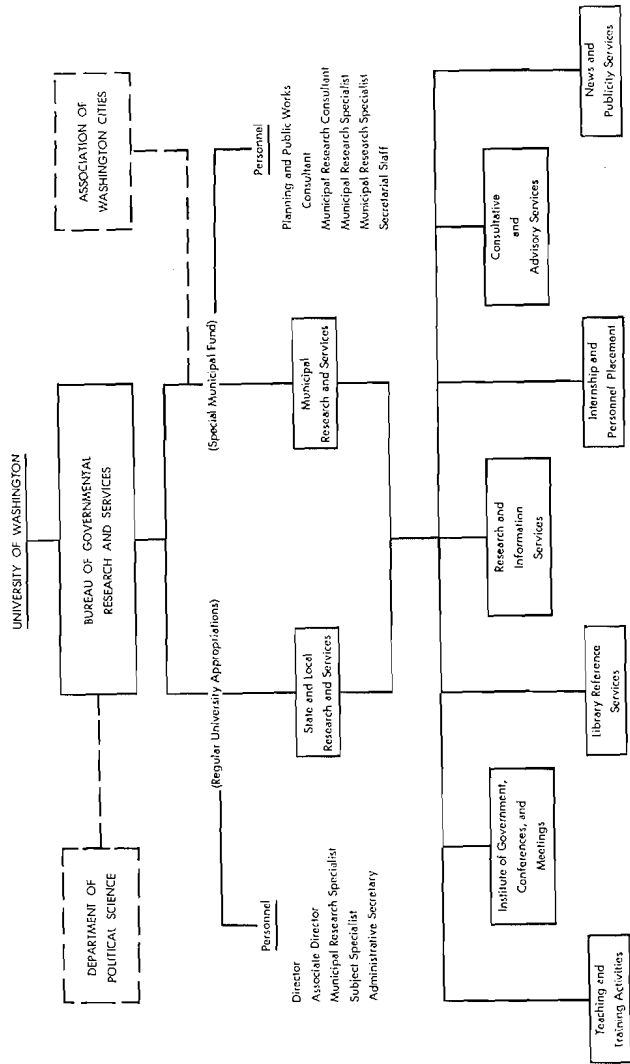
the staff is almost constant. The administrative secretary exercises general supervision over all Bureau secretarial and clerical personnel.

In carrying out its responsibilities of municipal research and services, the Bureau staff functions to a great degree as a staff for the Association of Washington Cities. This is particularly true of those members who are paid from the municipal research and services fund. The Association's letterhead, for example, lists them as members of its staff, and when on a service call to a city, such persons are commonly identified as being from the Association.

Under this cooperative arrangement, the Bureau staff handles the majority of requests for services which the Association receives from its member cities, and prepares most of the research materials which are published and sent to the cities. Control of this joint activity is handled in a direct but informal exchange of needs between the director of the Bureau and the executive secretary of the Association. Priorities of research efforts on the municipal level, for example, are worked out between the two offices, with consideration being given to the needs of other governmental agencies which have requested aid from the Bureau.

The structural and functional organization of the Bureau is illustrated by the accompanying chart on page 34.

Organization Chart of the Bureau of Governmental Research and Services: April, 1959



STAFF

The present staff of the Bureau consists of a director, an associate director, six professional members, four secretaries, and one clerk-typist. In addition, the Bureau pays half the salary of a full-time clerk-typist who works for the political science library, pays the salary of one secretary and three-quarters of the salary of a second secretary who both work full-time for the Association of Washington Cities.

Since 1939, when the secretariats of the Association and Bureau were separated, the total full-time professional staff of the Bureau has consisted of only sixteen members. In terms of experience, the present staff represents approximately sixty-six years of service. Oldest in tenure is the director, Webster, who joined the Bureau in 1939. Next in terms of service is Joshua H. Vogel who started in 1945, followed by Ernest H. Campbell who became assistant director in 1946. Two other members, Ruth Ittner and Bert Balmer, each have seven years with the Bureau. The remaining three members of the staff have less than five years of service between them—Stevens and Pryde starting in 1957 and Lucille Fuller in 1958.

