PRODUCTION NOTE

University of Illinois at
Urbana-Champaign Library
Library Trends

Regional Public Library Systems

HANNIS S. SMITH
Issue Editor

January, 1965
Library Trends
A Publication of the University of Illinois Graduate School of Library Science

Managing Editor
HERBERT GOLDFORD

Assistant to Editor
JEAN SOMERS

Publications Board
ROBERT B. DOWNS
HERBERT GOLDFORD
FRANCES B. JENKINS
ALICE LOHRER
ROLLAND E. STEVENS
ARNOLD H. TROTIER
LUCIEN W. WHITE

Library Trends, a quarterly journal of librarianship, provides a medium for evaluative recapitulation of current thought and practice, searching for those ideas and procedures which hold the greatest potentials for the future.

Each issue is concerned with one aspect of librarianship. Each is planned with the assistance of an invited advisory editor. All articles are by invitation. Suggestions for future issues are welcomed and should be sent to the Managing Editor.

Published four times a year, in July, October, January, and April. Office of Publication: University of Illinois Graduate School of Library Science, Urbana, Illinois. Entered as second-class matter June 25, 1952, at the Post Office at Urbana, Illinois, under the act of August 24, 1912. Copyright 1965 by the University of Illinois Board of Trustees. All rights reserved.

Subscription price is $6.00 a year. Individual issues are priced at $2.00. Address orders to Subscription Department, University of Illinois Press, Urbana, Illinois. Editorial correspondence should be sent to LIBRARY TRENDS, University of Illinois Graduate School of Library Science, Urbana, Illinois. Indexed in Library Literature, Library Science Abstracts, and PAIS.
Library Trends

VOLUME 13 • NUMBER 3

JANUARY, 1965

Regional Public Library Systems

HANNIS S. SMITH

Issue Editor

CONTRIBUTORS TO THIS ISSUE

<table>
<thead>
<tr>
<th>Name</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>HANNIS S. SMITH</td>
<td>Introduction</td>
<td>275</td>
</tr>
<tr>
<td>MILDRED P. MC KAY</td>
<td>New Hampshire’s Single State Library System</td>
<td>279</td>
</tr>
<tr>
<td>S. GILBERT PRENTISS</td>
<td>The Public Library System Program in New York State</td>
<td>287</td>
</tr>
<tr>
<td>MARY NELSON BATES</td>
<td>The State-Supported Regional Library Center in Tennessee</td>
<td>296</td>
</tr>
<tr>
<td>ALMA S. JACOBS</td>
<td>Montana Chooses Federations of Libraries</td>
<td>304</td>
</tr>
<tr>
<td>JOHN S. RICHARDS</td>
<td>Regional Library Organization and Development in Washington State</td>
<td>311</td>
</tr>
<tr>
<td>MARY E. DONALDSON</td>
<td>Regional Libraries in Canada</td>
<td>318</td>
</tr>
<tr>
<td>PHYLLIS I. DALTON</td>
<td>The Responsibility of the State Library Agency Toward the Larger Unit</td>
<td>328</td>
</tr>
<tr>
<td>DOROTHY M. BRODERICK</td>
<td>The Roles of a Consultant in a Cooperative System Headquarters</td>
<td>342</td>
</tr>
<tr>
<td>JOSEPHINE PARDEE</td>
<td>The Special Requirements of the Larger Unit in Personnel Administration</td>
<td>353</td>
</tr>
<tr>
<td>HELEN S. GILBERT</td>
<td>Planning New Service Outlets</td>
<td>364</td>
</tr>
<tr>
<td>ROBERT H. ROHlf</td>
<td>Some Political Aspects of Operating a Multiple Governmental Unit Organization</td>
<td>376</td>
</tr>
</tbody>
</table>
Introduction

HANNIS S. SMITH

ONE OF THE REAL PHENOMENA of public library development in America in the past decade has been the expansion of the concept of the regional library.

At the time of the Public Library Inquiry (1949), there were not enough regional libraries to warrant including them in the sample, but the Inquiry did identify two varieties. These came into the Inquiry through the state library extension agencies studied. The two types are familiar: (1) the regional office or branch of the state library extension agency exercising no control over local libraries, and (2) the multi-county library. The Inquiry suggested that the regional office or branch of the state agency should be the mainstay of library extension. In recent years, it has been possible to identify a third type: the regional office of the state agency which exercises some control over local libraries, and which actually operates direct public library services in its region. Today, one or more of these three types of regional libraries, to a total of over 200 examples, are present in forty-one states of the United States and in most Canadian provinces.

The literature of regional public libraries is indebted to a distinguished list of librarians which includes Louis Round Wilson, Carleton B. Joeckel, Helen M. Harris, Gretchen K. Schenk, and Lowell Martin. The literature reveals that this type of larger unit is in some ways no different from any other large public city or county library, and much of the general literature of library administration and service is fully applicable to regional libraries. However, this issue has been compiled in the belief that new insight and understanding might be contributed by focusing attention entirely on those regional libraries which have been organized by combining two or more counties or (in the case of New England) other large governmental units.

It is interesting to note that when the University of Chicago devoted its 1944 annual institute to public library extension, Helen M. Harris

Mr. Smith is Director of Libraries, Minnesota State Department of Education.
HANNIS S. SMITH

reported that prior to 1937 there had been only two multi-county libraries in the United States and four regional libraries in Canada. By 1944, fourteen more regional libraries (all in the southeastern United States) had been added to this meager list.

Oliver Garceau, in his volume for the Public Library Inquiry pointed out that states had generally approached the creation of the larger unit by combining counties rather than by attempting to create "the special district . . . for it had been found by students of government to contribute extensively to the chaos of American local government . . . ." He reported: "Most of the active library extension agencies can now point to two or three regional units within their borders . . . the great majority . . . are two-county affairs." Their scarcity at that time may help identify the few extension agencies which the author regarded as "active." Garceau stated that at the time of the Inquiry "some regions organized less than ten years ago are already eroding, . . . counties have been glad to be on their own again." He took a generally dim view of this kind of regional library, and his label of the regional movement as "the bitter struggle to destroy or to swallow up village, city, and county libraries" has been a thorn in the flesh of many state agencies since its publication, and is not exact.

Concerning this alleged condition of "erosion" and "bitter struggle," by 1963 only two of the twelve multi-county regional libraries in the United States ten years before the Public Library Inquiry had dissolved into single county libraries. The other ten had been reorganized and proliferated into twenty multi-county libraries, with the number of counties involved having grown from forty-four to seventy-three. And, more surprising still, there were at least 140 additional multi-county regional libraries with more than 400 counties involved. The limiting "at least" has been used since it is highly likely that it has not been possible to identify all existing examples in all states, nor determine the status of all demonstrations.

In all but nine states some form, or combination of forms, of regional libraries has been put into operation. Twenty-four states have one or more multi-county regional libraries. Four of these plus five others are employing the demonstration method for the establishment of new multi-county regions. In fourteen states there are more than forty branches of the state library extension agency, with two states having both multi-county libraries and state agency branches.

In view of the recommendation in The Public Library Inquiry generally and of the doubts so well expressed by Garceau, the question
Introduction

arises of how to account for the rapid proliferation of the multi-county unit as opposed to the state agency branch. Unquestionably, the influence of “outside money” through the Library Services Act has served “... as a lubricant to overcome the frictions of initiating multi-govermental co-operation.” But there is possibly another factor. Garceau reports that he found a general “... lack ... [of] political acumen ...” among librarians.⁸

By 1962, Phillip Monypenny, another political scientist, observed in connection with extension of the Library Services Act, “This is political skill of a really remarkable order which ... can be equaled by very few professions in the United States.”⁹ Regardless of what combination of circumstances and forces were at work, it is obvious that great strides are being made in getting a multiplicity of governmental units to work together to organize better and more extensive public library service.

In the pages that follow are contributions by a number of people who are doers of the word and not preachers only. In the first five papers will be found descriptions of a number of representative methods of organizing multi-county units, including the single system state approach for New England where the county is not a meaningful unit of local government. The influence of political acumen on the planning and execution of these developments is evident, as is the invaluable ingredient of flexibility. The five States (New Hampshire, New York, Tennessee, Montana, and Washington) represent five different approaches in five different parts of the country. The amount of flexibility and imagination is rivaled only in Donaldson’s contribution from Canada. A second group of five papers is concerned with certain specialized aspects of the multi-county unit in the unified or cooperatively organized systems.

The multi-county library is not a status symbol. It is an attempt, in line with the concept of systems in the ALA standards, to achieve a viable administrative library unit which has some hope of achieving quality library service. It is a means to an end, not an end in itself. Lowell Martin has given a clear warning of the many factors which must be observed in bringing developments more nearly in accord with standards.¹⁰ With the flexibility which these papers reflect so clearly and with the political and social acumen which recent successes demonstrate, it is apparent that the nagging problems of multi-governmental library cooperation can be solved, and that the multi-county regional
library in one of a variety of incarnations can and will be the public library organization of the future.

Some day someone may know enough about the subject to write a book about it. It is the intent of both the editor and the contributors to this issue to provide some steps in that direction.

References

4. Ibid., pp. 212, 226.

[278]
New Hampshire’s Single State Library System

MILDRED P. MCKAY

The single state library system created by the New Hampshire legislature in the final hours of the 1963 session is not new, but it is the result of a slowly evolving pattern of library service. To understand the system, it is necessary to picture the New Hampshire library landscape in which it is rooted. New Hampshire is a very small state but one of the oldest; included among its early libraries is Peterborough, the first tax supported library in America. The state has a proliferation of libraries dating from the nineteenth century and operates under a form of government established during the American Revolution.

Within the state’s 9,304 square miles are 235 independent towns and cities. Funds for the services of these towns come from local property taxes, voted by the townspeople at the annual town meeting. Since many towns are small in population and poor in taxable property, the funds are frequently meager. Yet the people are taxing themselves for the support of 229 public libraries which serve all but 5,000 of the state’s total population of 606,921.

Of these libraries the ten largest are in small cities, all with a population under 100,000 and most with fewer than 20,000 inhabitants. However, they provide library service for 46 per cent of the population, while only 9 per cent live in towns of fewer than 1,000 inhabitants but have 104 libraries. To add to the problem, a majority of the libraries have their own buildings and all but sixty receive some financial support from endowment.

In 1962 the per capita expenditure for all public libraries (except Durham which contracts with the University of New Hampshire) was $2.07.\textsuperscript{1} The combined holdings of these libraries were 2,477,969 volumes, with annual accessions in 1962 of 90,134. It may be hard to believe that the per capita circulation in that year was 6.25, but this was possible because every library, except the ten in cities over 10,000

The author is former State Librarian of New Hampshire.

[279]
population, borrowed large quantities of books from the state-operated wholesale bookmobiles.

Over the years the State Library has sought and found ways of providing services for the many librarians throughout the state. Briefly, the major services are: (1) access to a small (400,000 volume) but strong reference and subject collection which has good breadth and reasonable depth, especially in bibliographical, periodical, serial, and document holdings, (2) four full-time reference librarians to answer the more difficult reference questions referred by local libraries, (3) a union catalog of the non-fiction holdings of the state's largest libraries, (4) four branch offices which operate bookmobile service to supply current books to libraries and to provide professional contact with every library at least five times during a year, (5) consultant service from the State Library concerned with in-service training programs, surveys of local libraries with accompanying recommendations, pilot projects to demonstrate cooperative advantages to groups of libraries, and programs directed toward upgraded local book selection, and (6) a state-wide public relations program aimed at public understanding and support for good library service.

The state services have developed out of need and have been sought eagerly by most library boards and librarians, resulting in a kind of single-state library system. The weaknesses are obvious. There has been no legally established organization through which local libraries could share in planning services for their use; aid to large town and city libraries has not been adequate; and, most important, local libraries have received these services without reciprocal effort toward betterment.

In 1935, Joeckel explored the single state unit idea and commented that he did not mean "... state supervision of separate local units, but actual operation of all the libraries of the state as a single, unified organization, directed by one central authority." He called attention to the problems of local autonomy and to the possibilities of bureaucracy. He predicted the development of "... greatly enlarged units, both of service and of government." And his final sentence pointed out the reason why many varieties would develop. "It would be contrary to the whole history of American libraries to expect that this result will be achieved by uniform methods in all parts of the country."

Governments move forward only as fast as their citizens demand that they offer new or improved services. An understanding of the
New Hampshire's Single State Library System

values and of the essential quality of these services is necessary, and local conditions within the governmental unit usually must be propitious. The time was ripe in the early 1960's for New Hampshire, and general conditions pointed toward the solution of numerous problems which had grown out of practices suitable in the days when the town had to be the all-encompassing provider for its citizens.

Although librarians and trustees realized that there were solutions to the library problems of the state, the citizens were not generally aware that it would be possible to secure better libraries without a tremendous injection of state aid. It was also true that many citizens remained unaware of the great inequities which existed. Therefore, in an effort to bring the facts to the general public, the State Library Commission used federal funds, with the Governor's blessing, to secure a survey of all libraries. The University of New Hampshire's Bureau of Government Research was chosen, and its study\(^4\) reported in layman's terms the inefficiencies and divergencies in quality of service in public and school libraries. This triggered a chain of events which resulted in passage of the legislation\(^5\) which the state is now in the process of gradually implementing.

After reading the report, the Governor appointed a committee of sixty persons, chiefly laymen, to develop a plan of action which would produce more evenly distributed library service of better quality for all the people of the state. The committee made a report which formed the basis for all legal changes. They selected the title *Libraries Are For People*,\(^6\) perhaps because committee members found too many citizens interested in buildings and endowments rather than in quality services and resources.

The committee made extensive use of *Public Library Service*\(^7\) while developing a plan for New Hampshire, especially the system idea with its emphasis on a quality library close to where people reside and which could be achieved through federation. Earlier proposals by library writers which involved the elimination of small units would have been turned down, for local pride in the public library was high even though financial support was necessarily low.

The resulting law demonstrates the committee's acceptance of the system idea and its introductory statement of purpose declares it to be in the public interest to provide "... both the incentive and the means by which local libraries can become part of a state-wide system of cooperative library service without impairing the principals of self help and local control."\(^8\) To achieve the cooperative system, the Gov-
MILDRED P. MCKAY

ernor's Committee proposed and the law provides for local participation in system activities and services, which are regulated by District Advisory Councils made up of member libraries. This fulfills the need described so well by Blasingame at Allerton Park as "... a feeling of contributing to the total resources of the area or state while retaining the dignity which local responsibility implies."

The three-level system which resulted places the authority for coordination with the State Library Commission, and gives the State Library responsibility for centralized services and the District Office personnel. Intermediate libraries, called Service Centers, provide resources and services to augment those of all other member libraries designated by the law as Affiliated Libraries. Service Centers are to be located to permit use by borrowers from satellite communities without the necessity of travelling more than twenty-five miles. For this they will receive compensating grants, the first specific aid the state has ever provided for libraries serving the largest part of the population.

New Hampshire has chosen the District Advisory Council as the liaison by which cohesiveness and sound management of the system can be achieved. Although the Councils do not have final authority over the use of state funds, which is the responsibility of the State Library Commission, they do have certain legal obligations.

Every Affiliated Library and every Service Center must elect a representative to the Council for its district. The Councils are to recommend action in three broad areas to the State Library Commission. The most important requirement is that District Councils recommend appropriate qualifying standards of performance and resources for each type of library. The Governor's Committee suggested, and it was repeated in testimony at hearings, that the standards should be applied gradually and that adjustments should be made as required by changing conditions. The district staff will be expected to provide professional help to the Councils, to furnish information to the membership on the latest thinking of the library profession, and to give information about conditions in the libraries of the district. Another responsibility of the Councils is to develop cooperative programs among member libraries, with other districts, or with the State Library. In this way it is believed that all the resources of the state will be more readily available for greater use, and services can be improved.

