

A STUDY OF  
**Municipal Government**

---

HIGH SCHOOL OF THE TRAINING  
DEPARTMENT

OF THE

**Colorado**  
**State Normal School**



**BULLETIN**

SERIES X. NO. 6

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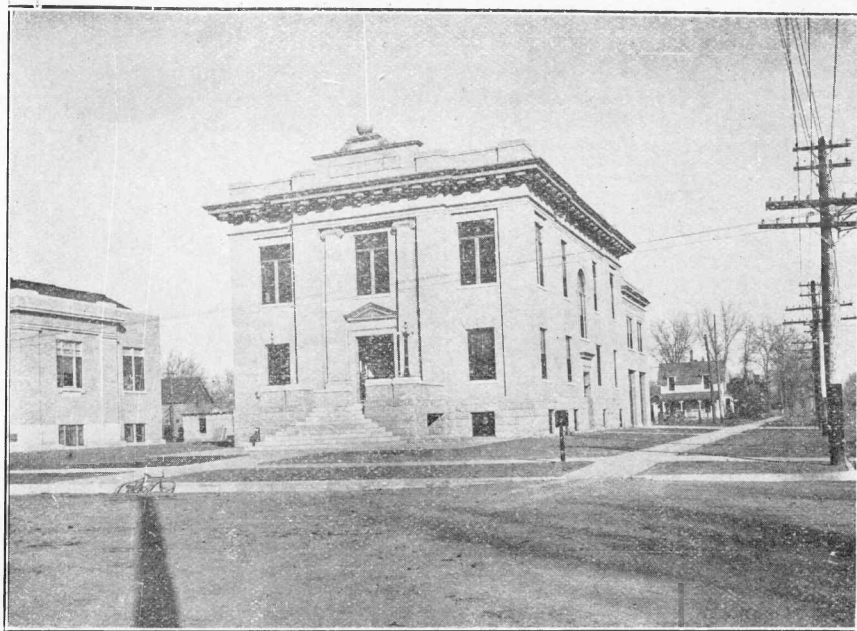
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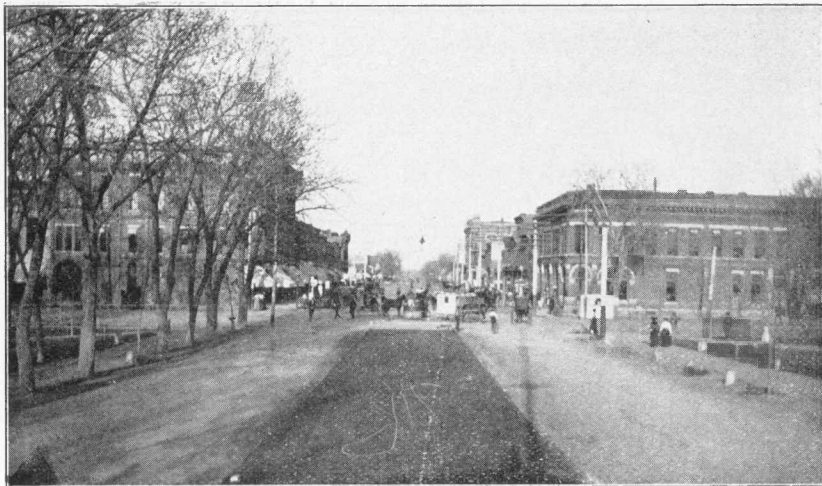
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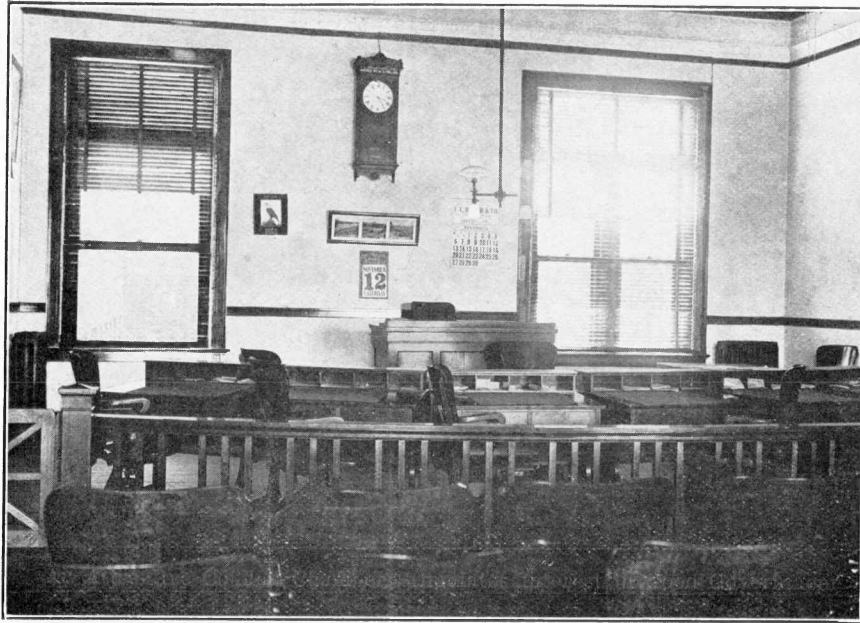
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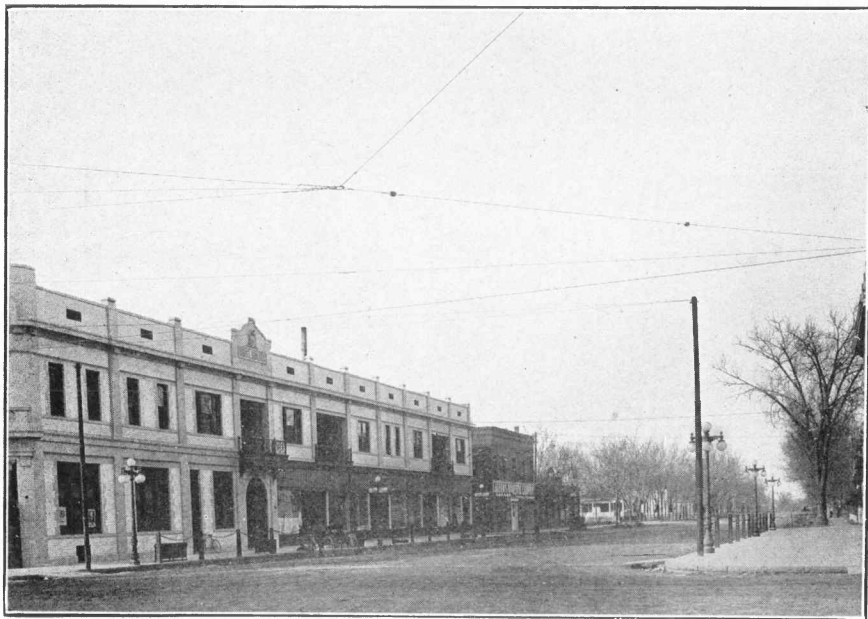
A Dignified City Hall Promotes Local Patriotism.