Donald H. Webster, Director of the Bureau, received his Ph.D. degree from the University of Washington in 1933. He is also a graduate of the University of Washington Law School and a member of the Washington State Bar Association. His experience includes both public administration and teaching. From 1933 to 1939, Webster served with the Washington State Tax Commission, first as manager of the Seattle District Office and

later as chief counsel and legal adviser for the Tax Commission. He became executive secretary of the Bureau in April, 1939, a position which was abolished when he became director in April, 1940. During World War II, Webster gained additional governmental experience with the Office of Price Administration and the U.S. Army, including two years of military government experience in Europe, and four months of service as acting director of the Legislative Reference Bureau of the Territory of Hawaii at Honolulu during 1947. As a professor in the Department of Political Science, Webster has a major program of academic responsibilities with fields of concentration in constitutional law, state and local government, and urban planning. His most recent book, *Urban Planning and Municipal Public Policy*, was published by Harper and Brothers in 1958.

Ernest H. Campbell, Associate Director of the Bureau since 1957 and Assistant Director since 1946, also carries the title of assistant professor in the Department of Political Science. A native of Seattle, Dr. Campbell received an A.B. (1932), L.L.B. (1935), and an M.A. (1936) from the University of Washington as well as M.A. and Ph.D. degrees in government and public law from Harvard University in 1942 and 1945, respectively. Upon graduation from the University of Washington Law School in 1935, he served as assistant state law librarian at the Washington State Law Library, as a member of the legal staff of the state Tax Commission, as law clerk of the Supreme Court of the State of Washington, and was in private practice, all in Olympia, Washington, from 1935-41. He is a member of the Washington State Bar Association. During World War II, Campbell was stationed at Dartmouth College, Hanover, New Hamp-

shire, and at the Bureau of Aeronautics, Washington, D.C. for a period of forty-two months, emerging with rank of lieutenant commander in the U.S. Naval Reserve. Since becoming a member of the staff of the Bureau, Campbell has assumed a major responsibility for the supervision of, and participation in, the Bureau research program. Other responsibilities of Dr. Campbell include giving legal advisory service to municipal officials, assisting in drafting and revising city charters, and drafting legislation.

Following several years of consultative activity with the Association of Washington Cities, Joshua H. Vogel joined the staff in April, 1945. Vogel, a licensed civil engineer, architect, and planner, received his B.A. in 1912 and his M.A. in 1917, both degrees in architecture, from Ohio State University. His varied experience includes many years of private practice in the states of the Pacific Northwest in addition to over ten years of practice in the Orient. Among his achievements are recreational centers, hospitals, and other buildings in China, Japan, and Korea. In addition to his Bureau and Association of Washington Cities activities, Vogel has been consultant, engineer, or executive officer to such diverse governmental agencies as the City of Seattle, the King County Planning Commission, the Puget Sound Regional Planning Commission, the Washington State Planning Council, the Federal Security Agency, Columbia River District, Bureau of Reclamation, and the National Resources Planning Board. Vogel will be seventy years old in 1959 and will retire from the Bureau staff in June of that year, following some fourteen years of service.

Ruth Ittner was graduated from the University of

Washington with a B.A. in government service from the College of Economics and Business in 1939. Winner of the National Municipal League's Baldwin Prize for 1940 in their annual national essay contest for undergraduates, Miss Ittner served as a research fellow with the Bureau of Governmental Research while obtaining her M.A. in political science. After one year with the Bureau as a research assistant, in 1941-42, Miss Ittner left the Bureau for research work with the Washington State Planning Council and extensive travel. Rejoining the Bureau for one year in 1951-52, Miss Ittner was reinstated in 1954 following a leave of absence. Now employed as a municipal research specialist, Miss Ittner has assumed a leading role in the study of metropolitan problems and methods of library operation and finance.

Bert A. Balmer, Municipal Research Consultant, brought to the Bureau training and background for feature writing cultivated in several years of graduate work in the English Department of the University of Washington. He spent most of World War II as a military writer and battle historian with the U.S. Army in the Pacific Theater. Since joining the Bureau staff in October, 1952, Balmer has assumed responsibility for most of the news and publicity services of the Bureau and of the Association, including preparation of the monthly section on Washington Cities for *Western City* magazine. In addition, he is in charge of program arrangements for the Institute of Government. He has prepared information bulletins and Bureau reports on municipal personnel policies and public utility services.