New services required by the districts from state funds or changes in existing services will be reported by the Councils to the state agency,
New Hampshire's Single State Library System

and the location of Service Centers will be determined at the local, not the state, level. The State Library Commission will make the final determination in all except purely district affairs.

It is anticipated that the Service Centers will be the largest libraries in the state and that recommended standards will require professional leadership. If there are twenty-five Service Center libraries, and this is the projection of The Governor's Committee, there should be a sufficient number of knowledgeable people in the district to provide its own sound leaders.

Over the years the State Library staff and its governing board have sought informal opinions and suggestions from trustees and librarians, but there has been no organized method for securing them from all library boards and librarians. State associations of trustees and librarians are not recognized in the law, but both have contributed to the improvement of library service in the state, as they did in working for passage of this legislation. They do not necessarily represent the attitudes and interests of all libraries, a hoped-for result of the District Councils.

The smallest community library receiving a grant for the purchase of reference materials or the largest Service Center library with a grant covering added personnel, resources, or services must continually work toward improvement and annually meet established standards. This can be painful to the independent library, but it is hoped that through participation in establishing standards the requirements will become less onerous and better understood.

The Governor's Committee, after weeks of study, proposed standards based on Public Library Service and the New Hampshire State Library's version, How Good Is Your Library, prepared particularly for libraries under 10,000 population. The Committee's recommendations will provide the guidelines for District Advisory Councils and the Commission. It is probable, however, that all interested libraries will be allowed to join as the program starts, with the understanding that standards must be met within a reasonable period.

Nothing in the law requires a library to seek affiliation, but if the patterns of the evolving reference and bookmobile services are repeated, some will join at once, others will wait and see, and few, if any, will remain outside the system for very long.

The qualifying standards may be a deterrent to some libraries with substantial, private incomes and also to those that have almost no funds. It is believed that some of these libraries, where the com-
munity has the right attitude of service to citizens and sufficient financial ability, will eventually accept the system idea. Where property evaluation is too small to warrant taxing for such a service, it will be necessary to contract with a neighboring library. The law provides inducements for this type of contract and also encourages local cooperation where there are several libraries in one town. These additional grants are conditional on sound cooperative working agreements.

The small (at first not over $500) matching grants will appeal to librarians and trustees of most Affiliated Libraries, while the economies of centralized purchasing and cataloging will be obvious advantages to town budget officers who are always searching for better service at a minimum expense. Perhaps the greatest pressure to join the system will come from the townspeople when they vote on the library's appropriation, since only Affiliated Libraries and Service Centers may issue the legally established borrower's card\textsuperscript{11} which will be good for use in any system library.

The grants for Service Center libraries, while tied to dollar-for-dollar matching based on book expenditures, will be considerably greater. Although starting grants up to $10,000 were suggested by the Committee, the actual total amount for these libraries will be determined by the legislature after recommendation by the State Library Commission.

Some cities and large towns may decide against joining, but most will appreciate payment for services, especially those they are already giving to non-residents, and will want to encourage the improvement of libraries in surrounding communities to secure a reduction in demand for current and school materials from people living in these areas. From the testimony at the hearings, it is evident that the system and its services and its grants will be welcomed by trustees and librarians of the potential Service Centers.

The services provided by the State Library, in addition to those now available, will include specialists in various phases of library work, centralized purchasing which will be a reality for all libraries in 1965, and central cataloging which is under development at the present time.

Although a small sum was requested from the legislature for the year 1965 to enable the staff of the State Library to lay the base for the system, this request was denied but not ignored. The legislature agreed that $165,000 of Library Services and Construction Act Funds [284]
New Hampshire's Single State Library System
could be used to initiate certain phases of the program, particularly
the employment of district staff, which will be in addition to the pres-
ent branch office staff already in the areas, and the establishment of
centralized purchasing and cataloging.

It is estimated that the cost to the state in the early years of develop-
ment will be $350,000 annually, in addition to present expenditures of
$220,000 plus federal aid of $65,000. Local expenditures in 1962 were
$1,256,956. This figure must rise by 1970 to enable all libraries to
meet minimum standards. At that time local participation should be
$2.50 per capita, state costs about $1.00 per capita, and federal funds,
as they always have, will provide that something extra which enables
experimentation or demonstration of new ideas.

The proponents of the new laws believe that local community li-
braries will be greatly improved, that within the range of every citizen
there will be a public library capable of rendering a reasonable quality
of service, and that this library with the coordinated resources of the
whole state and improved local collections behind it can provide a
broader and higher quality of books.

This should be a continually evolving pattern of library development
responsive to the ever-changing needs of the citizens of the state. It
should progress to such a degree that the Declaration of Policy for
public libraries which is in the newly-revised statutes will be fulfilled
and every public library will become "...a valuable supplement to the
formal system of free public education... [deserving of] adequate fi-
nancial support from government at all levels."12

Unless many people—not librarians alone—had desired better li-
braries, the legislation could not have been passed. Even the poorest
libraries helped to create this desire. The free public library in New
Hampshire is a part of almost every town's picture, no matter
how small the town. These libraries have existed, no matter how in-
adequate, and their mere existence has brought books to readers where
otherwise no books would be. All of the past, from the example of
Peterborough to the pilot project in book selection, has culminated
in this new system. The great challenge of the future is in the imple-
mentation and the testing of the validity of the new system. Libraries
are for people, and New Hampshire intends that its libraries shall be
worthy of its citizens.
MILDRED P. MCKAY

References

3. Ibid., p. 355.
11. New Hampshire, Laws, Statutes, etc. op. cit., p. 15.
12. Ibid., p. 17.
The Public Library System Program In New York State

S. GILBERT PRENTISS

If there were such a thing as a "typical" library system in New York State, it might look something like this: It would be an organization created under Education Law by vote of the trustees of about thirty community libraries, who would have elected at the same time a board of trustees of the system. It would later have received a charter from the Board of Regents as an autonomous library agency, and its plan of service would have been approved by the Commissioner of Education in order for it to receive state aid averaging about $62.50 per capita. Its member libraries would still derive their main support from local sources, and they would retain their own boards of trustees, staffs, buildings, and endowment funds, and their complete autonomy in all other respects. The member libraries would receive no grants directly from the state, and whatever cash they might receive from the system would be quite small in comparison to the cost of services and materials which the system would make available to them. The number of persons served by the system and its member libraries would be about 300,000, and in area it would cover the best part of three counties.

There would be a system staff consisting of a director (who might also be director of the major community library in the area), five professional librarians, and other supporting staff, totaling about fifteen in all. The system staff would probably operate bookmobile service in areas where library service did not previously exist and where it would not be feasible to establish community libraries; otherwise, its efforts and resources would be directed towards cooperative services to the member libraries, such as centralized ordering and processing of books, a wide variety of consultant services, pick-up and delivery service, ro-

Mr. Prentiss is State Librarian and Assistant Commissioner for Libraries, The New York State Education Department.
tating collections, interlibrary loan and reference assistance, and other services (see Table I). The system would be financed almost exclusively from state funds, supplemented by modest county support for some specific purpose such as bookmobile service. Finally, there would be a central library collection, based on the largest library in the system, whose adult non-fiction acquisitions would be matched, four volumes to one volume, from state funds until the collection reached 100,000 volumes.

There is, of course, no system in New York State which would exactly fit this description, but there are fifteen cooperative systems of nearly identical basic structure, though varying considerably in size, support, services offered, and other characteristics. The four federated systems are similar in every way to the cooperative type, except that they were started, and their trustees are thereafter appointed, by county boards of supervisors. The remaining three systems are the New York, Brooklyn, and Queens Borough Public Libraries in New York City, serving nearly one-half of the state's population. They are examples of the consolidated type of system, wherein one board of trustees operates and controls the entire program for the system, and the units making up the system are branches rather than autonomous member libraries.

The statewide picture, as of January 1, 1964, showed a total of twenty-two systems serving directly and through 638 member libraries 97 per cent of the state's population and 95 per cent of its area. Seventy-three community libraries have not yet joined systems. The state aid for library systems, which is beginning to level off at around $10 million a year, amounted to about one-fifth of the total spent for public library service in the state in 1963.

Given a statewide library system program of this general description, what successes and what strengths seem to be emerging from the several years of experience that have now accumulated? The most meaningful basis for this kind of judgment would, of course, be a careful study and evaluation of actual library use, compared with the situation prior to systems in New York and compared with what is happening in other places which are similar but where another pattern exists. New York State is presently launching, with Lowell Martin's guidance, what it hopes will be such an evaluation of its library systems, but it will be at least a year before anything decisive comes from this project. In the meantime, it is worth noting that many of what appear to be the program's strengths are features which were deliberately designed into the state plan in order to meet specific needs and to overcome specific
The Public Library System Program in New York State

obstacles encountered in nearly twenty years of active experimentation with the system concept.¹

Perhaps the greatest strength is the principle upon which the federated or cooperative type of system is built and by which are gained the necessary advantages of size, at the same time preserving the great advantages that attend local interest, local initiative, and to a considerable extent local support. This type of organization is probably as good a way as has yet been devised in any segment of government to obtain a maximum of democratic control with a fair share of the range and quality of services that customarily proceed from a large centralized agency. The following are other features of the plan which seem to have been successful.

A. In terms of founding library systems, it is of critical importance that their establishment is not dependent on the action of county boards of supervisors. The device for getting the cooperative systems started, whereby the trustees of the participating libraries are given power to take the required action, was incorporated into the 1958 statute as a result of eight frustrating years of intensive effort to get county boards of supervisors in adjoining counties to take such action.

B. A high degree of flexibility is one of the important strengths of the New York plan. It is a flexibility of organization that accommodates both New York City with its nearly eight million people in only 314 square miles and Hamilton County with a population of only about 4,000 in nearly 2,000 square miles; and it is a flexibility of plan which encourages ingenuity and diversity in practically every aspect of system operation.

C. The principle of gradualism, both in respect to achieving system participation by all libraries in a county and in respect to meeting minimum standards for approval, was introduced into the 1958 law because of earlier experience in which a few libraries could block a substantial majority from forming a system.

D. A state-aid formula which makes it possible to initiate basic system programs on state funds alone and which does not require matching funds or contain major quid pro quo provisions is a basic feature which, good or bad, helped dramatically to accelerate the formation and growth of systems. At the same time, by incorporating the community libraries in their present form into the system organization, support is drawn from all types of local governmental units that exist in the state.

E. The obvious principle that the strength of a system tends to
S. GILBERT PRENTISS

equate with the best library in the system, or, conversely, that simply combining a group of weak libraries does not automatically produce a strong library system, was recognized clearly only after careful study of some early system efforts, and resulted in a provision in the present formula for building a strong central library collection in every system where one does not exist.

F. A legal base which allows for the free use of contracts, both within and among systems, has been immensely helpful in providing systems with almost unlimited flexibility.

These are a few of the features which are characteristic of New York State's library system program, and which have resulted, in a relatively short time, in coverage of most of the state. Perhaps the most important of their implications is the simple fact that 97 per cent of the residents of the state now have a point of access, legally and formally, to the chain of public library resources which exists in the state.

Turning from the strengths to the weaknesses in New York's system program, one can again wish for more careful investigations and firmer evidence, particularly from the user point of view. Some definite impressions are emerging, however, from the problems that recur and from reports and observations. The following are features of the plan which have caused difficulties.

1. One of the great advantages in getting systems established was that the state-aid formula was sufficient to operate a system, and that the plan did not require the locality to match funds or to increase its support of the local library as a condition of state-aid funds; therefore, since the localities have not been required to increase the support of their libraries, more facts than are now available will be needed to establish a causal relationship between system development and increased local support of community libraries. The indications are that over a sufficiently long period of time and with strong system leadership, local support is increased in even the smaller community libraries. The problem, then, becomes not so much whether local library support will fail to keep up with the rate of state support, but that inequities of support and service will be created by a natural tendency of the systems to do more for those who have done less for themselves.

2. The question of equity has become apparent in densely populated suburban areas where strongly supported libraries are often adjacent to communities with poor libraries or with no locally supported public library service at all. In meeting the statutory requirement that every library in the system give direct, free service to every resident

[ 290 ]
The Public Library System Program in New York State

of the system area, there is some feeling that the strong libraries will be penalized for their progressiveness and that the development of good libraries in the neighboring communities which do not have them will be deterred. Fortunately, this seems to be a problem mainly of the transitional period.

3. There are indications that, although a “sparsity” factor was built into the state-aid formula, the state-aid income of some of the systems—usually those serving a relatively small population—may be below the level at which even a minimally effective system program can be operated.

4. A problem which is especially trying during the beginning years of a system is directly related to the high degree of autonomy that member libraries enjoy. Everyone concerned with a new system occasionally becomes disappointed and frustrated by the considerable length of time that usually precedes any discernible progress. In an organization of completely autonomous community libraries, progress occurs as the result of persuasion and example. The trustees, the staff, and the community itself must be educated to a new point of view and to new methods, and this takes time.

5. As the central library collections develop, it is apparent that some better provision should have been made for processing and housing the books and staffing the services. (The central library is in most cases the largest community library in the system, but often is not the location of the system headquarters.) These libraries are supported by the municipalities they serve, and their traditions and patterns of service are usually oriented to their own communities rather than to the entire area served by the system. They need more support and help in adjusting to their new role as the central libraries for multi-county regions.

6. A number of the systems appear to be too small to carry on efficient centralized processing units. This should not be a serious problem, however, as systems are already exploring the possibilities of inter-system contracts under which one system will purchase processing from another. (It is interesting to note in this connection that it has been only a relatively short time since the 638 member libraries were operating approximately the same number of separate processing units; now twenty-two separate processing units suggest much unnecessary duplication.)

7. It is clear from the experience in New York State that a library system program will inevitably place sharply augmented demands on the state library or other state level backstopping agency. The state-aid
formula should, therefore, carry some kind of escalator provision geared
to this function. Otherwise, for reasons which are completely unrelated
to library systems, the support of the backstopping agency probably
will not keep up and may even be lowered at the very time that the
systems are creating legitimate and unprecedented increases in the de-
mands made on that agency. The state's backstopping function defi-
nitely should be extended to include the development of vastly more
complete bibliographic resources than are presently available in New
York, especially in respect to resources within the state. The state
should assist the systems by handling interlibrary loan requests which
are not available in the state library.

8. Although New York State has been most fortunate in the caliber of
its library system trustees, who have been one of the greatest strengths
of the systems, the importance of good trustees is so essential that prob-
ably more attention should be given to exploring the best means of
assuring an effective and responsive governing body for every system.

9. Finally, there are the usual and expected problems of staff re-
cruitment, communication, new techniques, and new relationships,
and of adjusting a new program to meet rapidly changing conditions.

In trying to look at what is ahead for library system development in
New York State, it is certainly to be hoped that solutions—legislative,
fiscal, and other—will be found and action taken to correct some of the
problems that have been suggested here. The anticipated evaluation
studies should help further to illuminate and clarify these and other
difficult questions as, for example, whether the systems' structure is
absorbing more than a reasonable portion of effort and funds in non-
productive overhead items.

There are, however, some guide posts to the future which stand out
fairly clearly now, and for which we do not need to await further study
and documentation. For example, there will certainly be more con-
tracts between and among systems for specific services such as process-
ing, bookkeeping, specialized consultant services, bookmobile service,
and others. The greater use of intersystem contracts seems to be an es-
pecially promising possibility.

It is too early to predict that contracts between small communities
and systems for the operation of library service outlets will become the
pattern of service to small communities, but this seems to be a solution
to the perennial problem of the community which is too small to main-
tain its own chartered library.

Another area where dramatic changes will surely occur is in the ap-
The Public Library System Program in New York State

lication of new technological developments to library system management and to the organization, retrieval, and transmission of information. Although the library systems are in many respects a "natural" for the use of machines, New York's library systems have thus far been largely preoccupied with organizational matters, and exploration and a few applications are just now appearing.