Even a Business Street May be Both Clean and Beautiful.



An Attractive Council Chamber Stimulates Interest in Good Government.



Side Lighting of Streets Is More Effective and Artistic Than Overhead Lighting

## Part I. Introduction.

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### IMPORTANCE OF THE STUDY OF MUNICIPAL GOVERNMENT.

The steady tide of population toward our cities gives increasing importance to local and municipal government. In our eastern states over half the population is found in cities, and in our country, as a whole, about forty percent of the people live in urban communities. When we consider the increased facilities for and interest in political affairs as found among city dwellers, it is easy to understand that our nation is practically governed by them. It follows that the city may be the great agency of political regeneration if the people so will. The smaller units of local government constitute the best political laboratories where problems of effective administration are gradually being solved. Systems of accounting, of civil service, of purchasing supplies, and of contracting with corporations for the furnishing of services are more easily studied and more readily improved in a municipality than in the cumbersome machinery of national government. It is relatively easy to see examples of waste and mismanagement in the administration of our own civic business, and, having seen and remedied this, it is possible to work toward a more rational administration of national affairs.

The chief political interest of each one of us is, and should be, in our local government. Four fifths of our direct taxes, it is estimated, are spent by the local admin-

istration, and upon it we depend for a very large proportion of our daily conveniences. We are disposed to over-emphasize the restrictiv powers of government to the neglect of its beneficent contributions. Government is organized authority engaged in the administration of affairs. It is primarily concernd with our food, occupation, schooling, housing, amusements, charitable relief; with streets, water, lights, and transportation. Administrativ affairs such as these are multiplying rapidly and the formulation of policies for their management is the duty of an intelligent democracy.

Good citizenship demands activ, intelligent servis. We serv only where we are interested; we are interested only in those things of which we have knowledge, and knowledge can be obtaind only by conscious attention to phenomena. To those who would be good citizens comes an imperativ call to study municipal government.

#### MATERIAL FOR THE STUDY OF MUNICIPAL GOVERNMENT.

Information on the subject of local government is not so difficult to obtain as many suppose. Copies should be had of the city charter and ordinances, of franchises, and of such reports as are printed for distribution. Many similar papers can be had from other cities for the asking. A copy of the revised statutes of the state should be accessible for frequent consultation. A list of desirable books is given elsewhere in this pamphlet. As many of these as can be afforded should be placed in the public library of every city. Magazine articles are extremely useful and should be referd to as largely as facilities will permit. Many of the newer text-books on civics give



several chapters to municipal affairs and contain numerous study outlines, references, and helps. The pamphlets issued by the Board of Trade, Chamber of Commerce, or Commercial Club of nearly every city contain information which can be used for comparison with facts concerning the home city. Local officials are usually willing to address a class or school on the line of their own work if an outline of what is wanted is previously submitted to them. Finally, a live teacher is needed to organize and interpret the facts and to guide investigation.

#### SUGGESTIONS FOR STUDY.

It is believed that the order of subjects suggested in the outline is pedagogically correct and such as will most interest students. One likes to find out how a machine works first of all; after that he may wish to know the history and theory of the thing. If, however, one prefers, parts two and three may be studied before part one. Whatever the order or method of study it is essential that motifs for right conduct should be established.

A good citizen is one who not only knows conditions and is able to judge causes and results, but is also stirred to right action by a burning desire to serve society. This is the highest patriotism.

#### TO WHOM IS THIS STUDY ADAPTED?

The outlines and suggested studies presented herewith are those used and developed with classes of high school students for several years. This study is, however, equally suitable for adults. Indeed it is highly important that the present citizenship should acquire greater power and skill in government without waiting for the activity of a coming generation. It is believed that de-

bating societies, women's clubs, church organizations, such as brotherhoods and adult classes, literary societies and similar organizations will find the study of local government both interesting and profitable. Wherever a few people with a serious purpose can be gathered there may be developed a helpful center for the spread of civic righteousness.

