

in rate proceedings, except to the extent that the franchise has been capitalized with public sanction and thereby comes under the ruling in the consolidated gas case. Where the franchise fixes the rate, it has a distinct element of value, but in that case it makes rate regulation impossible. Where the franchise does not fix the rate, its only possible effect in a rate proceeding, except as above noted, should be to lower the reasonable rate of return on account of the additional security it gives. Even a non-exclusive franchise is something of a guaranty against competition. Of course, in any case, the legitimate and necessary cost of securing the franchise originally is a proper element of capital value.

In discussing electric and water rates, Commissioner Erickson, of Wisconsin, and George W. Fuller, of New York, both lay emphasis upon the importance of rate schedules adjusted to the cost of service for different classes of consumers. There is no indication in Mr. Erickson's paper of a tendency to favor an approach to uniformity of electric rates on the basis of the amount of current used. He would base rates upon three distinct elements, namely: (1) investment to meet the consumer's demand, (2) operating expenses in looking after the consumer, and (3) amount of current used by the consumer. He would even approve the policy of taking big contracts at special prices below the proportionate cost of the service, rather than forego such contracts altogether. Mr. Fuller favors almost as complex an adjustment of water rate schedules. Gas rates, telephone rates and street railway fares are not discussed in this volume, but the logic of the principles laid down would seem to point toward a complete abandonment of the "post office" rule in public utility charges. Under the scientific refinements of rate regulation, we may expect not only the abandonment of the one-man-one-city-one-fare, principle on the street cars, but the rejection of the zone system as too crude to be tolerated in a modern community. No doubt some kind of a meter could be invented to be attached to a

passenger when he boards a car that would register the exact distance he rides. He might be charged, say, one cent a mile for distance. Then, a reckoning could be made of the capital invested in order to bring the street railway past his door, and he could be charged a certain amount on account of "readiness to serve." By adding a third item for letting him on and off, or what we might describe as "terminal charges," we would be getting street railway rates somewhere near a scientific cost-of-service basis. Possibly, the editor of *The Annals* purposely omitted the consideration of gas and street car rates from this excellent volume, from fear that his esteemed contributors might carry the science of rate-making to a point past the comprehension, or at least past the appreciation, of the average reader.

One of the most clear-cut and interesting contributions in the entire volume is the very last one, in which P. A. Sinzheimer, stock and bond expert of the California railroad commission, expounds ten rules for service formulated from the actual practices of the California commission. If every state commission could give as good an account of itself, even theoretically, there would be much less evidence of popular reaction against exclusive state regulation than there now is.

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LAW, LEGISLATIVE AND MUNICIPAL REFERENCE LIBRARIES. By John B. Kaiser. Boston: Boston Book Company.

John Boynton Kaiser has produced a timely book. Thirty-four states have legislative reference libraries; and Congress is considering the question of a national legislative reference bureau which has been advocated in a special report by the librarian. Seventy-five municipal libraries are engaged in municipal research work and every county town has its important collection of law books; and there are 534 important law libraries in the United States alone. A prominent attor-

ney in the state of New York has said that there is no class of men, professional or otherwise, so dependent upon books as the lawyers; and it might have been said with equal truth that no collections of books have been less cared for than those of the law library. No adequate shelf arrangement by subject has ever been devised for these collections; and in most cases the classification used generally has been discarded when the law books were taken into consideration.

Mr. Kaiser has suggested a shelf arrangement "with variations." There can be little doubt that text books should be arranged alphabetically, and he very diplomatically suggests

- (a) Alphabetically by authors, or
- (b) Alphabetically by subjects, then by authors.

It may be said that a large proportion of lawyers coming into a library immediately ask for "Page on Contracts"; and the law librarian soon finds that the arrangement of text books by authors alphabetically does away with the necessity of other classification, which is entrusted to the card catalogue in the cases where a person wishes everything that the library may have on "contracts." Mr. Kaiser very properly recommends also the state as a unit for material referring to the United States. There is a correct list of law library catalogues, and a rather incomplete list of dealers in such material.

The present volume will be better known by that part of it which refers to legislative and municipal reference libraries.