Finally, any reference to the future of library system development in New York State would be seriously incomplete if it did not take into consideration the growing interrelatedness of all types of libraries. The increasingly complex informational needs of the academic, research, business, and professional communities and the sheer volume of informational materials require that all types of libraries—public, school, college, university, and special—define their separate roles and at the same time combine their strengths in formal and systematic relationships, so that each can concentrate on its specialty knowing that it can turn to the full resources of other libraries in the state when it is necessary to go beyond that specialty.

New York State regards its public library system program as both an end in itself and as a base upon which the apex of the library service pyramid can be erected. A plan for the cooperative development and use of reference and research library resources throughout the state has, in fact, been developed and legislation is being sought to carry it out.2

Every library extension worker eventually learns that there is no poorer argument for library service than a feeble public library. The converse is equally true. As libraries are strengthened by planned and systematic cooperation, their potential for service becomes greater and their failures fewer; their successes become in themselves a reason for more use and for greater support. It does not seem too unreasonable, then, to predict that a point may eventually be reached in library development—the point of mobilization of all library resources into a total library effort—when libraries will actually make the kind of impact on individuals and society which all librarians have always hoped for them.

That day is a long, long way off in New York State, but one could do worse than to hope that it is in this direction that library development in the state is headed.
S. GILBERT PRENTISS

TABLE I

*Services Offered by Public Library Systems in New York State*
(Data Compiled for 19 Systems Outside of New York City)

<table>
<thead>
<tr>
<th>Services</th>
<th>No. of Systems Offering</th>
</tr>
</thead>
<tbody>
<tr>
<td>Interlibrary loan (including reference assistance)¹</td>
<td>19</td>
</tr>
<tr>
<td>Direct loans by all libraries to all residents²</td>
<td>15</td>
</tr>
<tr>
<td>Return of books to any library</td>
<td>11</td>
</tr>
<tr>
<td>Uniform borrowers card</td>
<td>7</td>
</tr>
<tr>
<td>Location file of current acquisitions¹</td>
<td>19</td>
</tr>
<tr>
<td>General consultant service</td>
<td>19</td>
</tr>
<tr>
<td>Special consultant service</td>
<td>12</td>
</tr>
<tr>
<td>Adult</td>
<td>12</td>
</tr>
<tr>
<td>Young adult</td>
<td>7</td>
</tr>
<tr>
<td>Childrens</td>
<td>12</td>
</tr>
<tr>
<td>Audio-Visual</td>
<td>6</td>
</tr>
<tr>
<td>Public relations</td>
<td>7</td>
</tr>
<tr>
<td>Reference</td>
<td>4</td>
</tr>
<tr>
<td>Other</td>
<td>6</td>
</tr>
<tr>
<td>Aid in book selection</td>
<td>19</td>
</tr>
<tr>
<td>Central purchasing</td>
<td>17</td>
</tr>
<tr>
<td>Books</td>
<td>17</td>
</tr>
<tr>
<td>Supplies</td>
<td>10</td>
</tr>
<tr>
<td>Equipment and furniture</td>
<td>4</td>
</tr>
<tr>
<td>Central processing</td>
<td>18</td>
</tr>
<tr>
<td>Rotating collections</td>
<td>13</td>
</tr>
<tr>
<td>Pool collection of books</td>
<td>17</td>
</tr>
<tr>
<td>Central storage of little used books</td>
<td>7</td>
</tr>
<tr>
<td>Films loaned</td>
<td>15</td>
</tr>
<tr>
<td>Phonograph record or tape collection</td>
<td>12</td>
</tr>
<tr>
<td>In-service training for community librarians</td>
<td>16</td>
</tr>
<tr>
<td>Delivery service</td>
<td>18</td>
</tr>
<tr>
<td>Public relations and publicity¹</td>
<td>19</td>
</tr>
<tr>
<td>Public relations director</td>
<td>6</td>
</tr>
<tr>
<td>Display artist</td>
<td>13</td>
</tr>
<tr>
<td>Posters and signs</td>
<td>18</td>
</tr>
<tr>
<td>Exhibits</td>
<td>16</td>
</tr>
<tr>
<td>Newsletters</td>
<td>18</td>
</tr>
<tr>
<td>Other</td>
<td>19</td>
</tr>
<tr>
<td>Bookmobile service</td>
<td>11</td>
</tr>
<tr>
<td>Stations in unserved areas</td>
<td>9</td>
</tr>
<tr>
<td>Cash grants to member libraries</td>
<td>17</td>
</tr>
<tr>
<td>For books</td>
<td>14</td>
</tr>
<tr>
<td>Other</td>
<td>8</td>
</tr>
<tr>
<td>Unallocated</td>
<td>12</td>
</tr>
</tbody>
</table>

Source: 1963 annual reports of library systems on file in Library Extension Division of the New York State Library.

1. Required for provisional and full approval.
2. Required for full approval (within five years from establishment).
The Public Library System Program in New York State

References


ADDITIONAL REFERENCES


The State-Supported Regional Library Center In Tennessee

MARY NELSON BATES

The multi-county library systems in Tennessee are built around state-supported regional library centers, a type of development particularly suited to the geographic and economic conditions in Tennessee, which is predominantly rural with a few areas of urban concentration. The four metropolitan counties contain 42.5 per cent of the state's population, with the remaining 57.5 per cent spread among ninety-one counties. Of these counties, sixty-three have a population of less than 25,000 each, and five have less than 5,000 people. Since the medium-sized towns are clustered in certain areas, it is possible to drive for miles without passing through a town of any size. In fact, fifty-six counties have no town as large as 5,000, and seventy-four counties have no town as large as 10,000.

There is also a wide disparity in the distribution of wealth. As measured by the equalizing formula which was adopted by the Tennessee State Legislature, 51 per cent of the taxpaying ability of the state is concentrated in the four metropolitan counties, leaving less than half in the other ninety-one counties. In considering the fact that the median family income in the wealthiest county of the state is less than the national median family income figure, it can readily be seen that the smaller counties must indeed be classified as poor.

In this situation multi-county library systems are a necessity. Such a system must have a strong central library. As Lowell A. Martin has pointed out, "Adding rooms to the house will improve it only if the foundation is strong. Whenever I hear of a multicounty library—which is a library like any other library except that it has the added load of distance and a more complicated governmental structure—I ask first to see the central unit, the foundation, the core of strength." In the rural areas of Tennessee, state-supported regional library centers provide

The author is Director, Public Libraries Division, Tennessee State Library and Archives.

[ 296 ]
The State-Supported Regional Library Center in Tennessee

the core of strength. In the rural counties, there are no local libraries which can fulfill this role.

Presently the library systems in Tennessee have a long way to go in order to reach the American Library Association (ALA) standards. But progress has been made and the organization provides the framework for growth and development. Achievement of ALA standards is a goal which can be reached within this framework. It is a cooperative program in which the counties and the state each have well-defined responsibilities.

Each county is responsible for the operation of its local library or libraries. In order to join the state system, a county must meet certain requirements: (1) It must have a seven-member library board appointed in accordance with state law, which is responsible for public library service within the county. (2) It must operate at least one local library which provides library facilities to all the people of the county without charge. (3) It must appropriate funds for the operation of its local libraries at a level which meets the state financial requirements. Local funds are used for the expenses of the local libraries including salaries of local library personnel, books and other materials, equipment, supplies, and other operating expenses. In many counties the cities share in the support of a joint city-county library.

The county library board retains complete control over library affairs in the county and over the expenditure of local funds. Responsibility for local affairs encourages pride in local accomplishment and develops active, interested library trustees who strengthen the whole library system.

The responsibility of the state in the cooperative program includes the support of eleven regional library centers, each of which serves a group of counties. Expenses of the center are paid with state funds. Each center is administered by a regional library board composed of two representatives from each county in the region. This board receives and expends state funds and conducts the program of the regional center under terms of a contract with the State Library and Archives. The Public Libraries Division of the State Library and Archives exercises overall supervision of the state-wide program and provides consultant services to trustees and librarians.

The regional center coordinates library activities in the region and provides materials and services which the local libraries cannot furnish for themselves. Perhaps the most important contribution of the center is the professional help offered by the regional staff to library trustees.
and librarians. The regional librarians are identified with the region and provide the leadership needed to develop improved library service. They meet regularly with the county library boards, offering advice and guidance. The local librarians depend on them for help in setting up routines, selecting books, answering reference questions, filling requests, organizing the book collection, planning special activities, and dealing with all the problems of a small library.

The regional centers are also developing centralized ordering and processing of books. The regional librarians conduct an in-service training program for local librarians, most of whom have not had professional library training. This program includes group meetings and individual instruction. A consultant in the Public Libraries Division assists this program by preparing the course of study, complete with lesson plans and supplementary materials, and by teaching many of the classes. Plans for the future include stationing an adult services consultant and a children's services consultant at each regional center.

Another vital function of the regional center is the provision of a large and diversified book collection which is available for use anywhere in the region. The small libraries can buy the titles most in demand. But in any community, no matter how small, people have a wide range of interests which cannot be satisfied by a small stock of books. The regional center, because of the large area it serves, can buy the variety of titles needed and can insure that the small stock of each library and bookmobile station is changed frequently.

The regional center also furnishes bookmobile service to the local libraries and small rural communities. In communities which do not have a library, deposit stations are set up in stores, banks, homes, post offices, and other accessible locations. The stations consist of from 100 to 500 books deposited by the bookmobile and changed regularly, usually every eight weeks. The stations are important because they place attractive books within the reach of rural residents in their own communities and make available to them the entire resources of the region. A reader in a small community can meet the bookmobile and select the books he wants. He can also make requests on printed cards supplied for the purpose, and the books he wants will be mailed to him; thus, those who are unable to meet the bookmobile still have books available to them. One value of the book station is that it brings books to the attention of people who might never go to the county library, but many people use the station in their community and also use the county library.

[ 298 ]
The State-Supported Regional Library Center in Tennessee

Through the regional library centers, the state has become a constructive partner, not an outsider, in a network of library systems. The keynote of the program is voluntary cooperation. The regional center and its local libraries operate as a unified system in which limited resources are used to the best advantage.

The organization of the regional library systems is not outlined in detail in state legislation. The act establishing the State Library and Archives Commission includes as one of the functions of the Commission "The encouragement of library development throughout the state by means of advice, guidance, and library extension services, in the course of which the Commission is empowered to enter into local, regional or interstate contracts with competent agencies in the furtherance of library services." This section gives the Commission authority to execute contracts with regional library boards for the administration of the regional library centers.

The law further provides for the establishment and operation of regional library boards. Two or more counties which have qualified for participation in the state's multi-county regional library program may execute contracts with each other to create a regional library board. The county court of each county elects two members of the regional board, except that if a city within the county is furnishing as much as one-fourth of the public funds available for the operation of a joint city-county library, the city governing body may appoint one of the members and the county court the other. The regional library board has the power to execute contracts with any and all agencies for the purpose of administering a public library service within the region. It may receive and expend funds, employ personnel, accept donations and bequests, and lease property.

This legislation makes it possible for the cities and counties of a region to transfer all their library funds to the regional board for regional operation of the library system if they wish to do so. Some of them do transfer their book funds to the regional board, and the books are purchased and processed by the regional staff. Except for these book purchases, all funds spent by the regional boards come from the state. The boards are required by the contract with the State Library and Archives to observe state regulations in regard to personnel, travel, purchasing, and financial records. One fourth of the annual allotment is transferred to each regional library board at the beginning of each quarter. The expenditure of these funds and the maintenance of the financial records are closely supervised by the state comptroller's office.
The requirements for participation by a county in the regional library program are not provided for in state legislation but instead are set up in the rules and regulations established by the State Library and Archives Commission and approved by the Commissioner of Education. These requirements are:

1. Appointment of a county library board of seven members as provided in the Tennessee Code.

2. Provision of local funds from public appropriation or tax levy for the administration of a local library or libraries, giving free public library service to all residents of the county. These funds shall be administered by the library board responsible for county-wide public library service. Local funds shall not be less than the minimum amount fixed by the State Library and Archives Commission and approved by the Commissioner of Education.

3. Operation of a local library or libraries, including qualified personnel in charge of library, suitable library quarters, county-wide service, free of charge, to all residents, an adequate system of records and reports, cooperation with the regional library staff, willingness to make locally-owned books available on interlibrary loan to other libraries and bookmobile stations in the region, and participation by the local librarian or librarians in such in-service training programs as may be offered by the regional library center.

City and county libraries are established under Public Acts of Tennessee, 1963, Chapter 370. This legislation permits a city or county to operate an independent library, to give support to any public library in the county, to contract with another city or county for library service, or to enter into contracts with other cities or counties for joint operation of public library service. It provides for the appointment of a library board and for provision of funds to support a library. The law places no limitation on the amount of taxes which may be levied for support of a public library. It permits a library board to expend funds for the training of personnel. Library legislation in Tennessee is broad and general, leaving details to be handled by administrative action. Under this legislation, many different patterns of library organization could be developed.

The pattern of state-supported regional library centers serving a group of rural counties has been successful in Tennessee. In fact, it is doubtful if any other type of library system could have prospered in the prevailing climate of opinion. Tennessee counties have a strong
feeling of local identification. The task of persuading a group of adjoining counties to turn over local funds to a regional authority would have been well-nigh impossible. Oliver Garceau calls this problem "... the bitter struggle to destroy or to swallow up village, city, and county libraries." Instead of trying to remove local authority and the control of local funds, the regional center offers to provide materials and services in return for cooperation.

The regional library board, which administers the regional library center in each region, has a profound influence in coordinating public library service within the region. Although it has no authority over the county library boards, it can make recommendations to them. By the terms of its contract with the State Library and Archives Commission, the regional library board agrees to "cooperate with appropriate county and town officials of the area concerned to develop a unified system of public library service for all people of each county." The Handbook for Regional Library Boards in Multi-County Regions states that "Planning and developing good public library service in the region is a responsibility which a regional board is uniquely fitted to perform. Each region is different from all other regions and has its peculiar problems. Members of the regional board understand these problems and can plan a program which is fitted to the needs of their region. No other agency can provide this type of leadership. Interested and capable trustees on the regional library boards are an indispensable ingredient of public library progress." The administrative responsibility of the regional board, on which all the counties of the region are represented, tends to make the activities of the regional center an integral part of the total library program of that region.

Members of the regional staff are accepted as part of the local library program, not as outsiders representing the state. This close relationship has been developed during years of experience. A questionnaire answered by the county library boards in 1960 brought forth some surprising opinions. A large number of the boards wanted more extensive supervision of their local librarians by the regional staff. Ten years earlier they would have resisted the idea of supervision. The great majority of library boards rejected the proposal of state grants of funds to the local libraries, stating firmly that they would prefer any additional funds to be used to expand the services of the regional library center.

The lack of authority by the regional board and staff over the local library boards and personnel has never been a problem, although there
may have been occasions when the regional librarian would have wished for some authority over a local librarian. Robert D. Leigh points out that the differences between regions constituted by state action and those brought about by concurrent action of several counties are more of a legal than of a functional nature. It is his observation that in actual operation, there is very little difference between the two types of library systems.  

The regional library board has a contractual relationship with the State Library and Archives. Because it receives and expends state funds, it is subject to the same rules and regulations in regard to purchasing, financial procedures, records, and personnel policies which apply to other state departments and agencies. The State Library and Archives is responsible for insuring that such rules and regulations are observed. Members of the staff of the Public Libraries Division frequently attend regional library board meetings. The regional library boards participate in planning for state-wide development of public library service.

The regional librarians have a very close relationship with the State Library and Archives. Through quarterly staff meetings, which usually last two days, the regional librarians have an opportunity to discuss problems and express their ideas. Committees work on various projects, such as preparation of manuals, job descriptions, etc. Planning for special projects, such as the Home Demonstration Club Reading Program, is done at staff meetings. Between staff meetings, there is frequent communication between the regional librarians and the State Library and Archives by means of telephone calls, letters, and visits.