#### THE CALL FOR PATRIOTIC SERVICE.

American citizenship today makes larger demands upon the independence and initiative of individuals than ever before. The political ills of the present are the result of mal-adjustments incident to a growing and rapidly changing economic life. The complexity of our social life, the rapid evolution of industry with its attendant problems, and the increased comfort and happiness made possible by modern inventions all demand a readjustment of political institutions to meet present conditions. The highest possible social life is open to those who can cooperate intelligently to secure its blessings. The battles for liberty were not all fought in '76 or '61 on distant fields of carnage but are waging today in every field and hamlet where humanity toils to earn the right to live. Not civil liberty alone, but life itself for countless thousands is at stake in the political issues of today. So long as our statistics of infant mortality, child-workers, women wage-earners, preventable contagion, social evil, and industrial slaughter in the cities tell their present tale, so long will the voices of these helpless ones call us to action. Life, liberty, and happiness for these, and higher living for all can be purchased at the expense of a certain amount of intelligent effort in the performance of the duties of citizenship. Will you pay the price?

## Part I.

### Administration of Municipal Affairs.

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#### 11. City Ordinances.

- a. Making ordinances. Drafting; publishing; passing.
- b. Scope of ordinances. Classes of subjects which may be legislated upon by a council.
- c. Restrictions upon legislative power. By the state; by the courts; by the people.

#### *Exercises.*

Visit a council meeting when an ordinance of importance is being considered.

Talk with the city attorney concerning current city problems or pending legislation.

Read the text of proposed ordinances as published in the papers.

#### *Questions.*

To what extent may ordinances deprive a citizen of his "personal liberty"?

What control have the people over municipal legislation?

Is the present tendency toward greater or less control of cities by the states?

**III. City Revenues.**

- a. Taxes. General levy; municipal, school, county, state.  
Special assessment for improvements; streets, sewer, sidewalk.  
Poll tax, or road tax. Amount, exemptions, etc.
- b. Licenses. Liquor, peddlers, teamsters, shows, other business.
- c. Fines. Amount of revenue; how used.
- d. Fees. Purpose; amount; how used.
- e. Bonds. Definition; kinds, limitation of amount.

*Exercises.*

Examin tax receipts, special assessment notices, annual report of treasurer, form of bonds, and other city "paper".

Consult the city treasurer concerning the relative revenues from various sources.

Examin carefully the "annual budget" of your city.

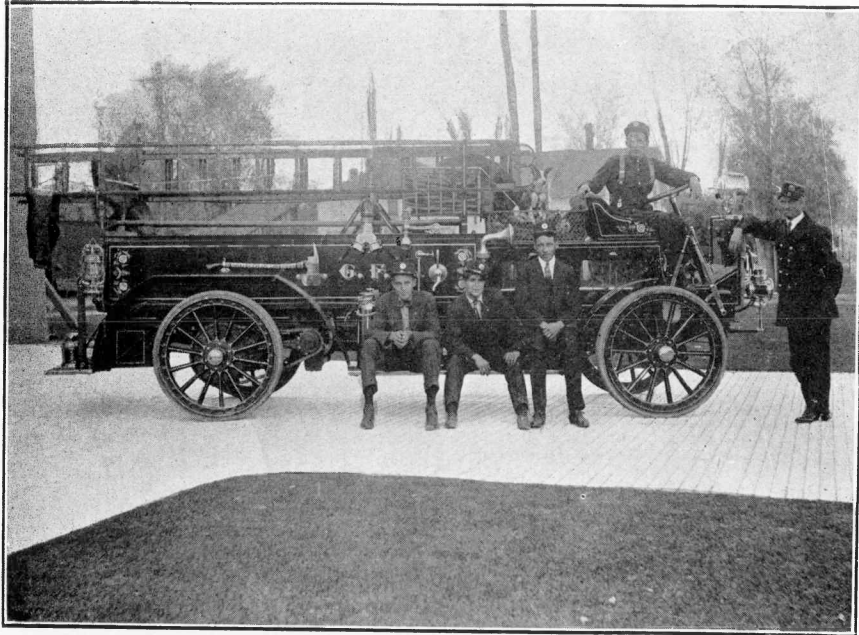
*Questions.*

To what extent is bonding a city "good business"?

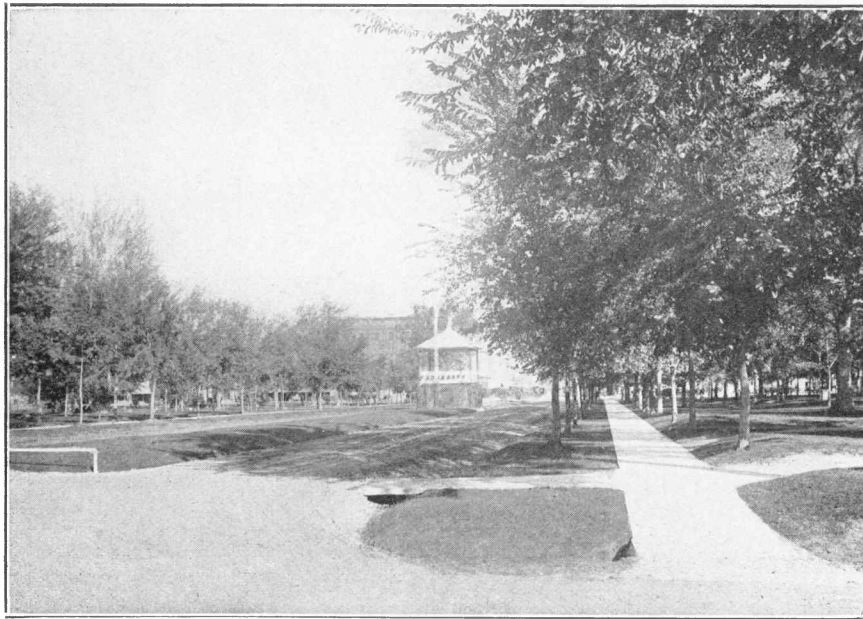
To what extent should improvements be paid for by general tax rather than by special assessment?