David W. Stevens, Municipal Research Specialist, joined the Bureau staff in June, 1957, following comple-

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tion of the M.P.A. degree at the University of Washington. His military experience was with the U.S. Air Force during the Korean Conflict, handling squadron responsibilities for public information and intelligence. Stevens graduated with a B.S. degree in political science from Lewis and Clark College in 1954. His previous governmental experience includes a summer internship as a city planner with Lynden, Washington, and three months of staff work as a research analyst for the Legislative Council at the 1957 session of the Washington State Legislature. His fields of concentration with the Bureau have been public finance and state government.

Harry A. Pryde, following completion of the M.P.A. degree at the University of Washington, joined the Bureau staff in September, 1957. A 1953 graduate from Washington State College with a B.A. degree in economics and business, Pryde served for two years as a personnel officer with the U.S. Air Force, before taking his graduate work in public administration. Since joining the Bureau staff, his fields of concentration have included planning, incorporation, and annexation studies.

Lucille Fuller joined the staff of the Bureau as a subject specialist in September, 1958. Miss Fuller holds an M.A. degree from Cornell University, has served as a County Superior Court deputy clerk, and has had a wide range of professional business experience. Since joining the Bureau staff, she has been engaged in organizing, analyzing, and classifying a great variety of municipal and governmental research data. Effective May 1, 1959, Miss Fuller assumes responsibility for the preparation of the monthly section on Washington cities for *Western City* magazine.

TWENTY-FIVE YEARS OF GOVERNMENTAL RESEARCH AND SERVICE

Staff members of the Bureau of Governmental Research and Services as of April 30, 1959, their titles, and source of salary are listed below:

<i>Bureau Personnel</i>	<i>Source of Salary</i>
Donald H. Webster, Director	Department of Political Science
Ernest H. Campbell, Associate Director	Bureau Budget
Bert A. Balmer, Municipal Research Consultant	Municipal Research and Services
Ruth Ittner, Municipal Research Specialist	Municipal Research and Services
Harry A. Pryde, Municipal Research Specialist	Bureau Budget
David W. Stevens, Municipal Research Specialist	Municipal Research and Services
Lucille Fuller, Subject Specialist	Bureau Budget
* Joshua H. Vogel, Planning and Public Works Consultant	Municipal Research and Services
† Marilyn A. Norris, Clerk-Typist	Municipal Research and Services
Joyce P. Creighton, Secretary	Municipal Research and Services
† Thelma V. Larson, Secretary	Municipal Research and Services
Ruth Lewis, Secretary	Municipal Research and Services
Isabel D. Linville, Administrative Secretary	Bureau Budget
§ Helen Miller, Secretary	Municipal Research and Services
Kathleen M. Langford, Clerk-Typist	Municipal Research and Services
Janice M. Pim, Secretary	Municipal Research and Services

* Three-quarters time since 1952. † Half-time employee of the Political Science Library with one-half salary paid by the Bureau. ‡ Association of Washington Cities. § Association of Washington Cities with one-third salary paid by the Association.

Summary of Staff Changes. The Bureau's experience with personnel has been fairly typical of many similar research agencies in other universities and colleges. In general, it has had a more or less permanent directorship; a small

corps of full-time professional staff members, some of whom have made the Bureau a career; and a considerable number of part-time research assistants who were with the Bureau for a year or two while finishing their educational programs.

Three men have served as director of the Bureau. The first was Dr. Joseph P. Harris, who left almost immediately to head a research group in Washington, D.C.; Dr. Edmund F. Spellacy, who succeeded him, was director from 1935 to April, 1940, when his place was taken by Donald H. Webster.

Dr. Kenneth C. Cole was acting director for one month in 1935, and Dr. George A. Shipman, for four months in 1947, both being members of the Political Science Department.