The multi-county regional library systems in Tennessee have many deficiencies, including the low level of local support, insufficient professional personnel, inadequate quarters for local libraries, and others. At the local, regional, and state levels, efforts are being made to overcome these problems, which are not inherent in the organizational structure.

The following advantages may be cited for a library system consisting of local libraries and a state-supported regional library center:

1. It avoids the struggle to persuade a group of counties to part with local funds and local authority.
2. It encourages local pride in accomplishment.
3. It provides a professional staff which is accepted as part of the local library program.
The State-Supported Regional Library Center in Tennessee

4. It provides a wider range of materials and services than small libraries can furnish for themselves.

5. It provides flexibility in program and in organization. A county can be transferred from one region to another with little difficulty. This has sometimes been necessary as the program expanded and additional regional library centers were established.

6. It provides a strong basis for requesting state appropriations. State officials accept responsibility for state-supported regional library centers which they consider as agencies of the state government. They do not accept equal responsibility for providing help to local public libraries.

7. It avoids the difficulties of administering grants-in-aid to local libraries.

References


Montana Chooses Federations of Libraries

ALMA S. JACOBS

The concept of federations of libraries and its application for the large, sparsely populated state of Montana was admirably presented by Raymond E. Mahoney, in an article written for the January 1, 1952 issue of the Library Journal:

It is easier to arrange a federation than a consolidation in which individual libraries lose their identity. Many small and medium libraries are well-established units of local government having vested property rights and a long tradition of local autonomy. The struggle for larger units of service has often failed because of a head-on collision with localism. In many cases advocates of unity have attempted to do too much too quickly. They have tried to take over a series of smaller units (libraries, librarians, and lockers), dissolve their distinctive characteristics, and establish a closely integrated consolidation. But localism is a continuing force in the American way of life; local library boards have worked too hard and too long to agree to preside at a ceremony for their own dissolution.

Federation preserves the advantages of local libraries, adding the increased efficiency and specialization of larger units. It satisfies the desire for “home rule” and parallels the historic American principle of independence in local self-government. Basically it is an agreement to surrender certain rights for the greater rights which they enjoy through membership in a large organized system.

A federation system of libraries may be the difference between success and failure when trying to organize service on a metropolitan, county, or regional basis. It offers the strong framework around which independent libraries may unite, improve, and go forth to better service.

Prior to the adoption of the present plan for library development in Montana, two concepts were considered by library leaders in the state: (1) regional library headquarters as branches of the state agency, and

The author, Librarian of the Great Falls Public Library, Great Falls, Montana, is also Coordinator of the Great Falls Federation of Libraries.

[304]
Montana Chooses Federations of Libraries

(2) independent regional libraries in six regions, with the center located in the largest city in the district.

State branches of the state agency were considered inadvisable by the majority, in part, because of the difficulty of administration occasioned by the vast distances that would exist between the regional office and headquarters. The problem is further enhanced by the fact that geographically and economically Montana is two states divided roughly along the western fringe by the Rocky Mountains. A second factor was the lack of financial support that could be envisioned in the foreseeable future from the state legislature. The yearly budget for the state agency at the time of the recommendation was $14,890.

The proposal for the establishment of six regional libraries, which would divide the state into six library districts, came into head-on collision with localism. The Montana Library Association at its 1952 conference did not adopt the plan. The concept of a regional library became synonymous with loss of autonomy to many libraries and trustees, and the division of the state into six regions that would provide support in the amount of at least $100,000 was considered by many to be arbitrary. The centers specified in the plan were not always natural trading centers to many of the adjacent counties, and in some instances there was a long history of local rivalries between the cities that were expected to pool their resources.

Montana's present plan provides for federations of libraries. Basic to the plan is the provision for local autonomy, for home rule and self-government, and intrinsic to the plan is the provision for the extension of services from strength. A strong central library, well supplied with library resources of high quality and under the direction of a dynamic professional librarian to guarantee imaginative and effective leadership, is the first requisite. The plan is flexible and thus easily adaptable to any existing library situation in the state.

Montana's public library laws are permissive and are considered relatively good, in that any form of cooperation between all types of governing bodies is possible; cities may contract with counties, and counties may contract with cities or with other counties for a regional library. The last mentioned provision in the law has not been used. The three federations that are now operating on a self-supporting basis have legal entity through contracts for service with the center library. The agreements specify services to be received, method of administration, and the amount to be paid by the contracting agency. The contracts are in effect on a continuing basis until terminated by a notice of one of
the parties, six months prior to the dissolution of the agreement. There is provision in each contract for a yearly review of the amount to be paid for services. A board made up of representatives from each county, appointed by the county commissioners, acts in an advisory capacity. Local library boards continue to function as they have in the past, concerned with local library responsibilities. It is usual to have local board members chosen to serve on the advisory board.

No governmental problems have arisen in the organization and administration of the federations, up to the present time. In areas which were without service, steps have been taken that are required under the law to establish either a city or a county library and to allow the governmental unit the power to tax for library purposes. The law provides the alternative of contracting for service in lieu of the establishment of a library. Where a tax-supported library exists, the governmental unit continues to provide the necessary support. The funds for the additional services are paid yearly in two payments to the city treasurer of the Center. These funds then became a part of the budget of the headquarters library. An annual report of expenditures is made by the librarian of the central library, called the coordinator of the federation, and such interim progress report as he deems advisable. Strong leadership by influential citizens secures the necessary tax support for the library program from the local governing bodies.

The factors that determine the location of the federations and the cohesion into areas are homogeneity of population, ease of transportation and communication, contiguity, and especially, professional leadership at the federation center. A basic consideration in setting up the region is sufficient taxable valuation to insure funds adequate to meet the requirements of American Library Association standards as stated in Public Library Service.² Present federations do not include areas sufficiently large to meet the ALA standard, but in each of the three systems plans are being made to extend service into surrounding counties.

The services provided by a federation follow the same pattern that is in operation in many library systems throughout the nation. Ordering, processing, and cataloging have been centralized, relieving the professional member librarians from repetitious detail and providing cataloging of high standard. A uniform library card permits residents to borrow books from any library in the system. Through group purchase of books, supplies, and equipment, substantially larger discounts have been obtained. Monthly or bi-monthly meetings of the libraries provide in-service training and the expert advice and counsel of the
Montana Chooses Federations of Libraries

professional staff of the center. Bookmobile services are shared, as are extensive reference service from the main library, and an intensive area-wide public relations program is in effect in each system.

The Great Falls Federation serving two counties more nearly approximates a regional concept than the other two existing federations in the state. Earlier there were two libraries in Great Falls, the strong municipal Public Library and a small county system. Service first was extended from the Public Library to the small town of Conrad in Pondera County which had an independent municipal library. The contract provided centralized ordering and processing of books and the consultative service of an extension librarian. In 1959 the Great Falls Public Library merged through contract with Cascade County Library and extended all services to both Pondera and Cascade County, through a bookmobile and branches. Conrad continues to keep its entity as a municipal library but participates as a member of the system and pays a portion of its budget to the center. The branches in Belt and Cascade, in Cascade County, and in Valier in Pondera County, each have a small city tax which each library administers, but the bulk of the support comes from county appropriation paid directly to the Great Falls Public Library.

The Sagebrush Federation located in the sparsely populated, stock-raising area in eastern Montana includes five geographically large counties and has its center in Miles City. The support in this area is predominantly from county tax, with the exception of Miles City and Glendive which are city-supported libraries with county contracts. With the exception of Carter County where there is no public library, each library is supported by city and county tax, and additional funds are paid into the center at Miles City for book processing, in-service training, and bookmobile service.

The Northwest Montana Federation of Libraries offers a slightly different program in that four relatively strong independent libraries exist there. Bookmobile costs are paid by county funds. The individual libraries (city or county) share the cost of centralized processing based on the size of their book budgets. Plans here are to include yet another county and to strengthen the federation into a more cohesive whole.

These federations came about from demonstrations of service provided through Library Services Act funds. Great Falls is the exception since there local funds were immediately forthcoming, but the federation started through the impact of the Library Services Act (LSA) program and through the loan of a bookmobile purchased with LSA
funds. The bookmobiles in each area remain the property of the State Library Commission but are kept in the area for as long as a federation exists.

The State Library Commission participates as advisor and mentor to the federations. A representative from the state agency is always in attendance at the regular meetings of the member librarians of each federation. Consultative visits are made with regularity, and there are continuing studies and evaluations to explore ways and means of improving and strengthening services. Additional federal funds will be provided by the state agency to each federation to assist in extending the system to include adjacent counties.

In volume one of *The Public Libraries of the Pacific Northwest*, Robert Campbell (Assistant Professor of Economics at the University of Oregon) has done a definitive study on the financing of public libraries. He points out that Montana has both the largest area and the lowest population density in the Pacific Northwest and that the state is organized into the largest number of counties with the smallest average population per county of any of the states in the region. He concludes that, even though Montana’s property tax burden is the highest in the region, the provisions for libraries appear capable of providing close to the minimum requirements to meet American Library Association standards if fully utilized. The localities, particularly the counties, have not fully exploited the taxing powers allocated to them for this purpose. He recommends larger units of service with costs paid primarily from local funds but subsidized to some extent by state grants.

Montana’s first demonstration of a library federation was not successful. A seven-county system with Missoula as the center was initiated in 1957 and continued for a three-year period. Lack of success was not attributable to the type of organization but mainly to the lack of sufficient personnel to direct and to interpret the program, the limited supply of attractive books, and the choice of too large an area to serve adequately with one small bookmobile. The chief drawbacks were that the center was not strong and that the staff at the center was less than lukewarm toward the program. The resources of the small state agency were strained to the utmost in its attempt to assist with the demonstration and to implement the program of library development throughout the state. Much was learned in this initial attempt, however, and the existing federations have profited.

Montana has recently adopted the *Interim Standards for Small Public Libraries* and earlier adopted the American Library Association
Montana Chooses Federations of Libraries

standards as set forth in Public Library Service. Library service of high standard can be a reality through a network of library systems called federations, which are built on the solid foundation of a strong center designed to consolidate strength rather than to combine weakness, and which provide for the priceless advantages of initiative, responsibility, and pride of ownership in each community. Three areas in the state have achieved satisfying progress toward that goal.

References


ADDITIONAL REFERENCES

ALMA S. JACOBS


Regional Library Organization And Development In Washington State

JOHN S. RICHARDS

Any evaluation of the development of regional library systems for the state of Washington must begin with an account of legislation enacted by the state legislature in the four biennial sessions between 1935 and 1941. While California had a strong state library and a system of county libraries early in the century, which became a model for other states, and Oregon early developed a strong state library agency which influenced library development throughout that state, Washington had no county libraries and a weak state agency until the legal framework was provided in the years 1935–1941.

It is not pertinent to this article to outline in detail the reasons for the late development in Washington, but a brief history may give background for what has taken place more recently. When Washington Territory was created in 1853, a Territorial Library was provided for at the capitol in Olympia. After statehood in 1889, enabling legislation for the establishment of municipal libraries was passed which quickly led to the establishment of public libraries in Seattle, Tacoma, Spokane, and other of the larger communities. During this time the State Library passed through a series of vicissitudes and always under committees or commissions of ex-officio state officers. In 1907 the State Law Library was placed under the jurisdiction of the State Supreme Court. The State Traveling Library was divorced from the State Library and continued to operate independently until abolished in 1929 by the governor's veto of its appropriation. Also in 1929 the legislature abolished the current State Library Committee composed of the Superintendent of Public Instruction, the Commissioner of Public Lands, and the State Treasurer, all ex-officio, and turned the supervision of the State Library over to the Superintendent of Public Instruction.

Mr. Richards is a member, Washington State Library Commission, and former Librarian of the Seattle Public Library.
JOHN S. RICHARDS

The original Washington Library Association, organized in 1905, had been merged in 1909 with the Pacific Northwest Library Association (P.N.L.A.), when this first regional association had been organized. After 1909 Washington librarians continued to work for library development in Washington through the Washington State section of P.N.L.A. By 1931 the Washington State Library had fallen to such a low estate that Washington librarians reorganized the state association as a base from which to work for needed legislation. The first meeting of the new state association was held in 1932.

The new association, headed by Judson T. Jennings, librarian of the Seattle Public Library, began to get results. In the legislative session of 1935, a bill was passed which provided for county, regional, and school district public libraries and a State Board for the certification of librarians. The budget of the State Library was materially increased.

In the 1939 legislative session, a bill authorizing an independent State Library Commission was vetoed by the governor. In the 1941 session, the State Library Commission bill was passed over the governor's veto, and the County Library Law which had proved to be inoperable in 1940 was revised and amended. The State Library budget was increased by 66 per cent. As a result of the revamping of the county library law, Washington had fourteen county rural library districts in operation by 1944.

During these years while Washington put its library house in order, the concepts of the organization and financing of the American public library were undergoing a change. One of the first, if not the first, statements about the need for larger area service and library systems was outlined in Carleton Joeckel's book, *The Government of the American Public Library*, published in 1935. Librarians were coming to realize the hopeless inadequacy of the original American Library Association standard of $1 per capita for public library support, and the inability of most small communities to finance an acceptable library program. Joeckel's book was followed by other statements of the case, including *Post-War Standards for Public Libraries* in 1943, the *National Plan for Public Library Service* in 1948, and publications in 1950, resulting from the Public Library Inquiry conducted by the Social Science Research Council. Because of the large rural population in Washington, all of whom were without library service, it was inevitable that Washington librarians should early give consideration to the development of regional systems.

The Washington Library Association (WLA) has consistently studied the problems of library development in the state through periodic self-
surveys of current status, and statements of goals and steps to reach the goals. These plans have served as a strong basis for action by the State Library in cooperation with WLA, and have always covered the entire spectrum of library service. While this article deals only with public libraries, the professional philosophy in Washington state is dedicated to the concept that all library development is interrelated and equally important.

Another major factor at about this time was the importation from California of one of the leading county librarians, Gretchen Knief Schenk, as Washington State Librarian. The choice of a California county librarian by the state of Washington was a deliberate action, as the profession had made a decision that they wished to develop fully integrated library systems. The California scene, particularly Kern County, offered outstandingly successful examples. While the tax structure of Washington has necessitated a different legal approach to the solution of the problem of full integration, the objective of merging administration and service to obliterate lines of jurisdiction to achieve maximum service value for each tax dollar has remained unchanged.

With WLA's success in achieving state funds to aid in library development, a decision was made to invest a portion of the funds in an expansion of the association's program for public library development. The resulting document, *A Proposed Regional Library Plan for the State of Washington*, has served as the pattern for progress since 1950.

The surveyor used two major factors in developing regions: (1) the degree of geographic, economic, and social unity existing in a given area, and (2) the amount of money that could be raised by a 2-mill local property tax (our legal ceiling) using current evaluations. These two factors had to be reconciled and modified by the necessity that all areas of the state be reached by adequate library service. That these factors were basic is shown by the fact that the twelve regions recommended stand up very well against all current measures.

An encouraging beginning in the realization of this regional plan has been accomplished. Thirteen of the thirty-nine counties are presently enjoying regional service. Ten other counties have rural library districts. Thus twenty-three counties have library systems operating on a single or multi-county basis. Sixteen counties are still without such service.

The Washington legal organizational pattern is unique in that its systems are based on a single or multi-county library district which is a municipal corporation having all the powers and responsibilities of a governmental unit insofar as related to library management. Because of a special tax structure, incorporated towns are not an organizational
part of the library district but participate in the program by contracts which specify that the cities will pay the same millage rate set by the district (not to exceed two mills) and that in return the district will supply library service. Existing collections are handled differently, depending upon the local situation. In most instances the collection is eventually incorporated into the total holdings of the district.

Service is planned and executed on the dual consideration of need and response or use. Total financial ability of the district is the controlling factor of how far and how fast service is developed. Community libraries are combined with bookmobile service as the means to reach all borrowers, with mail service to the isolated or physically housebound rural patron. Any and all means of delivering books are utilized, even boats and airplanes. The forest service parachutes requested reading to the fire lookouts, along with their groceries and other necessities.