Discuss the justice of licenses, high or low.

Give arguments for or against a poll tax as contrasted with a property tax.



Good Fire Protection Is Good Business Economy.



A City Park Is the Playground of All the People.

**IV. Preservation of Health and Safety.****POLICE DEPARTMENT.**

- a. Organization.  
Chief, officers, men.  
How appointed, salary, restrictions, qualifications, tenure of offis.
- b. Duties.  
Preventiv. Regulating traffic, preventing fires, riots, mobs, noise, accidents, dangers.  
Correctiv. Arrest and punishment for offenses.  
Conditions for arrest.
- c. Police courts.  
Jurisdiction, methods, efficiency.
- d. Juvenil courts. Jurisdiction, methods, efficiency.

*Exercise.*

Talk with police offisers concerning their immediate problems.

*Questions.*

Are any of the ordinances of your town openly violated? Why?

What are the most desirable qualifications in a police offiser?

What suggestions could you make for improvement in police court procedure.

Compare the efficiency of American police with that of European police offisers.

## FIRE DEPARTMENT.

- a. Organization. Chief, officers, men. Appointment, tenure of office, salary, qualifications, number of men, hours of service.
- b. Equipment.  
Water system, fire plugs, engines, trucks, towers, boats, hook and ladder, chemicals. The alarm system.
- c. Preventive regulations.  
Fire escapes, fire drills, theater regulations, building permits, fire district, ordinances governing precautions.

*Exercise.*

Visit the fire station, inspect the apparatus, and talk with the fire chief concerning conditions in the city.

Observe the conditions in public buildings as to safety in case of fire.

*Questions.*

What can citizens do by way of precautions?

What is the greatest need in your town in the matter of fire protection?

What is the relation between protection from fire and the rate of fire insurance?

Do we spend more money for preventing fires than for putting them out? Why is this true? Which pays better?



## HEALTH DEPARTMENT.

- a. Organization. Officials; appointment; qualifications; salary.
- b. Scope of work.
  - Preventiv. Quarantine of contagious disease.  
Inspection of water, milk products, meat, fruit, bakeries, markets, slaughter-houses.
  - Civic cleanliness. Yards, stables, cellars.  
Housing conditions.
  - Relief work. Hospitals; dispensaries.

*Exercises.*

Visit city hospitals, jails, and public buildings.

Consult the health officer concerning local needs.

Visit dairies and other establishments where food is prepared.

Note the precautions taken for the prevention of infection of food exposed for sale.

*Questions.*

Define civic duty in respect to public health.

Discuss the right of the city to insist upon medical attendance being given where and when needed although not asked for by the individual.

Compare the importance of the health department with that of other departments of city administration.

Suggest ways of educating public sentiment on matters of civic health and sanitation.

How can the school be most useful in promoting public health?

**V. Public Utilities.**

## STREETS AND ALLEYS.

- a. Management. Street committee or commissioner. Duties, etc.
- b. System. Width, direction, uniformity, naming, alleys, crossings, sidewalk, curbing.
- c. Physical condition. Grade, surface, sprinkling, drainage, cleaning.
- d. Maintenance. General tax, special assessment, poll tax.

*Exercises.*

Observe the varying conditions of streets and alleys under various weather conditions at different times of the year.

Consider the average condition of sidewalks as to grade, uniformity, cleanliness and safety.

Talk with the proper authorities about their plans for street improvement.

*Questions.*

Explain the direct and indirect value of good streets to a city.

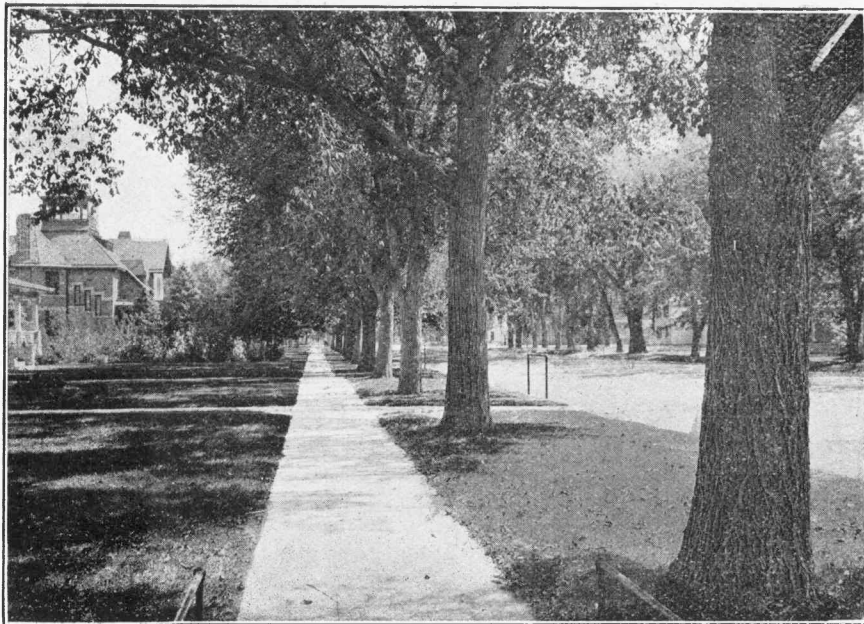
To whom do the streets belong? To whom do the sidewalks belong?