Mr. Kaiser gives credit for the formation of the first legislative reference bureau to Mr. Dewey, who, as director of the New York state library, created the office of legislative sub-librarian in Albany. Mr. Shaw, the first appointee, busied himself principally in the preparation of the classified summary of an index to the general legislation of the several states. Eleven years later Dr. Charles McCarthy developed a similar department in connection with his work at the University of Wisconsin. It, however, developed a militancy hitherto unknown in work of this char-

acter. He did not wait for the legislator to come to him, but carried the results of his work to the legislator. The history of the movement is very adequately described by Mr. Kaiser, who, however, does not give sufficient reason for making such work necessarily a division of the state library. The functions of the legislative reference bureau are almost entirely connected with the legislature. The work of the state librarian is administrative. The legislative reference librarian has to act as the confidential adviser of people of all shades of political opinion, and it would be very inexpedient for him to have to await the opinion of a superior officer; and this would detract very much from his usefulness.

There are adequate bibliographies of the comparisons of laws, and experience with legislation on current political movements and tendencies; on criminology and penology; together with a good list of serial publications referring to comparative legislation. Proper emphasis is placed upon bill drafting as the most important accessory in this work, and the useful series of blanks used in this work is included. "Bill drafting is a science," says Mr. Kaiser, "successful bill drafting an art. Its technique involves skill in the use of words and phrases and in their proper juxtaposition. It involves a knowledge of constitutional and statutory provision relating to form. It involves, further, and in the same person, a thorough understanding of the conditions making necessary proposed legislation, and an ability to fit means to ends." Oh! that each legislator might have drummed into him the quotation from Professor Patten of the University of Pennsylvania!! "Legislative action, however, should be based upon demonstrated need, careful study of the proposed remedy in substance, of its constitutionality, of the meaning of every word in the proposed act; with a careful examination of existing decisions as well as statutes. Knowledge of law as well as of the English language is required, and the pen of one who thinks he has a facility for legislative expression should indeed 'make haste slowly.'" In view of the fact that 2,732

bills were offered at the last session of the Pennsylvania legislature it would be interesting to know how many of the authors had this spirit in mind.

The classification under the subject municipal reference libraries includes

1. Origin;
2. Materials;
3. Handling of material;
4. City council procedure;
5. Attitude and qualifications of a municipal reference librarian and opportunities for training for this work;
6. General success of libraries now established;
7. Future possibilities.

As is the case in the discussion of legislative reference bureaus, too much emphasis is placed here and there upon work which has been described with a facile pen.

The frequent meetings of large bodies of interested workers has developed a series of ready speakers who astonish their own assistants by their descriptions of the magnitude of the work they are carrying on, and who become finally convinced that they are telling the truth. At the same time the more modest official who has been accomplishing the real work wonders whether it is worth while for him to travel miles to listen to such fiction. Mr. Kaiser has for the most part avoided reference to the published boastings of these histrionic artists.

It is an open question as to whether the municipal reference library should form a part of the system of the free library, or, whether it should be an independent office relying upon indexes for a great part of the information furnished. It is unquestionably best that such a department in every case should be located in the city hall.

The qualifications of the municipal reference librarian are stated to be, that the head of such a library should have a liberal education with special training in political science, economics, municipal government, and methods of organization and administration, and that he should be selected for merit only. In the term "merit" might be included alertness, directness of state-

ment and general approachableness. He must preserve an attitude of neutrality on all questions. If he become an advocate he will lose ground and impair his department's standing and reputation.

Mr. Kaiser very properly remarks that "a classification acceptable to all municipal librarians is still a desideratum, as is also a standard guide for assigning subject headings." There are many people who believe that from an economic standpoint the city is the greatest problem confronting the nation to-day, and are urging the creation of a national bureau, or, a department of municipalities, but the municipal library's needs at present are trained workers and the information in print from those who have successfully handled the thousands of questions which have been presented to them with intelligence and dispatch. The answer as to what constitutes efficiency in this case should come from those who are helped rather than from those who are transfixed with the arrangement of material and the accumulation of the printed page.

The volume forms interesting reading, is well arranged, with proper bibliographies under each heading, and, above all, is well indexed.

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IMMIGRANT AND LIBRARY: ITALIAN HELPS. WITH LISTS OF SELECTED BOOKS. By John Foster Carr. New York: Immigrant Education Society.

THE IMMIGRATION PROBLEM: A STUDY OF AMERICAN IMMIGRATION CONDITIONS AND NEEDS. By Jeremiah W. Jenks and W. Jett Lauck. Third Edition. New York: Funk and Wagnalls.

There are numerous signs of the times which indicate that the United States is waking up to the fact that her immigrant population constitutes a problem in a very real sense of the word. The problem is not merely an academic one, but a very practical one, having to do with the bearing of immigration upon the

¹ State Librarian of Pennsylvania.