Maximum utilization of the special skills of the professional librarian governs the assignment of staff. The children's program is developed over the entire service area, as are film service, services to groups, and reference service. When a community is large enough to warrant full-time professional staffing, this is done. Intensive in-service training programs are carried on by the professional staff to upgrade the quality of community service.

Books are purchased on the basis of the total needs of the area, with an effort to secure the maximum use of each volume. Shipments are scheduled regularly, with rush requests mailed in between. The books are owned by the system, not by any community or branch, and are not assigned on a permanent basis. When the book begins to be idle, the local librarian sends it back to headquarters where it may be sent on to another community for use. In the course of a year, as many books are returned as are sent, assuring a live and useful collection in each outlet.

Naturally all materials are purchased, cataloged, and processed at headquarters. All repairs and binding are performed at headquarters. Publicity is coordinated. Any question not answered by the local librarian is referred on for the reference librarian's attention. If there is a rush, the telephone is utilized. It is all very simple, the smallest fraction is as vital and as important as the large and imposing headquarters. Service, fast and free moving, is as little surrounded by hampering rules as possible. A fluid book collection and a fluid service pattern, with the goal of meeting the patron's needs, describe the basis of organization. An integral part of the organization is interlibrary loan.
Regional Library Organization and Development in Washington State

Once the system's resources have been exhausted, contact is made with the State Library where, in turn, if resources are inadequate the request is sent to the Pacific Northwest Bibliographic Center, through which the major library resources of the region are accessible to all libraries in the area.

While public libraries are completely independent of the State Library, the leadership and interest of the Washington Library Association in library development has led to a close, cooperative working relationship between the Washington Library Association, the State Library, and the libraries of the state. The basic library law passed in 1935 contains a preamble, "It is hereby declared to be the policy of the state, as a part of its provision for public education, to promote the establishment and development of public library service throughout its various subdivisions." This remains as the guiding policy of the State Library Commission. The state's responsibility was further emphasized when in 1945 the legislature directed the State Library Commission to "... make studies and surveys of public library needs," and appropriated funds to "provide, expand, enlarge and equalize public library facilities and services and thereby stimulate interest in reading throughout the entire state." By 1956, when the Library Services Act became federal law, the role of the state in promotion and development of library service was an established fact. Again, the Washington Library Association and the State Library worked together to develop the plan for the utilization of the funds and to secure new state matching funds. The decision was made to concentrate on bringing the regional plan into reality as fast as money, time, and personnel would permit.

What has resulted from the planning and the organizational approach? The progress made since 1940 can best be shown with contrasting statistics. In Table 1 it will be seen that while the population of the state has grown 73 per cent in the twenty-three years, the population served by libraries has increased from 55 per cent to over 94 per cent, and the unserved population has decreased from 44 per cent to 6 per cent. Perhaps the most important growth has been that of adequate service, i.e., service which approximates American Library Association standards, from 21 per cent to 78 per cent. With respect to this last comparison, one must realize that the standards of today are higher than those of 1940 and that the 78 per cent today are receiving more and better service than were the 21 per cent in 1940.

The reasons for this great improvement in twenty-two years are in
TABLE I
Comparative Statistics on Library Development in the
State of Washington: 1940-1963

<table>
<thead>
<tr>
<th></th>
<th>Percent of 1940 Total</th>
<th>Percent of 1963 Total</th>
<th>Percent Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total population</td>
<td>1,736,191</td>
<td>3,005,100</td>
<td>73</td>
</tr>
<tr>
<td>Population served</td>
<td>967,716</td>
<td>2,813,755</td>
<td>94</td>
</tr>
<tr>
<td>Population unserved</td>
<td>768,475</td>
<td>191,345</td>
<td>6</td>
</tr>
<tr>
<td>Population with inade-</td>
<td>1,370,608</td>
<td>652,991</td>
<td>22</td>
</tr>
<tr>
<td>quate or no service</td>
<td>365,583</td>
<td>2,352,109</td>
<td>78</td>
</tr>
<tr>
<td>Circulation</td>
<td>7,175,346</td>
<td>19,381,378</td>
<td>170</td>
</tr>
<tr>
<td>Volumes held</td>
<td>1,495,677</td>
<td>5,084,194</td>
<td>240</td>
</tr>
<tr>
<td>Volumes added in year</td>
<td></td>
<td>339,924</td>
<td></td>
</tr>
<tr>
<td>Per capita support of</td>
<td>$0.61</td>
<td>$2.68</td>
<td></td>
</tr>
<tr>
<td>served population</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total number of towns</td>
<td>221</td>
<td>267</td>
<td></td>
</tr>
<tr>
<td>*Incorporated towns served by district libraries</td>
<td>0</td>
<td>138</td>
<td>52</td>
</tr>
<tr>
<td>No. which could be part of district libraries</td>
<td>0</td>
<td>63</td>
<td>23</td>
</tr>
</tbody>
</table>

*This is a very significant figure as it represents greatly improved library service for these towns.

Part explained toward the end of Table 1 where one sees that per capita expenditures for libraries in Washington have increased by 339 percent or from 61 cents to $2.68. More than half the incorporated towns in the state are now being served by regional libraries, whereas in 1940 all were struggling along on their own resources usually with completely inadequate budgets and with understaffed and underequipped libraries.

The program for library development in Washington since 1941 has been focused on securing adequate library service for unserved rural areas and on improving service in the communities with inadequate service. No major effort has been directed toward securing library consolidation or close cooperation in the larger urban communities. In the three most populous counties, particularly, there has been only limited cooperation between city and district libraries. With the population limitation now removed from the new federal Library Services and
Regional Library Organization and Development in Washington State

Construction Act it may be possible to initiate projects which will stimulate the urban areas toward closer relationships, with a resultant increase in the efficiency of the service. It may be that in achieving these relationships the concept of complete administrative integration will be modified. The objective of the best service possible for everyone will not be sacrificed, but it is recognized that there is more than one path to the objective.

In closing, it should be emphasized that Washington does not promulgate the special district organization as the most desirable solution to the problems of library development. It is being used as a solution to a tax problem but closes the door to the highly effective New York approach. A means of combining the New York program of ongoing aid with the Washington program of getting unserved areas organized is being sought. One of these days the Washington Library Association will find a way to do so.

References


ADDITIONAL REFERENCES

Regional Libraries in Canada

MARY E. DONALDSON

Library organization in Canada, as elsewhere, is tending toward the larger unit. It generally depends on local initiative which has been encouraged and assisted by professional librarians at the provincial level. The problems or deterrents are familiar: inadequate finances, a result of apathy and unawareness of the need for books on the part of the citizens along with reluctance on the part of elected councillors to believe that tax dollars should be spent on books; the existence of libraries in communities too small to meet today's standards and with boards jealous of their autonomy; great contrasts in settlement—large urban centers and vast sparsely settled areas; and the zealously guarded provincial responsibility for education and library service which is delaying both federal aid and private foundation assistance.

Although all provinces now have library associations, the Canadian Library Association—Association Canadienne des Bibliothèques—was not organized until 1946. Librarians in Ontario and British Columbia have been working with each other and with colleagues in the United States since 1901 and 1911. There are five library schools in Canada—three are accredited by the American Library Association and the Canadian Library Association. In 1963, the schools graduated 171 students with the Bachelor of Library Science degree and two with the Master of Library Science degree. Ontario and British Columbia have certification regulations. Professional librarians in Ontario have organized an independent professional group known as the Institute of Professional Librarians which in 1963 was recognized by the legislature as a professional body.

In Canada, which is governed by the British North America Act, education is a provincial preserve, and there is no provision for a federal office for libraries or education, nor are federal funds specifically assigned to libraries. The Canadian Library Association—Association

The author is the Saskatchewan Provincial Librarian.
Regional Libraries in Canada

Canadienne des Bibliothèques—has organized a committee on government assistance to libraries which, using a workshop technique in 1962 and in 1963, is exploring this problem. However, libraries do receive assistance indirectly from various federal sources. The National Library has the national union catalog, which includes not only titles copyrighted in Canada, but the holdings of major libraries in Canada. The Library publishes Canadiana, a monthly national bibliography, with Dewey classification, of all books copyrighted in Canada. Assistance in reference and in interlibrary loans is provided by the Library. The Dominion Bureau of Statistics collects and publishes statistics on all libraries. Federal funds are indirectly available for the construction of public library buildings under the municipal winter works incentive program and will be available when a library building is selected as the local project to commemorate the centennial of our Confederation in 1967. The Canada Council provides grants towards the construction of college and university libraries. Funds from the Canada Council are also available for post-graduate scholarships and fellowships in librarianship.

Although Ontario has the longest history of continuous public library service, the promotion of regional libraries began in British Columbia in the 1920's. In 1930 the first regional library in the world was organized in the Fraser Valley of British Columbia with a grant for a demonstration from the Carnegie Corporation of New York. In 1933, funds were also provided by the Carnegie Corporation for a three-year demonstration in Prince Edward Island. The first five regional libraries established in Nova Scotia shared equally a $50,000 grant from the Corporation for the purchase of books.

A study of the libraries acts and regulations reveals that there are many differences in detail, even in terminology. Every province, except Prince Edward Island, where the libraries are operated by the provincial government, has legislation or regulations whereby municipalities, counties, school districts, or school units—whatever the tax collecting authority is called—may cooperate and contribute tax dollars for the financing of library services. The variations and similarities in the legislation are interesting, but no attempt will be made to analyze the legislation in detail. Instead, an arbitrary selection has been made of provincial policy on some of the essential points.

Every libraries act, or the act relative to public libraries, is of course the responsibility of a minister, a member of the executive council of the province concerned. In Manitoba and Alberta, the responsible
Minister may be changed easily because the appointment is made by
the Lieutenant Governor in Council, whereas in the other provinces
he is named in the act. In British Columbia he is the Provincial Secre-
tary; in Quebec since April 1, 1961, the Minister of Cultural Affairs;
in Manitoba, since December 1963, the Attorney General; and in the
other provinces the Minister of Education.

The organization of libraries in the territory of the Yukon and the
two provinces of Newfoundland and Prince Edward Island differ so
from each other and the other provinces in Canada that it seems desir-
able to consider them separately.

In Newfoundland there are regional libraries, but the Public Li-

braries Act requires action not by local government but rather by in-
dividuals working with the provincial Public Library Board.* Members
of this Board, not to exceed twenty-five, are appointed by the Lieuten-
ant Governor in Council for three years and are eligible for reappoint-
ment. It is the duty of this Board to promote the formation of regional
library boards, to define the regions within which the boards may oper-
ate, to grant such boards certification (or to cancel it), and to give
financial assistance. It is generally understood that the libraries are
organized and helped by the Public Libraries Board, but not operated
or maintained by it. The Board pays various nominal grants including
50 per cent of the original cost of the local library building. Despite
this information from the legislation and statements in “Facts Concern-
ing Regional Libraries,” the Dominion Bureau of Statistics’ survey of
public libraries in 1961 does not report on regional libraries in New-
foundland. It reports only on a Provincial Library Service, “since a
‘regional library’ serves a relatively small area around the community
in which it is situated and is not a regional library in the usual sense.”

In Prince Edward Island, the legislation in the Department of Edu-
cation Act states in Section 7: “The Minister through his Department
shall have the execution of the laws and of orders of the Province and
the administration of public business relating to: . . . (7) The Prince
Edward Island Libraries.” One library system serves the whole island.
Except for local quarters and equipment the service is financed by
the provincial government. In addition to serving branch libraries, the
system also loans books, by mail, to schools.

The regional librarian in the Yukon Territory has written that the
regional library there started in 1961 as a department of the territorial
government. The librarian, a department head, is directly responsible
to the Commissioner of the Yukon Territory who is, in turn, responsible
Regional Libraries in Canada

to the federal Minister of Northern Affairs. The service is financed by the territorial government which derives 81 per cent of its funds from the federal government. For the last two years, the Canada Council has paid a grant to the library. The library, with headquarters in Whitehorse (5,000 population), serves the whole territory (207,000 square miles) through twenty-three communities and seventeen schools with a staff, at present, of one professional librarian and three clerical assistants.

With this information on the provinces of Newfoundland and Prince Edward Island and the Territory of the Yukon, it is easier to consider the similarities and variations in the other eight provinces of Canada. The provinces of Alberta, Manitoba, New Brunswick, and Saskatchewan have provincial boards or councils appointed by the Lieutenant Governor in Council to advise the minister regarding their libraries acts, which include the development and organization of regional libraries. On the other hand, British Columbia and Quebec have commissions, appointed by the Lieutenant Governor in Council, with authority to make policy decisions. In British Columbia, a superintendent is the chief administrative officer of the commission, while in Quebec a director is the liaison officer between the minister and the commission.

The establishment of library systems is basically the responsibility of the electors or local people, with advice and technical assistance from the staff of a provincial agency, except in Quebec where "... It is the Commission that ought to take action concerning the establishment of a regional library in a given area ... after studies and surveys. ..." Although grants, publicity, and advice all favor libraries supported by a number of municipalities, there is no compulsion to unite and there are innumerable obstacles. Two obstacles that sometimes seem especially formidable are the number of local governments that have to agree before even a minimum population of 40,000 is reached, and the obliviousness of public library boards and town councils to the importance of an adequate supply of books in the community.

In Alberta and British Columbia, the councils of municipalities or boards of school trustees may enter into agreements to form regional library districts. In British Columbia the electors may petition the Lieutenant Governor in Council to constitute a regional library district. In Manitoba, the electors petition the local council. There must then be a vote of the electors before agreements with other municipalities may be entered into, and these must be authorized by the Municipal Board and approved by the minister. When the boards of two or more re-
REGIONAL LIBRARIES BY RESOLUTION

The councils of the municipalities may, by law, negotiate and execute an agreement for the merger and the establishment of one regional library. In Ontario, there are various types of systems. To establish a county library co-operative, 50 per cent of the total number of library boards must sign a petition which must be approved by the minister before the county may pass a bylaw. To establish a district library co-operative, a petition signed by at least five library boards in a territorial district is presented to the minister. To establish a regional library co-operative, two or more district library co-operatives petition the minister; when the regional library co-operative is established, the uniting district library co-operatives shall be dissolved. To establish a regional library co-operative for counties, three or more library boards in cities or towns with a population of 15,000 or more may petition the minister, but the regional library co-operative must include at least three counties with a population of at least 100,000. To establish a county library, 75 per cent of the municipalities in a county or one-half the municipalities having a population of at least 25,000 must request the county to establish a county library, and then the county council may do so for the municipalities that so request.

The members of the regional library boards in all provinces except Quebec are appointed by the participating parties. In addition, the Lieutenant Governors in Council in Alberta, New Brunswick, and Nova Scotia appoint two members to the board, and additional members may be appointed "... in such manner and numbers as the parties to the agreement may determine. . . ." Such regional library boards are bodies politic and have the usual authority of a public library board in a single municipality. Quebec legislation does not refer to regional library boards.

The legislation or regulations in British Columbia, New Brunswick, Nova Scotia, Ontario, Quebec, and Saskatchewan state that the regional librarian must be qualified. In Nova Scotia the appointment and the salary must be ratified by the minister. In New Brunswick the provincial government pays a grant of $4,500 towards the salary of the regional library supervisor in each region. In British Columbia, Nova Scotia, New Brunswick, and Saskatchewan, the regional librarian must be secretary of the board.

Establishment-grants are paid to regional library boards by the provincial governments of Alberta, Manitoba, New Brunswick, Quebec, and Saskatchewan. In Alberta, the grant is $1.00 per capita for the pur-
Regional Libraries in Canada

chase of books, equipment, or supplies if the regional library meets the standards fixed by the Lieutenant Governor in Council. This also applies when any municipality, school division, or school district joins a regional library, except for the cities of Calgary and Edmonton. In Manitoba, three-quarters of the $10,000 authorized for an establishment-grant to a regional library must be spent on books. In New Brunswick, the initial grant may not exceed $10,000 and must be spent on books. In Quebec, an establishment grant may be recommended after a survey of the needs, payment depending on the funds available and the judgment of the minister. In Saskatchewan, the initial grant of $1.50 per capita is for books.