What practicable improvements would you suggest for the streets of your city?

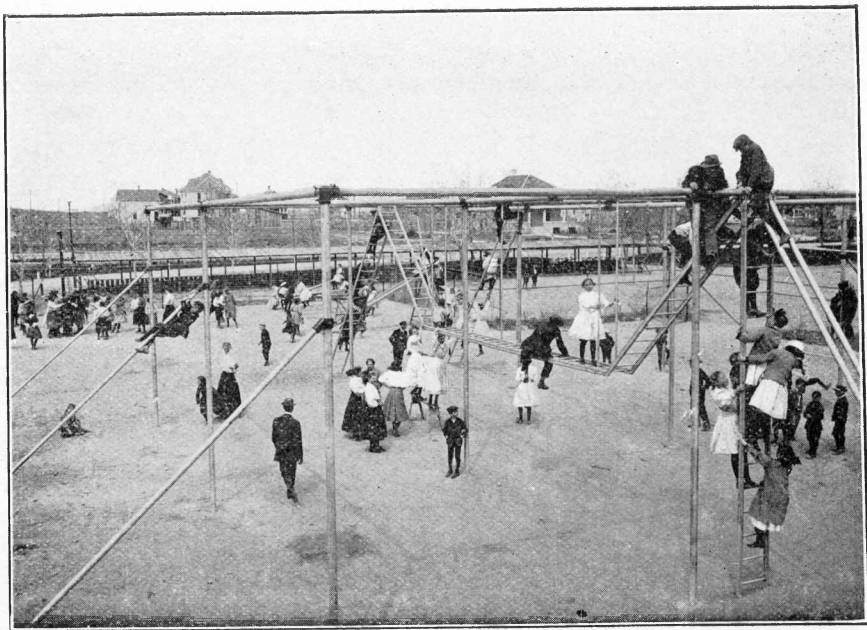
To what extent should street improvement be made by special assessment rather than by general tax?



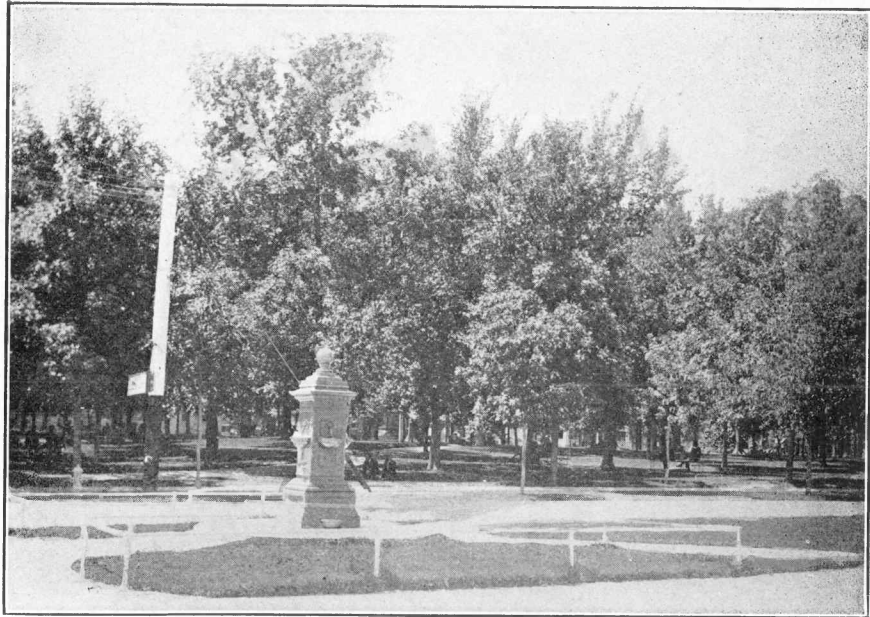
A Beautiful Street Is a Joy Forever.



A Good Sidewalk Increases Property Values.



These Children Are Violating Neither the Laws of Health nor of the City.



It Pays a City to Furnish Free Drinks.

## WATER SYSTEM.

- a. Management. Water committee or commissioner. Qualifications, term of office, duties, etc.
- b. System. Sources of supply, reservoirs and storage tanks, pipe lines, capacity, purity, economy, pressure.
- c. Efficiency. Health, cleanliness, convenience, safety, civic beauty.

*Exercise.*

Inspect the various parts of the water system of your town.

*Questions.*

Discuss the commercial value to a city of an abundant supply of pure water.

Explain the relative advantages of a "meter system" or a "flat rate" system of charges for water consumption.

In what ways do modern conditions of living make increased demands upon a city water system?

Has your city an adequate water supply for the future?

## SEWERAGE AND SANITATION.

- a. Management. Board of sanitation or sub-committee of some other Board.  
Membership, qualifications, salary, term of office, powers and duties.  
Inspectors and inspection.
- b. Sewerage system.  
Physical features of city, map of sewers, disposal of sewage.
- c. Garbage.  
Management of system, separation of material, collection, disposal of garbage.
- d. Maintenance.  
General appropriation, special assessment, profits from management of the business.