The first executive secretary of the Bureau, Russell Barthell, was appointed in July, 1934. In addition, he was also the executive secretary of the Association of Washington Cities. In May, 1936, he took a leave of absence from both positions to continue his graduate studies at the University of Chicago, resigning two years later. He was succeeded by Chester Biesen, the present executive secretary of the Association, who held the two positions until the secretariats were separated in 1939. Webster then became the executive secretary for the Bureau, and served in that capacity until the position was abolished in 1940, when Webster was appointed director.

Since 1936, nine men have been members of the professional staff of the Bureau for varying periods of time before going on to other employment. Three of them were with the Bureau for approximately one year each. Warren Cunningham joined the staff in 1945 as a re-

search associate and left the following year. Aubrey R. "Jack" Middaugh was a governmental research consultant in 1954-55, and Robert Yee was employed in the same capacity in 1956-57. Both men started as part-time research assistants. The first full-time member of the professional staff was Jesse Epstein, who became a research associate in 1936, a position he held until 1939.

The remaining five men left a more definite impression on the Bureau, as their contributions to its operations totaled almost thirty years of service. Lloyd W. Schram joined the Bureau in December, 1939, as a research associate. From 1943-45 he was acting director during the absence of Webster. In November, 1945, Schram became director of the University's Adult Education and Extension Service. He is now coordinator of state-wide activities for the University.

In May, 1946, Donald C. Sampson began a period of six years with the Bureau as a municipal research consultant. His background of personnel and public finance was of particular value to cities who needed such aid. Sampson was on leave for one year in 1951-52 to the Washington State Legislative Council as research director; in July, 1953, he left the Bureau to become executive secretary of the Council.

Commencing in September, 1946, George D. Smith served two years with the Bureau as a part-time research assistant, and in 1948 became a research associate. In May, 1951, Smith was appointed assistant executive secretary for the Association of Washington Cities. In that position he continued to work very closely with the Bureau until his departure in May, 1957, to become executive assistant to the city manager of Tacoma, Washington.

In 1950, Warren A. Bishop and Floyd M. Jennings were employed by the Bureau. Bishop was a research associate until 1953 when he became the municipal research consultant. He conducted several comprehensive incorporation studies, and became recognized for his work in the field of local finance. In January, 1957, Bishop was given a leave of absence to become administrative assistant to the governor of the state of Washington.

Jennings, with a background as a state and city planner, was the Bureau's planning consultant for eight years. He assumed major responsibility for field work with the cities in establishing planning commissions, in formulating comprehensive plans, and in drafting zoning ordinances. Beginning in March, 1958, Jennings gave half his time to the Association of Washington Cities in developing its legislative program. At the end of that year he left the Bureau to become the Association's field representative.

No history of the Bureau of Governmental Research and Services would be complete without brief mention of the twenty-nine part-time research assistants who aided the program of the Bureau while completing their graduate studies in political science, public administration, or urban planning. Such persons not only furnished additional assistance to regular staff members, but also obtained informal pre-service training and valuable experience and knowledge in state and local government.

The following list includes those employed as part-time research assistants or associates for three months or longer, together with the year or years of employment, in most cases for one academic year.

TWENTY-FIVE YEARS OF GOVERNMENTAL RESEARCH AND SERVICE

*Part-time Research Assistants of the Bureau of
Governmental Research and Services, 1934-1958*

Harold Bergerson	1934-35	Norbert F. Knecht	1947-50
* Jesse Epstein	1935-36	Harry V. Olson	1948
Howard Kohr	1939	Kenneth N. Bragg	1948-49
* Ruth Ittner	1940-41	B. C. Grosscup, Jr.	1949-50
* Warren Cunningham	1945-46	* Warren A. Bishop	1950
Clayton Jones	1945	Charles Lucas	1950-51
* George D. Smith	1945-48	Omar A. Coleman	1951
Joseph A. Hearst	1947	Sidney Coleman	1951-52
Richard C. Trudeau	1947	H. D. Ambers	1953-54
Victor J. Town	1947	Joseph Nelson	1953-54
Kenneth Snyder	1947	Marvin F. Ruud	1953-54
John M. Smith	1947	* A. R. Middaugh	1954
Donald G. Balmer	1947	* Robert Yee	1955-56
Herbert H. Legg, Jr.	1947-48	Robert L. Peabody	1955-58

* Later became full-time staff members.