Annual grants are paid by eight provincial governments to regional library boards. The formula is stated in the act or regulations, except in British Columbia, Manitoba, New Brunswick, Nova Scotia, and Quebec. In British Columbia the Public Library Commission shall "... apportion, subject to the approval of the Minister, from the moneys appropriated by the Legislature ... and refuse aid to any library that fails to conform to the regulations and standards approved by the Commission. ..."\textsuperscript{12} In Manitoba with funds authorized "... The Provincial Treasurer, on the requisition of the Minister, may make grants. ..."\textsuperscript{13} In Quebec, according to a letter dated May 19, 1964, from the Director, Service des Bibliothèques Publiques, "... The greater part of funds comes from the province."\textsuperscript{3} In Alberta, a grant of at least thirty-five cents per capita but not more than $10,000 is payable if the library meets the standards, based on population and local grants, fixed by the Lieutenant Governor in Council, or the regional library may apply for a matching grant based on what has been spent for books, but the book grant shall not exceed $500 and the periodical grant $50.00. In Saskatchewan, the annual grant is seventy-five cents per capita provided that the board has received not less than an average of fifty cents per capita from the participating municipalities. The grant structure in Ontario is more complicated and is different for a county library co-operative, a district or regional library co-operative, and a county library. However, in general, on the advice of the Director of the Provincial Library Service, a specific amount is paid on condition that the participants meet certain financial conditions. In the case of a county library co-operative and a county library board, the board also receives a percentage of the approved cost determined by a table included in the regulations.

Other grants or forms of assistance are given by some provinces. In
New Brunswick, Central Library Services, and in Nova Scotia, the Provincial Library provide a centralized reference service and order, catalog, and process all books for the regional libraries (the selection of books is done in the region). In Manitoba the Provincial Library selects, orders, and catalogs books for the regional libraries as well as supplying catalog cards and maintaining a union catalog of such titles. In Saskatchewan, the Provincial Library catalogs the books for the regional library and other libraries organized under the Act. New Brunswick may also grant "... an amount not exceeding the equivalent of forty-five cents per capita of the population of the region for the construction of a regional library headquarters." Buildings for headquarters of the established regional libraries in Alberta and Saskatchewan were provided by the provincial governments. In Saskatchewan the government also provided the furniture and equipment. British Columbia and Ontario have certification of librarians, and a grant is paid to library boards for each qualified librarian. The amount is not specified in British Columbia but is currently $500 for every full-time certified librarian. It varies in Ontario from $60.00 to $600 and according to the Regulations 18(3) "Where the chief librarian for the board of a County Library, a county co-operative, a regional co-operative or a district co-operative holds a Class A [two degrees, one a master's] or a Class B Certificate [two bachelor degrees] the grant on his behalf shall be increased to $200 per month." In Quebec, an annual grant of $1,000 is paid for each full-time professional librarian, i.e., any librarian holding a degree in librarianship from a university.

Within certain limits, additional grants may be available for a special effort to secure higher standards or for emergencies, in Alberta by the minister upon recommendation of the Alberta Library Board and in Ontario by the director with the approval of the minister. In Quebec, supplementary or special grants may be recommended after surveys, depending on need, to municipal and association libraries likely to become the centers of future regional systems.

Four provinces in legislation and Quebec and Saskatchewan in regulations have procedures for the disestablishment or dissolution of a regional library. In British Columbia, if all the participants desire the disestablishment they enter into an agreement; or, if after three years, one-tenth of the electors in a municipality or school district sign a petition for withdrawal the council must take a vote. If the vote is in the affirmative, the Lieutenant Governor in Council issues a proclamation stating the unit is no longer a part of the regional library. The
Lieutenant Governor in Council directs the disposal of the assets. In Alberta, if the regional library board neglects to provide service for two years, an application is made to the Supreme Court for an order declaring the library board dissolved and the assets disposed of by the minister or council. In Nova Scotia, if a municipality wishes to withdraw from a regional library it must give twelve months' notice. In New Brunswick, where a regional library has been established and has operated for three years, a party to the agreement may withdraw on giving twelve months' notice but such withdrawal shall not affect the agreement between the other parties. According to a letter from the Director referred to earlier, "... In Quebec, the dissolution of a regional library is made according to an agreement between the municipalities and the managing corporate body, and to the appropriate provision of the third part of the Companies Act." In Saskatchewan, according to the regulations, the terms of withdrawal of a municipality are determined by the regional library board in consultation with the minister, and in the event that the functions of the board are terminated the minister may order the disposal of the assets.

With a population of 18,238,247, Canada in 1961 had thirty-eight regional libraries, including seventeen library co-operatives in Ontario. Only twenty of the thirty-eight served a population of 50,000 or over, and nine served a population of 100,000 or over. The average per capita payment for current operating expenses was sixty-seven cents, in regions with population over 100,000 it was forty-one cents, and where the population was between 50,000 and 100,000 it was $1.07. The total current operating receipts were $1,742,723, of which $871,607 were from local taxes, $786,255 from provincial grants, and $84,861 from other sources. Of the total, 31 per cent was spent for books and periodicals, 52 per cent for salaries, 2 per cent for mobile services, and 15 per cent for other needs.

A somewhat closer look at Saskatchewan shows that there is considerable flexibility in the legislation for regional libraries. Actually, there are only three sections in the act, and two clauses. These sections permit municipalities to establish regional libraries and to make a special levy, and the province to make grants and pass regulations. The establishment, authority, and responsibility of the regional library board are defined in the regulations. The participating municipalities sign an agreement with the regional library board. The agreement covers terms of withdrawal and of the annual grant to be paid by each municipality, which may vary between cities, towns, villages, and rural munici-
palities. The conditions under which provincial grants are paid and the per capita amount of the grant are in the regulations. The area to be served by a regional library is suggested, not defined, although it is understood that it should serve approximately 40,000 people.

After the legislation was passed in 1946, the promotion of regional libraries started with the appointment of a supervisor of regional libraries. The first meeting of the North Central Saskatchewan Regional Library Board (the first and to date only regional library in Saskatchewan) was held in 1950. The region established by eight municipalities representing a population of 25,345 grew slowly until 1957 when suddenly additional municipalities started asking for service. In 1961 there were twenty-seven municipalities participating, with a population of 63,648 and a budget of $89,465; in December 1963, there were thirty-five municipalities, with a population of 74,752 and a budget of $116,723.18

Promotion of regional libraries has been carried on continuously by enthusiastic and devoted men and women assisted first by one and, since 1953, by two professional librarians. The usual methods have been used, e.g., talks to rural groups and to provincial conferences, and book displays at meetings, fairs, and conferences. Films, leaflets, newspapers, radio, and television have been helpful. The monthly letter from the Provincial Librarian to individual board members of all the libraries in the province always has a reference to regional libraries. In the fall of 1963, a workshop tour, by chartered bus, of the North Central Saskatchewan Regional Library was organized and sponsored by the Provincial Library; the response to an exploratory invitation had been so enthusiastic that participants had to be limited to two from the communities where there were active committees promoting regional libraries. At the request of the West Central Saskatchewan Regional Library Steering Committee, in May 1964, the Provincial Library started a demonstration bookmobile service in the municipalities which have so far agreed to participate in the regional library when one is established in this area. The demonstration is to last for two years.

There are five regional library committees working in Saskatchewan. One group has been working for five years in an area where the largest center has a population of 2,500 and where 117 councils have to agree before there is a population of 71,000. A typical steering committee consists of housewives, farmers, businessmen and women, teachers, and occasionally a councillor or a mayor. These sincere, hard-working volunteers usually meet every month to plan or to attend a district meeting. They have zoned the area and appointed a representative from
Regional Libraries in Canada

each district to be responsible for promotion. Travel and personal expenses are the responsibilities of the individual. The Provincial Library maintains a mailing list and provides mimeographed materials and other publicity, books for display, clerical staff as required and, on request, the part-time assistance of an extension librarian. In two areas, about one-half of the local councils needed to form a system of 40,000 people have passed resolutions signifying that their municipalities will join the regional library when it is organized.

Future regional libraries will be organized, of course, patterned on the same basic structure as the one now in operation, but there will undoubtedly be variations to suit the particular regions. The voluntary contribution of time, effort, and money given by dozens of men and women in various parts of the province is truly remarkable and encouraging. The results of their efforts coupled with the increasing emphasis on the importance of reading are evident in the growing demands for library services.

References

17. Ibid., pp. 39-42.
The Responsibility of the State Library Agency Toward the Larger Unit

PHYLLIS I. DALTON

Mel Scott, a California authority on planning, in "Public Library Service for Thirty Million Californians," writes that the one hope he sees for improving library service in California is the development of more cooperative systems, so that the many small libraries which will be needed in the future may enjoy the advantages of being parts of large organizations. Then the strength of the small outlying library will be the strength of the whole system. The collection of each library probably will be small, but libraries will be able to borrow from other libraries in the system. Needed, however, will be the resources of at least one very large central library, especially for specialized reference materials, including government publications. Scott emphasizes that all systems, surely, will have to rely even more on the state library than they have been doing in the past, perhaps through regional branches of the state library.

As Scott indicates, the state library does have a responsibility toward the larger unit—a responsibility which may take many forms, depending upon the particular need of the locality involved. As systems develop, they will rely upon the state library agency in varying degrees and in ways designed to meet specific needs.

These library systems do, of course, require planning. The planning role of the state library cannot be overemphasized in the development of public library service and in its incorporation into a master plan. The standards already adopted for the library functions at the state level point up the participation of the state library agency in the development of state-wide plans for all types of library service; these standards recommend that when planning groups do not exist, the state agency should take the initiative to see that qualified groups and agencies do engage in such planning.

The author is Assistant State Librarian, California State Library, Sacramento, California.
Responsibility of the State Library Agency Toward the Larger Unit

Planning requires time, effort, and funds; it requires a cooperative spirit among librarians and a determination to implement ideas and goals. Often, the combined efforts of the state library agency and the library association result in overall plans for library service in a specific state; frequently, the plan is officially adopted by the state association as its plan-of-service, and then becomes a blueprint for the state’s public library development.

Edward A. Wight has pointed out that this development of long-term state plans by the state agency working with the state professional and other groups is essential to extending library service. Such a plan was developed in California in 1962 and was officially adopted by the California Library Association on October 26, 1962. Many other states have adopted state plans for public library service or are in the process of developing such plans, e.g., Missouri, Illinois, New Jersey, New York, Pennsylvania, Michigan, Wisconsin, Minnesota, Ohio, and Texas.

But before a state agency can be effective in the development of a master plan for library service, there must also be activity in the development and acceptance of standards for public library service. In 1953 the California State Library and the California Library Association developed standards for public library service, in a workshop held at the California State Library and directed by Robert D. Leigh. These standards were adopted by the California Library Association in October 1953. They have since been amended and were republished in 1963, and included 1963 costs. The Consultant Services unit of the California State Library has accepted the responsibility, in cooperation with the California Library Association’s Library Developments and Standards Committee, of keeping up-to-date the “Costs of Library Service” section of the standards. The Consultant Services unit has issued a leaflet, “How Does Your Public Library Stack Up?” for use with citizen groups and local officials in explaining the standards for public libraries. This leaflet is based on Public Library Service, the minimum standards for public library service developed on a national scale. The American Library Association has issued a similar leaflet suitable for use in any state. State consultants assisting in the development of public library systems will work with both the national standards and their own state standards, if such have been developed.

The responsibility of the state library agency toward the development of public library service is described in the standards. Those for national public library service indicate that the state agency should have personnel available with specialized competence in service to
children, young people, adults, and other groups. These standards indicate that the state library agency should also have personnel who can provide leadership, general guidance, and help in planning as well as the specialized information service that is needed at the state level. The national standards developed for state library agencies add to these requirements that there should be enough consultants to visit every publicly supported library within the state at least once every year, and to provide intensive work sessions with libraries and library systems in developing active programs to improve service. Both of these compilations of standards urge that consultants be provided at the state level in the number necessary to the work, that they have the ability to provide guidance on known problems, that they aid in identifying problems, and that they provide assistance in identifying opportunities for improved service. These consultants will assist in the building of the state-wide program set forth in the state plans. It should be emphasized that the standards do not presuppose that the consultants will work with only small and substandard libraries. They must be able to assist all types of libraries in all types of services, in administrative problems, in reorganization of services, and in planning for buildings.

As libraries develop into systems, the consultants become the means to guide them in providing service of greater scope and greater depth. Guidance from the state level in system development is essential, as the mere joining together of libraries into systems is, in itself, not sufficient. Multi-county libraries have been developed in many states as libraries throughout the United States move toward the larger unit of service. Lowell A. Martin has pointed out that some of these larger units have resulted in a trend toward quality service. However, he also has observed that a multi-county library does not necessarily result in quality service—it can result in just a larger and more far-flung substandard library. To achieve the overall standard of quality service in the larger unit and to prevent the development of substandard systems, planning and guidance on a state-wide basis are necessary; thus planning and guidance are required if the systems within the state are to function together—supplementing and complementing each other. The standards recognize that as systems develop, the work of state personnel will shift from advisory visits to individual units to the broader function of statewide planning, of advising system personnel on major problems, and of promoting co-operation among systems.

As both the master plan and the standards are evolved within a state
Responsibility of the State Library Agency Toward the Larger Unit

...and applied, it will become more and more apparent that the state library staff requires a sufficient number of experienced library consultants to assist library systems in organizing and administering the system, to conduct studies, to help librarians plan for local library systems, and to work with library and citizen groups toward implementation of a public library development program. John Henderson wrote in 1961 that many opportunities exist for consultants to help with the planning and developing of metropolitan area systems, and that librarians should receive special instruction for consultant work on state agency staffs. In 1961, Ralph Blasingame noted that state libraries have traditionally worked more with small libraries than with large libraries, and he forecast that the state library agency must, in the future, also work with cities.

The role of the consultant is at all times one of stimulation and assistance. Probably the greatest assistance that can be given initially to a system by a consultant is in the identification of a need for improved library service. Stimulation often takes the form of assisting the librarians, and other leaders in the community who are interested in the improvement of library service, to point-up the exact need and to translate it into a course of action. Also, in order that the identified problems might have a thorough discussion, the state agency must provide the opportunity and the climate for those people involved to work together to find solutions. One of the best settings for such discussion is a workshop.

The California State Library has held many such workshops—sometimes in cooperation with the California Library Association. In 1956 a workshop on cooperation was held. The established pattern of the workshop was that no librarian could attend without at least one other librarian with whom he could cooperate. The Director Edward A. Wight, the state library agency staff, and the workshop participants either identified new needs or sharpened their awareness of the already identified needs they had come to consider. Many ideas and plans were developed during the workshop, but one of the most far-reaching plans resulted in the establishment of the State Library Processing Center. This idea materialized as the need for a processing center for those libraries in the geographic area of California known as the Mother Lode was identified. The librarians concerned, the director, the consultants, and the members of the State Library administrative staff all considered seriously the need for such a cooperative arrangement; the plan was later implemented. It is probably a rare instance when the consult-
ant provides the stimulation for the identification of need where no previous awareness existed in the community. Usually and ideally, the awareness of need and the request for assistance comes to the state library agency from the local librarians and citizens.

It may be, however, that the awareness of the need for improved public library service exists only among the librarians in an area. Then it becomes necessary for the librarians, with the assistance of the consultants, to make the community and the governing board aware of the need for improved service. Both the San Joaquin Valley Information Service15 and the North Bay Cooperative Library System16 in California, developed under the Library Services Act, are examples of identification of need for improved service by librarians and the development of this awareness by others, through the work of the local librarians and the State Library consultants.