*Exercise.*

Inspect as much of the system as is feasible. Compare your city with others, noting advantages and disadvantages of each. Look for "dumps" within the city limits. Notice the back yards and alleys.

*Questions.*

What is the most serious question in planning the sewerage system of a city?

What advantages accrue from a modern scientific disposal of sewage and garbage.

Explain the relation of this branch of public service to health, esthetics, economy, convenience, and morals.

What can we, as individuals, do to promote the efficiency of the system in our town?



## LIGHT AND POWER.

- a. Management.  
Corporation. Franchise, contract, methods of business.  
Municipal. Board or committee, tenure of office, salary, powers and duties, maintenance.
- b. System.  
Electricity. Source of power, extent of distribution, charges, possible uses.  
Gas. Method of production, distribution, charges.
- c. Advantages.  
To the public, to individuals, to industrial concerns.  
The degree of safety, convenience, economy afforded.

*Exercise.*

Visit the local light and power plant. Study the various uses of gas and electricity, especially those that are novel.

Compare the light and power plants of your town with those of other cities as to rates and efficiency.

*Questions.*

Explain the economy of the best modern light and power service to individuals, to the city, and to industries.

Discuss the future possibilities of further application of electric light and power.

Will the distribution of heat and hot water for dwellings be practicable in the near future?

Discuss the probable effect of further consolidation of great light and power companies.

## RAPID TRANSIT SERVIS.

- a. Management.  
Corporation. Terms of franchise, rates, servis rendered.  
Municipal. Ownership or control, rates, servis.
- b. System.  
Street cars, elevated lines, subways, interurban lines.
- c. Effect upon the city.  
Growth and distribution of population, extension of boundaries, equalization of property values, improvement of living conditions.

*Exercise.*

Study the map of your city with reference to the adequacy of transportation facilities.

Study the terms of the street car franchises of your city.

*Questions.*

What direct effects of street car servis can you observe in your own city or neighboring ones?

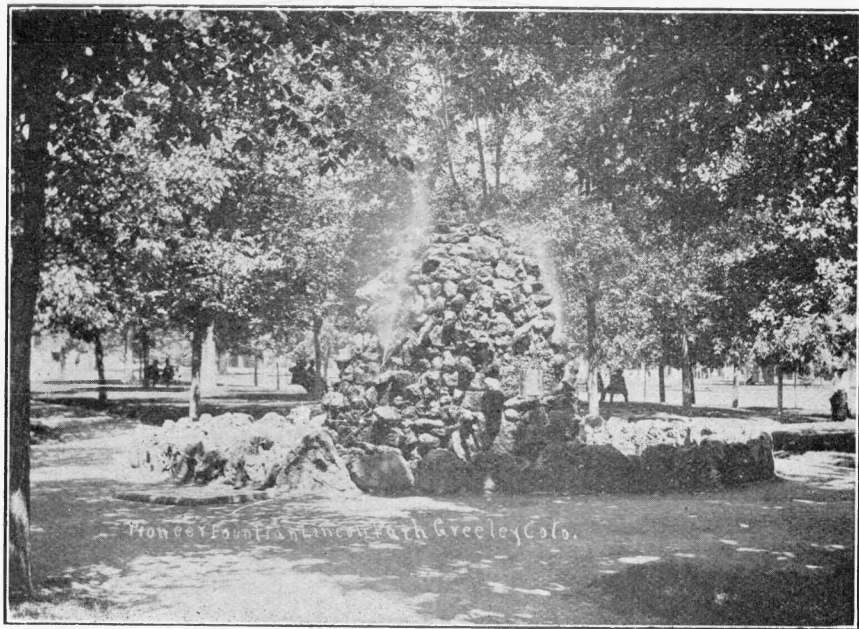
Why is car fare usually five cents regardless of kind or amount of servis rendered?

What provisions should a street car franchise contain for the protection of the citizens?

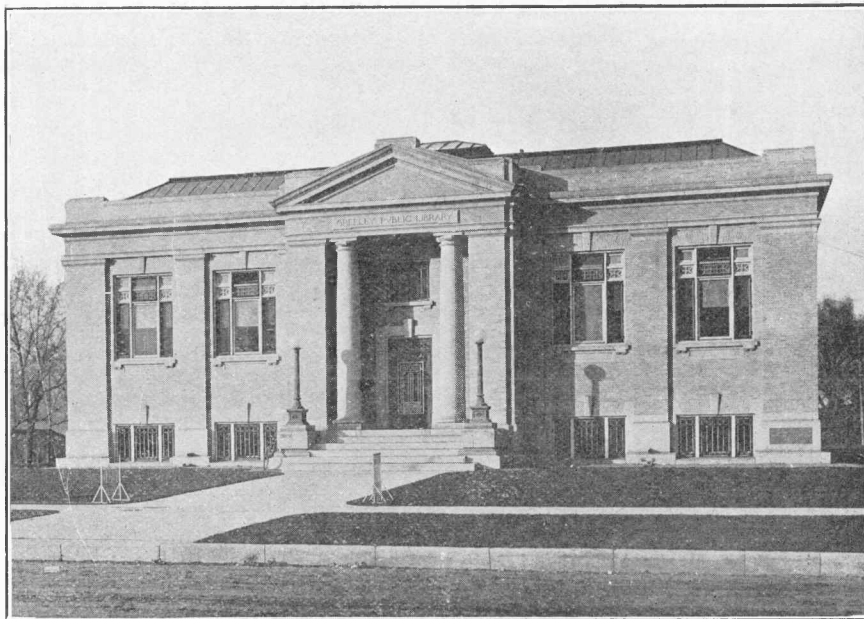
Along what lines will improvements probably be made in city transportation of the future?