In the San Joaquin Valley Information Service, the librarians in the Valley had, for some time, realized that they needed a regional reference service which would provide fast, specialized service. The request came from the local librarians to the State Library. A library consultant worked with the Valley group throughout the development of the request and the plans. During the period of about three years of operation under total or partial support by federal funds, a State Library consultant served as director. The consultant provided intensive work that could not be provided on the local level. When the San Joaquin Valley Information Service became self-supporting, the Library Consultant Services provided the usual advisory assistance to the project customarily provided to public libraries over the state.

The North Bay Cooperative Library System was first and foremost the result of early cooperative meetings of groups of librarians. The California State Library sponsored jointly with the California Library Association a workshop on systems in 1959. Stimulation for the actual development of these cooperative libraries into a system came as a result of the workshop. The North Bay group worked with a consultant from the State Library during the development period, and was financed with federal funds. As the system matured and employed its own staff, the State Library consultant attended, as often as possible, the monthly meetings of the System Council to provide liaison between North Bay and the State Library. Consultant advisory service was also available from the state to the system administrators and consultants.

These were two systems for which a clear path was outlined by the
Responsibility of the State Library Agency Toward the Larger Unit

local librarians, and the consultants worked with them to develop these plans. Such is, of course, not always the case. The situation of an unclear course of action arises most often in an area without library service or without a librarian. In such cases, usually a citizen group or governing body approaches the state library, with a definite request for development of a plan for the provision of library service or for improved library service. There may be no proposed plan for the development of a system nor for cooperation, but rather only an expression of a desire for service. In studying the problem and in gathering the facts, the consultant will have in mind, along with the establishment or improvement of service, how this can be accomplished through a cooperative arrangement and provision of services which implement the standards. All local plans should fit into the master plan in such a way that they will eventually lead to a library system. In developing these ideas, it is probable that the consultant will formulate alternate courses of action. If possible, a study is undertaken to explore the factors involved, a report made, and alternate plans are presented. In some cases only one set of recommendations will be given, e.g., a study was done at the request of Nevada County (Calif.), presently without county-wide library service, and a course of action recommended.17

Throughout the development of library systems, the consultant has the role of interpreter of standards and of the over-all master plan. This role comes into sharp focus in areas where library service has been underdeveloped. In studies prepared for such areas in California, the Master Plan for Public Libraries in California is emphasized as are the California public library standards, the American Library Association standards for public libraries, and other standard references for public library service. A review of the more than twenty-seven studies completed by the California State Library Consultant Services since 1954 shows that these standards are consistently referred to and that the recommendations (which may point out several alternative methods) in the studies are for cooperative action.

Consolidation is one method often recommended for achieving a larger unit of service. Such a method brings all units under a single administration, but it may be difficult to achieve at any given moment, so the recommendation may be for cooperation through contract. This can be done in many different ways in California under the Joint Exercise of Powers Act.18 The terms of the contracts determine the degree to which the local units are unified. In some circumstances the rec-
ommendations recognize the principle of gradualism and that the ultimate pattern of tomorrow may not be achievable today. The pattern decided on today, however, should lead to an ultimately desirable pattern and thus prevent the development of larger units which may become stumbling blocks eventually to the best overall development of public library service.

Since September 1963, the California State Library has played an even more important role in the development of the larger unit of service, as the Public Library Development Act (Assembly Bill 590) became effective that month. Two more consultant positions were added to the State Library staff as a result of the legislation, but all the staff members of the State Library have been involved in the implementation of the act. The members of the Public Library Development Board established by the new legislation were appointed by Governor Edmund G. Brown. Activity began first with the planning grants which provided up to $2,000 of state funds per library engaged in cooperative planning as described in the law and in the regulations implementing the law.19

Immediately after the passage of AB 590, librarians, city and county officials, and official and unofficial citizens groups throughout the state were eager to know how to qualify for funds, when planning funds would be available, and how they could be obtained. Consultants and administrative staff of the State Library attended meetings of librarians who were exploring the idea of requesting a planning grant for joint planning. After the regulations for the Public Library Development Act were formulated consultants helped to interpret them in areas where a group of libraries was exploring the idea of requesting a planning grant. During the month's time that the regulations were on trial, the information gathered by this consultant work had a direct effect on the revision of the regulations, which were modified to reflect the realities of the creative thinking that was taking place throughout the state.

Consultant work with the Public Library Development Act varied from area to area as to the degree of involvement in the planning, from active participation in developing guidelines to attending meetings of the group as a resource person. During this stage of the program the entire implementation of the planning part of the Public Library Development Act was in an experimental stage. It is gratifying to note that each group developed differently from each of the other groups of libraries. The law, the regulations, and the State Library staff were
Responsibility of the State Library Agency Toward the Larger Unit

flexible so that the best plans suited to the local situation could develop.

Some of the planning is long range—the contracts drawn up between the state and the planning groups allow up to two years for the expenditure of the planning funds. Several systems have been established, with the state consultants working with each system to some extent. Again, no specific pattern can be found in the work of the consultants in the development of the systems nor in the speed with which the systems were developed.

One group was eager to develop its plan of service and to become an established system at an early date. Several library consultants, depending upon the particular problem involved or the consultant available, worked with this group. For example, when these libraries were planning the development of a reference center, the Library Consultant who was former director of the San Joaquin Valley Information Service gave them the benefit of her experience and ideas. The librarians in the group employed a faculty member of a library school to act as a planning consultant to assist them in developing their plan of service. The plan of service was developed; it was approved and the system became the Black Gold Library System, the first system to receive a planning grant under the Public Library Development Act and to become an established system.

The North Bay Cooperative Library System had already had several years of experience as a system, with the use of Library Services Act funds, so that neither a planning period nor a planning grant was needed. Many of the plans for the establishment of the system officially as the North Bay Cooperative Library System were discussed at the Council meetings of the system. However, representatives of the libraries in the system knew that certain changes in the organization of the North Bay Cooperative System would assist considerably in providing a higher level of service. The Library Consultant from the State Library regularly attended Council meetings and maintained liaison with the system as these organizational changes were made. The Library Consultant worked also with the system staff on specific problems that arose. A plan of service was developed and approved, with the North Bay Cooperative Library Systems as an entity with which the state of California contracts rather than as a group of libraries held together by many contracts, and the Council became the Board of Directors.

The other cooperative federal program which had been assumed lo-
cally was the San Joaquin Valley Information Service. This was a natural group to begin planning for a system with other features in addition to the reference service. This group, with library consultants working with them as needed, applied for and received a planning grant. A former California State Library Consultant was employed to assist in developing a plan of service which was drawn up and approved. The group became known as the San Joaquin Valley System.

A group of libraries with which a consultant worked during the early part of the development of their plan of service was the Santa Clara Valley System. A consultant worked intensively with representatives of the Santa Clara County libraries as they developed their request for a planning grant. The Santa Clara Valley System involved only two of these libraries which originally applied for the planning grant, so that the same complex problems did not arise here as in the other groups, all of which are multi-county.

A group of libraries in Northern California had been most interested in cooperation for many years and had been the nucleus for the State Library Processing Center. A Library Consultant worked with the group to develop guidelines for a planning proposal. Many meetings were held and much good work was done by librarians, officials, and citizens groups. A very full report was developed by the planning consultant employed, entitled A Proposed Mother Lode Library System. The librarians and the planning consultant worked closely with a library consultant at the State Library throughout the planning stage. Because only two of the libraries included in the planning proposal voted to join the system, the Mother Lode Library System is yet to be formed. Several other planning groups have been formed with library consultants working actively in the development and execution of a planning proposal.

Does the library consultant’s work stop with the planning or with the establishment of a system? At present, the answer is, “No.” Even in cases where no system is established as a result of planning, the consultant continues to work with the group of libraries. He interprets, guides, advises, and assists in the drafts of the plan of service for the system to be established, but does not dominate or dictate; the plan of service must come from the needs of the libraries included in the plan—not from the consultant. The consultant is however in a strategic role because an establishment grant is made to libraries in order to defray the expenses of establishing a system; therefore, care must be taken to develop a plan that promises to use those funds profitably and will
Responsibility of the State Library Agency Toward the Larger Unit

and experience that will help to guide libraries working beyond their be approved. The per capita grant, a continuing grant, is also based on this plan of service. The plan of service in the California system of grants is all-important throughout the life of state aid to public libraries.

As New York State law permits diversity of organizational patterns of systems so does California. Again as in New York, the cooperative library system has become the dominant organization pattern. Although California has not had extensive experience with established systems, it is likely that the systems will provide consultant services to member libraries, as is done in New York State. The Standards for the Library Functions of the State recognizes that systems will have consultants who will, in turn, work with state library consultants. The committee developing the standards realized that the need for state consultants would be tempered by the number of library systems in a state and the number of system consultants available.

Undoubtedly as indicated by Robert H. Rohlf in “A Plan for Public Library Development in Illinois,” the state libraries will have a new siderably. The specialized consultants will need to have background and different role as systems are developed. He pointed out that in Illinois the consulting services of the State Library would change con-own political boundaries.

There are several different tasks facing state library personnel interested in public library development: (1) Creation of service in an unserved area through local development, (2) Bringing up to a minimum level local library agencies now below it, and (3) Creation of systems to make possible service not being provided even by local agencies, which are already up to minimum service levels. All of these courses of action can be pursued simultaneously, but it is likely that one of the activities will receive more emphasis than the others. The state library will not accept what has been traditionally done as sufficient for the future. Rather this agency will anticipate the need for more specialized staff and more depth of material at headquarters and in regions throughout the state. In some cases this will result in turning over to systems some of the previous obligations of the state library—not entirely but in part, e.g., conducting in-service training and the supplementing of local collections. The activity of the state consultants will be primarily directed to system personnel. Regional Research Centers will provide an advanced level of service. The state will provide
aid to public libraries in the form of financial grants to local libraries or library systems and aid in the form of services and leadership.

The future place of the state library agency in the development of public library service poses many unresolved questions, but it clearly has definite and important functions to perform in this area. Harold Hacker has stressed that cooperation can exist among libraries to improve public library service without state leadership, but that such has never occurred on a large scale without this leadership. Roger McDonough has indicated that the role of the state library in the total picture is a peculiar one, perhaps because in most instances it is an advisory agency rather than supervisory. This then calls for a special kind of leadership—leading without seeming to lead, and serving as an inspirational cohesive and coordinating agency for all the libraries in the state. Lowell Martin predicts that the state library agency will in the future have an increasingly responsible role in setting standards, seeing that these standards are understood at the local level, and helping localities achieve them; if localities lag behind, it will see that they are brought up to the proper level. Leigh stressed in *The Public Library Inquiry* that the studies conducted by the Inquiry showed that library expansion could not be achieved entirely through the initiative of independent municipal or county units of government, nor could voluntary confederation of libraries be depended upon. State participation in providing local library service seemed necessary. He foresaw that the state was the strategic center for public library development.

In the study of Missouri library service, it was pointed out that a team consisting of the state library and the state library association make a combination that can plan on a state-wide basis and can achieve that plan. Carma Zimmerman and Ralph Blasingame, Jr., had stressed this in their statement, “If as has been said the key to local library development in the states is the existence of a strong and effective state library agency, . . . the body already in existence with the greatest ability to turn that key and unlock potentials is the library association. . . .” Janice Kee also emphasized the same theme when she wrote that public library development will advance at a pace compensatory with society’s rapid changes only if the state library extension agency is adequately supported and furnishes the necessary leadership on a statewide basis and if there is full cooperation between the state library agency and the state association.

As future development is planned, the pattern of service should be flexible but also so directed as to provide a good foundation for the
Responsibility of the State Library Agency Toward the Larger Unit

future. Leigh said in the late 1950's that the public library units being constructed then seemed to be creating a balance between the needs of centralized activities for efficiency and the values of maintaining the community library for direct contact. He continued, however, to question whether this statesmanlike balance is characteristic only of a pioneering period, a period of transition, or whether the balance can become characteristic of the permanent federal-state-local public library structure. He expressed the hope that in the library field there was a possibility of preventing desirable and necessary centralization from having an adverse effect on the local vitality and identification.31

State libraries are now in an era when they are shouldering ever increasing responsibilities with the adoption of the new state library standards. One of their major undertakings should be to compare present performance and services with these standards and to develop in those areas which are found lacking. There is no doubt that there are many roadblocks between public library service of today and the nationwide standard of the quality and quantity of library service which it is hoped will be attained. State libraries and public libraries must carefully watch that flexibility in library service is maintained equal to the requirements of a mobile population in our life of constant change. A combination of strong state library agencies which provide effective backup and leadership services to libraries and a well-designed financial aid program appear to be the present way of life.

A demonstration of many of the concepts developed in this paper was presented in two workshops sponsored by the California State Library and the California Library Association in May 1964 on the subject "Your Library in the 'Master Plan for Public Libraries in California'".32 One section of the workshop was held in Southern California and an almost identical section was held in Northern California. One emphasis in these workshops was for a strong state library program which was different and better, a program where a new balance would be developed between state and local levels. Within the state of California the workshop emphasized that librarians should reexamine the standards, define the system idea at every level, develop more citizen participation, and secure a new and effective balance in state and local programs of money and services.
References


and


and


Responsibility of the State Library Agency Toward the Larger Unit


and

The Roles of a Consultant in a Cooperative System Headquarters

DOROTHY M. BRODERICK

The concept of "larger units of service" is not new to the library world. The Post-War Standards for Public Libraries reiterated what had been the general feeling for some years: that a library unit had to have a minimum income of $25,000 and had to provide service for a population of 25,000 to be anywhere near effective.¹ Both the National Plan for Public Library Service² and the Public Library Inquiry³ took full cognizance of the need for some type of coordination and cooperation among libraries if service was to be improved. In 1956, Public Library Service raised the base population to 100,000 and produced what has subsequently become the most quoted paragraph in library literature:

Libraries working together, sharing their services and materials, can meet the full needs of their users. This co-operative approach on the part of libraries is the most important single recommendation of this document. Without joint action, most American libraries probably will never be able to come up to the standard necessary to meet the needs of their constituencies.⁴

Although the concept of larger units of service has been with us for many years, the literature has been directed toward the governmental aspects of the problem, viz., the organization, financing, and administering of the proposed systems. An unstated basic assumption in all the literature is that, given the good will of the individual libraries and money from some source, a system could come into being without presenting any unusual problems. In short, basic principles could be applied to any type of library organization. That wolves lurked in the forest to harass Little Red Riding Hood on her errand of mercy seems not to have occurred to anyone.

Miss Broderick is Assistant Professor, School of Library Science, Western Reserve University, Cleveland, Ohio.

[ 342 ]
The wolves are not new to the forest—they have been there all along, but have never been identified as such. When a previous passer-by disappeared into the deep forest, it was easy to find excuses, none of which had anything to do with the dangers of the trip. These predecessors were able librarians who became directors, coordinators, supervisors (call them what you will) of special services in the large county or city libraries. When they failed at their jobs, the excuses made were that they missed the public, felt too far away from the books, or disliked all the paper work. Actually, they failed for the same reasons a consultant can fail, and when they succeeded it was for the same reasons a consultant can succeed. With one notable exception, there is no difference between being a good coordinator of children’s services in a large municipal public library and being a good children’s consultant in a cooperative system.

The exception is in the nature of the relationship between the coordinator of a metropolitan system and the people he is working with; they are all employees of the same governing body, and the coordinator, at least theoretically, has the authority to fulfill his responsibilities. The consultant in a cooperative system has no authority at all—just the responsibility to help improve library service at the local level. This demands that he be everything the coordinator is—but be it more tactfully.