Should a corporation pay for a franchise to use the city streets?

What are the features of "good" street car servis?



Water Is a Symbol of Cleanliness.



A Library Is Valuable Only When Used.

**VI. Civic Improvement and Beautification.**

## PUBLIC PARKS, BOULEVARDS, AND PLAYGROUNDS.

- a. Management.  
Board or commissioner, powers and duties, maintenance.
- b. Location and distribution.  
With reference to natural features, population, factories, schools.
- c. Equipment.  
Trees and flowers, seats, buildings, fountains, play apparatus.
- d. Privileges.  
Rest, recreation, amusement, games.
- e. Value.  
Commercial, esthetic, hygienic, moral.

*Exercise.*

Make a map of your city showing location of existing parks, boulevards, and playgrounds. Make, in different color, such additions as seem practicable and desirable to produce an adequate unified "system."

*Questions.*

What are the chief purposes of parks and playgrounds?

Do most city park systems meet these purposes?

What improvements can you suggest in the management of the parks of your city that they may serve their greatest usefulness?

How can the natural features of your city be better utilized?

## LIBRARIES, MUSEUMS, AND PUBLIC BUILDINGS.

- a. Management.  
Board of control, employees, maintenance,  
methods of servis.
- b. Equipment.  
Amount, character, efficiency, needs for the  
future.
- c. Purpose.  
Utility, education, entertainment.

*Exercise.*

Visit such institutions as your city affords and study their exhibits, catalogs, and reports.

*Questions.*

What is the best system of maintenance for such institutions?

How can the servis of these institutions be improved without additional expense?

How may the public be induced to make greater use of such facilities as they have?

## THE CITY BEAUTIFUL.

- a. Management.
  - Official; Art Commission or Board.
  - Unofficial; Civic Improvement Association.
  - Powers and duties, term of office, maintenance.
- b. Attainment.
  - Adoption and promotion of the artistic.
  - Private and public architecture, statuary, and fountains, decorative lighting, civic center.
  - Abatement of the inartistic.
    - Billboards, sidewalks, signs, smoke nuisance, rubbish.
- c. Value.
  - Commercial, esthetic, hygienic, moral.

*Exercise.*

Make a list of the most artistic features of your city and of its most inartistic nuisances.

Make a collection of pictures illustrating the artistic and the inartistic.

*Questions.*

How largely may an art commission interfere with an individual citizen's "rights"?

What societies or influences are working for artistic improvement in your town?

What forces are producing the most inartistic results?

Explain fully and definitely the value of civic beauty.

## VII. Municipal Reforms.

## MUNICIPAL OWNERSHIP OR CONTROL.

- a. Utilities usually owned by municipalities.  
Sewer system, water system.
- b. Utilities frequently owned by municipalities.  
Lighting plants, garbage plants, markets.
- c. Utilities occasionally owned by municipalities.  
Tramways, cemeteries, bath houses, wash houses, theaters, slaughter-houses, bakeries, milk stations, pawn shops, crematories, tenements, lodging houses, truck farms, etc.

Advantages claimed for municipal ownership.

Cheap service due to absence of large profits.

Good service the ideal rather than large dividends.

Satisfaction due to consciousness of social cooperation.

Advantages claimed for non-municipal corporation ownership.

Economy due to absence of political wastefulness.

Good service due to employment of experts only.

Satisfaction guaranteed because of business competition.

Municipal ownership is a question of degree or extent. Shall the municipality own such utilities only as are necessities, or include common conveniences, or include any business that can be successfully conducted? Shall the municipality own all utilities that are in the nature of monopolies and avoid those that are subject to free competition? Should the city operate all utilities



that are essential to public health and safety or only such as do not attract private capital?

*Exercise.*

Public debate. Question: Resolved that the city of  
 .....should own and operate its own  
 .....system.

THE COMMISSION PLAN OF CITY GOVERNMENT.

- a. History of the plan.
- b. Problems in the present situation.
- c. Advantages claimed for the "Commission Plan."
  - Closer merging of legislative and executive departments.
  - Definite placing of responsibility.
  - Elimination of party politics.
  - Selection of experts for special services.
  - Direct responsibility of commissioners to the people.
- d. Disadvantages urged against the "Commission Plan."
  - It is more expensive in small cities.
  - It places a dangerous amount of power in the hands of a few.
  - It almost abolishes representative legislation.
  - A small body is more subject to improper influence than is a larger body.
  - Human nature is not changed by any "new scheme."

*Exercise.*

Debate. Question: Resolved that the city of  
.....should adopt a new charter provid-  
ing for government under the commission plan.

*Questions.*

What is the trouble with American city government?

Where is the source of all improvement in a democracy?

The statement is made that the affairs of a city are chiefly business, not government. To what extent is this true?

What political "reform measures" have usually been adopted by cities that have recently made new charters?

What states permit cities to make their own charters?

What limitations does your state place upon the activities of its cities in charter making?

## Part II.

### Evolution of Government.

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#### VIII. Origin of Government.

- a. Growth of society.
- b. Animal society. Contact, repulsion, toleration, sympathy, appreciation, congregation.
- c. Primitiv human society.  
Development of respect for life and property.  
Need of organized authority and control.  
Advantages possible by cooperation.
- d. Evolution of social and political units.  
Family, clan, tribe, state, city, county, township, district.
- e. Theories of the origin of authority.  
Original lawgiver, divine right, contract, force, wisdom, kinship, consent of the governd.
- f. Leading forms of organized government.  
Monarchy, aristocracy, democracy (pure and representativ).

#### IX. Purpose of Government.

- a. Protectiv. To restrain wrong-minded persons from interfering with personal or property rights.
- b. Cooperativ. To secure conveniences and advantages by united effort that could not be

otherwise obtained; e. g., roads, schools, water, lights, parks.

**X. Function of Government.**

- a. To determine policies. (Political parties.)
- b. To administer business affairs. (Executive departments.)

### **Part III.**

## **Theory of Municipal Government.**

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#### **XI. Town Government in New England.**

- a. Origin and history of this form of government.
- b. Function of early town governments. (Compare with business of a modern city.)
- c. Evolution of representativ democracy from pure democracy.

#### **XII. The Beginning of a City.**

- a. Conditions determining location and subsequent growth.
- b. Early need of governmental regulation.
- c. Organization. Incorporation, charter, plotting, land titles.
- d. Classification of cities by state legislation.

#### **XIII. Natural Divisions of Governmental Function.**

- a. Definition of legislativ, executiv, judicial departments.
- b. The separation and the interrelation of these departments.

#### **XIV. The Legislativ Department.**

- a. Various forms of city council. (Common council, Board of aldermen, Selectmen, Trustees, Commissioners, etc.)

- b. Bicameral and unicameral councils.
- c. Membership in a council. Number, election, qualifications, term of office, salary, powers and duties.
- d. Legislative and administrative duties of councilmen compared.

**XV. The Executive Department.**

- a. The Mayor.  
Election, qualifications, term of office, salary, powers and duties.
- b. Appointive officers. (Considered under administration of departments.)

**XVI. The Judicial Department.**

- a. Police courts. (Treated under police system.)
- b. Juvenile courts. (A county court serving the city. Considered under the police system.)

### Part IV.

#### A List of Some of the Most Desirable Books on Municipal Government for a Small School Library.

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Allen, William H.: Civics and Health; (1909) Ginn & Co., .....	\$1.25
Conkling, A. R.: City Government in the U. S. (1895), D. Appleton & Co., N. Y.....	1.50
Ely, R. T.: The Coming City; (1902), T. Y. Crowell & Co. ....	.60
Goodnow, Frank J.: City Government in the U. S. (1904), The Century Co., N. Y.....	1.25
Goodnow, Frank J.: Municipal Government (1909), The Century Co., N. Y.....	3.00
Deming, H. E.: Government of American Cities (1909) . . . . .	1.50
Wilcox, Delos F.: The American City (1904) Macmillan Co., N. Y.....	1.25
	<hr/>
	\$10.35

#### GENERAL REFERENCES ON MUNICIPAL GOVERNMENT.

Addams, Jane: The Spirit of Youth and the City Streets, (1909), Macmillan Co. ....	\$1.25
Baker: Municipal Engineering and Sanitation, Macmillan Co. ....	1.25

Barnett, T. D.: Toward Social Reform; Macmillan Co. ....	1.50
Bemis, E. W.: Municipal Monopolies; T. Y. Crowell Co. ....	2.00
Bliss, W. D. P.: Encyclopedia of Social Reform; Funk Wagnalls Co.....	7.50
Bryce, James: Hindrances to Good Citizenship; Yale University Press .....	1.25
Chapin, C. W.: Municipal Sanitation in the U. S.; Snow Co. ....	5.00
Clow, F. R.: Comparativ Study of City Finance in the U. S.; Macmillan Co., (1901).....	1.00
Devlin, R. I.: Municipal Reform; Putnam Co... ..	1.00
Dolman, F.: Municipalities at Work; Scribners.. ..	1.00
Eaton, Dorman B.: The Government of Municipalities, (1899); Macmillan Co.....	4.00
Fairlee, J. A.: Municipal Administration, (1901); Macmillan Co. ....	3.00
Francisco, M. J.: Business of Municipal and Private Corporations Compared; M. J. Francisco & Sons .....	1.00
Goodnow, Frank J.: Municipal Home Rule, (1895); Macmillan Co.....	1.50
Goodnow, Frank J.: Municipal Problems, (1909) Macmillan Co. ....	1.50
Goodnow, Frank J.: Municipal Government, (1900); Century Co. ....	3.00
Goodhue, W. F.: Municipal Improvements, (1900); Wiley .....	1.25
George, W. R.: The Junior Republic, (1902); Appleton & Co. ....	1.50



Hodder, Alfred: The Fight for the City, (1903); Macmillan Co. ....	1.50
Howe, Frederic C.: The City the Hope of Democracy, (1905); Scribner .....	1.50
Howe, Frederic C.: The British City, (1907); Scribners . . . . .	1.50
Kirk, William: A Modern City, (1909); University of Chicago Press .....	2.50
Lincoln, J. T.: The City of the Dinner Pail, (1909); Houghton, Mifflin Co. ....	1.25
Lloyd, Henry D.: Men the Workers, (1905); Doubleday, Page & Co.....	1.50
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