Because of the similarities, it should have been an easy task to provide the new consultant with a clear-cut idea of his role (or, more accurately, roles) by referring to the older, established metropolitan or county libraries. However, as Elizabeth Gross showed quite graphically, there is no single pattern of library organization even among similar types of libraries. Furthermore, large libraries tended to develop dynasties rather than job definitions. One can read every word written by and about Anne Carroll Moore without having the faintest glimmer of what she actually did on the job, except inspire people. Prince consorts and heirs-apparent were selected by the leaders in every area of library administration and were nursed along until the leader retired. No one ever seemed to feel it was necessary to spell out these roles; they were acquired by osmosis and taken for granted.

The roles a consultant plays are numerous, but they are no different from the roles of other librarians. It is simply a matter of emphasis, selection, and priority that makes the consultant’s job different. The following list of roles is not definitive, but does point up the variety inherent in the consultant’s position: communicator, innovator, listener,
observer, interpreter, trouble-shooter, peace-maker, psychologist, demonstrator, planner, coordinator, and educator. To find individuals with all these sterling qualities who also possess a sense of humor and a gleam in the eyes is the problem of the library director. It is not a simple task, and is made more complicated by the circumstances in which library systems have typically developed.

The formation of a library system requires intensive work on the part of many people. State agency consultants are at work; local librarians and local boards of trustees are involved intimately, and citizens' committees are quite often active in the planning stages. A tremendous expenditure of energy goes into the process of acquiring the consent of the libraries to agree to form a system. In the process, many of the librarians and trustees come to know each other, and certain barriers are broken. By merely consenting to join a system, the library has taken the first step in acknowledging its need for help and its willingness to accept it when offered.

The job of the headquarters staff would be much easier if the system could spring into immediate action. However, after the appointment or election of a system board of trustees, a director must be selected, a plan of service formulated, and a staff hired. The recruitment of qualified personnel and the setting up of physical headquarters requires months, if not a full year. Consequently, there is the inevitable let-down of enthusiasm among the member librarians.

Depending upon the potential size of the system staff, the recruitment of consultants will fall into two categories: the jack-of-all-trades consultant who knows a little bit about a lot of things and is willing to learn more about everything; and the specialist. The smaller systems have to settle for the former; the larger systems often begin with a full complement of specialists. It is an interesting aside to note that when smaller systems do feel they can afford a specialist, the first priority is assigned to a children's specialist.

Even after the staff has been hired, the problems are not easily solved. The first consultant hired may be the one who makes policy for the entire system headquarters staff—not by planning it that way—but, in the best John Dewey method, "by doing his job." As yet, there is no clear consensus about what a consultant should or should not do. Within the same system, consultants will differ in the way they approach their jobs. There is, however, a consensus as to what they are working toward. Only the methods and, perhaps, the priorities are in question.
The Roles of a Consultant in a Cooperative System Headquarters

Put in its simplest terms, the goal of the headquarters staff is to improve library service at the local level in each of its member libraries. One visit to each of the member libraries produces a clear-cut check-list of needs, e.g., book collections need weeding, current buying practices need improvement, replacement buying must be encouraged, and standard titles must be added to produce something resembling a balanced collection. Organization of the collection is often necessary. Card catalogs are not universal, nor are shelving arrangements always logical or even systematic. Income is in need of being raised, or in some cases instituted. There is often a need for better community relationships and for programming to alert the community to the services the library can offer. In fact, there is no area of library organization and administration that may not require improvement.

For the majority of new consultants, this first glimpse into the problems facing them is nothing short of traumatic. Of necessity, they have been recruited from consolidated systems where they have learned to take the fundamentals of library service for granted. They may be experts in an area of specialization, but they are used to working within a framework of boss-to-employee relationships, for even the most democratic façade of the consolidated system does not hide the fact that once decisions have been made by the administrative staff they are expected to be put into effect.

This initial period is the most crucial for the consultant staff, individually and collectively. Decisions made in the early days of a system’s growth must be lived with, if not forever, at least for many months and years. It is not easy for consultants to take the time to think when everything around them calls for action. Some of the member libraries will be pressing hard for immediate help in all areas of service; some will feel they have done their job by joining the system and will be difficult to reach; others will be sitting back, ready to see “what’s in it for us?” It is essential in any new organization to implement a concrete form of immediate action that will please the members while building toward long range improvement that will be far more meaningful. In short, the staff must evolve a program that produces immediate results without losing sight of the fact that its primary purpose is to make the local librarian competent to cope with all but the most difficult problems.

The greatest temptation facing the consultants will be to become doers instead of educators. To yield to this temptation is to point the way to catastrophe, and it must be avoided at all costs. For example,
if Library A's librarian asks for someone from the headquarters to come and weed the adult nonfiction collection, it is easier for the responsible consultant to go and do the job himself than to train the librarian to do the job. And since not all, or even many, of the member libraries are apt to ask for this service, it is easy to fall into the trap of doing just that. Perhaps the first lesson a consultant learns is to not do for one library what he could not do if all libraries were to ask for the same service. Not even the most competent consultant, with limitless energy, could weed the collections of thirty or more libraries in a year or even two years. And since this would be only one small portion of the total job that needs doing, the strain would be unbearable.

Communication is the most essential ingredient necessary to achieve both short-term and long-term goals. The librarians must be brought together as often as geography, weather, and transportation allow. Meetings serve so many purposes that it is impossible to see them as other than absolutely essential. The consultant, coming from a large system, surrounded by other professionals, subjected to regular stimulation by the interaction of the staff, will have a firsthand recognition of the isolation the one-man librarian has always felt, when he discovers his loneliness in being deprived of the stimulation he has taken for granted. He will appreciate the inner need of people to communicate, the perspective gained by simply knowing that other people have similar problems.

How the meetings are arranged, monthly, bi-monthly, or even quarterly, will depend upon the transportation problems of the area more than by any other consideration. The system staff should take some responsibility in arranging rides for librarians who do not drive and either have no public transportation available to them, or, not unlikely, are too old to be expected to travel alone. Some systems pay their librarians mileage to and from the system meetings. It requires a particular skill to get the librarians who most need the meetings to attend. If all attempts at luring them to meetings fail, there is always the gambit of asking them if the meeting can be held in their libraries. If the local library is too small, there is always a church hall or grange hall available, and a librarian cannot very well stay away from the meeting at which he is host. In fact, it is a very good idea to rotate the meeting places as a matter of principle. It is as important for the local librarians to communicate among themselves as it is for the headquarters staff to communicate with the librarians. And there is nothing quite like seeing the other fellow's library to help ease this process. It provides
The Roles of a Consultant in a Cooperative System Headquarters

ideas for solving problems, or, at least, produces a mutual sympathy society.

The physical arrangements for the meetings are more easily solved than the content for them. Too often, the consultants attempt to transpose the framework of the metropolitan system’s meeting onto the cooperative system meeting. The temptation is to devote the meeting exclusively either to book selection, if that has been the pattern the consultant knew in his former position, or to the petty details of changes in the charging system or a new arrangement for returning interloan books. Neither is entirely satisfactory.

In the first place, consolidated system meetings are generally run by and for specialists. The branch librarians meet one week, the children’s librarians the next, and so on. It is a very fortunate cooperative system that can plan for separate meetings. For most of the systems, the one monthly meeting must take care of the entire library program. It may be decided to rotate the subject matter, or each specialist or consultant may be allotted time to discuss his particular responsibilities. All these decisions can be made only on the basis of intimate knowledge of the local librarians, their needs, and, most important of all, their desire. In “Side Glances,” a cartoon by Galbraith, the attitude of many librarians was summed up nicely. It showed a club meeting, with one woman whispering to another: “I’m not here to form any new opinions. I haven’t aired all my old ones yet!”

Whatever the decisions, the first basic principle is that the staff should devote no time to items which can be just as effectively conveyed by the printed word as by voice. It is true that not all the librarians will read communications from headquarters. Not all branch librarians in the large metropolitan systems read their mail either. However, the moment the consultant staff begins to plan meetings for the worst of the librarians instead of the best, a serious mistake has been made. A teacher of adults discovers this rapidly. The enthusiasm of intelligent, interested members can arouse the interest of the more passive librarians, but appealing to the least of the group will only result in dragging down or driving away, the active librarians.

One newsletter type communication per month should take care of the details for the staff. It is preferable to have a single, known form of communication rather than a deluge of materials which will soon become so overwhelming that the librarians will tend to throw them away or file them unread.

Each meeting must be an educational occasion for its participants,
and this means for the consultants as well as the librarians. The ability to listen to opinions, to observe who goes to lunch with whom, or who sit together, will pay off in human relations. Such observations may well save the consultant from many an embarrassing moment, and he should be sensitive to them.

If the meetings are balanced to include discussion of practical problems as well as book selection, the basic principles must be stated and restated during the discussions. Even the most highly educated, intelligent people can turn a meeting into "show and tell time" if the consultant is not on his toes to bring out the general principle behind the individual's story of "how it is in my library." The consultant is constantly striving to help the librarians see their problems as general problems of the library world and not individual harassments.

A final suggestion for the conduct of meetings is that the book selection list should be kept as small as possible. Librarians should not be encouraged to buy the merely mediocre current titles when their collections lack the best of the established titles. For example, in the children's field, it would not be cheating to list Johnny Tremain on a buying list if a current title is being compared with it. Replacement buying in a consolidated system is highly organized, but in the cooperative system it can be extremely casual with great effectiveness. It is true that this approach does not offer the chance to rejuvenate the collection all in one sweep, but then, most of the libraries do not have the money to make this step anyway.

There are two problems which offer the greatest opportunity to see the complexities and perplexities facing the consultant staff. The first concerns internal relationship, e.g., between the consultant staff and the local librarians. The second is external and concerns the consultant's role in relationship to the patrons or communities of the member libraries.

Librarian A has asked for the adult nonfiction collection to be weeded. The responsible consultant should give Librarian A the opportunity to explain why he wants the collection weeded and what he thinks is wrong with it in its present state. Only after the consultant has listened long and carefully is he in a position to know whether this is the opportunity for which he has been looking. If the major reason given for wanting the collection weeded is because the board of trustees has suggested it, beware. The suggestion should be the librarian's, although it is essential that the board approve. No ordinary
The Roles of a Consultant in a Cooperative System Headquarters

library procedure has quite the built-in emotional problems of throwing away books.

When the decision is made to weed Library A’s collection, the next step is to recruit other librarians in the area to observe the demonstration, for it is a demonstration, not a completed project. The least problem will be finding a time when the library is closed to the public—it is closed for many more hours than it is open if it is an average small library. The biggest problem is in convincing the board of trustees that it is going to have to begin paying the librarian for hours worked when the library is not actually open to the public.

This is the perfect opportunity for the library director to educate the system’s board of trustees in the intricacies of library work behind the scenes. A recommendation from the system board to all local boards that payment for work behind the scenes should be made will have more effect than if the suggestion comes from either an individual consultant or the staff in general. The machinery for producing this success is an example of how important it is for the consultant to keep the entire staff informed about his activities and their implications for the total system. There must be continual feed-back from the consultant to the staff and to the director.

At the monthly meeting preceding the weeding date, the opportunity should be taken to set forth principles of weeding and to establish criteria that will be acceptable to most of the group. This is an excellent time to go into standards of authority, scope, and accuracy of nonfiction in general. Establishing the principles in the group situation helps to generalize the problem rather than to make it a specific problem applicable only to the library about to be the scene of the demonstration. This also gives the librarians involved a chance to think about the problem in a depersonalized atmosphere.

The only real danger is in setting the standards for weeding too high. The general characteristics of the collections can only be described by Hyman Kaplan comparisons: bad, worse, rotten. One is never able to weed these collections ruthlessly; many mediocre and poor books will remain after the job is over, particularly if they are in good physical condition. It is next to impossible to throw away a book that has all its pages and is still attached to its cover. It will be hard enough to throw away the dirty, torn books. And when the book is the only one owned by the library on a subject, regardless of its inaccuracies, outdatedness, or condition, the chances are it will stay. The consultant is always looking for an acceptable compromise be-
between his professional standards and what the situation calls for pragmatically. He cannot afford to give up the former; he cannot ignore the latter. He walks a tightrope between despair and cynicism.

While all of this is going on between the individual consultant and the librarians, the system director or the consultant should be arranging for the loan of a collection of bright, new books to help fill the gaps, and to demonstrate that it is not the number of books but the quality of them that determines circulation. Whether these loans come from the state agency or the system headquarters is unimportant. The main point is to get new life into the collection.

Simultaneously, work is being done with the host library's board of trustees to insure that they fully understand what is going on and why. It is usually the library director's role to educate the trustees since they all too often lack faith in their own librarian's ability, sometimes quite rightly, but more often wrongly. The board must be made to see that it is its responsibility to provide money for replacement buying. When budgets are as inadequate as they are in most of the libraries, priorities must be established concerning the proportion of money to be spent on new, untried books, as opposed to those which are established titles. In some cases, the library director will arrange to meet with the local board at one of its meetings; he may go alone (in a small system, he may be the consultant doing the job), or he may take the consultant concerned with him. This, again, depends on the individual situation.

How the system staff suggests that the local board allocate its money depends on how the system has previously determined the nature of its own collection. In the New York State system concept, there are two distinct collections, one compulsory, the other optional. Each system must develop a collection, usually housed in the designated central library, of 100,000 adult nonfiction volumes. Some of the systems have also developed their own collections for loan to the member libraries on a rotating basis; the development of such collections seems essential to this author.

The only question is that of the nature of the collections. Here again, the staff is faced with a decision with which it must be willing to live. If it decides to buy the ephemeral material for lending to the libraries, thus purchasing large quantities of mysteries, westerns, best sellers, and nonfiction of passing interest, it must conscientiously work toward making sure the local libraries are spending their money on the more solid materials. On the other hand, the Pioneer System in New York
lends to its member libraries those materials too expensive to be a normal part of the buying pattern of the small libraries. It has reported great enthusiasm for its practice of lending collections of expensive art books.

Now, having simplified the problems of weeding collections, let us look at the problem of external communication and relationships. Again, we begin with the local librarian asking a particular consultant to talk to the local P.T.A. or the Kiwanis. Here again, the temptation is simply to say “Yes,” and to do the job. With one major exception, a consultant who accepts an invitation to perform at the local level is making a serious mistake. That one exception concerns talking about the system, what it is, how it operates, and what it hopes to achieve.

One of the goals of the system staff is to improve local support for libraries and to increase respect among the townspeople for the local librarian. A talented, skillful consultant who goes out and gives a polished speech may go home with a warm glow, but he has undercut the struggling local librarian who, while originally enthusiastic about the presence of the consultant, leaves with an increased inferiority complex. He says to himself: “I could never do that,” and he probably could not. But he can be taught (though again there are exceptions) to be a reasonably competent speaker at a group meeting. If the librarian is really a hopeless case as a potential public speaker, a member of the board of trustees may be the logical person to be selected. Or, a member of the local “Friends of the Library” may be the right person. It is the consultant’s job to find the right local person, offer help and advice, and see to it that the local person gets the opportunity to develop as a speaker.

It is safe to say that the more a consultant is known to the general public, the less well he is doing his job. Special workshops can and should be held to provide the necessary pointers for the local librarians on public speaking. There is no real magic to it; the principles can be taught, and almost everyone can learn how if he is truly enthusiastic about library work.

By this discussion of just two aspects of the consultant’s role, it can be seen that no action is isolated, and decisions made on one level influence, for better or worse, decisions made on all levels. Ideally, the system decisions, since they are approved by a board of trustees representing the member libraries, should not conflict with local decisions. One says “ideally,” because librarians and boards tend to retain their
former habits regardless of how new circumstances dictate changes should be made.

To improve library service at the local level is not an impossible job, but it is not, and cannot be, an easy one. The consultant staff must have a clear-cut idea of its goals and a general agreement as to the methods which will best achieve them. Methods will differ from system to system. However, they will always incorporate the basic premises. Communication is essential; the more, the better. The consultant should avoid falling into the trap of doing the job himself, remembering always that he is a teacher. He must be a good listener, with the patience of Job. He must know when compromise is the better part of valor. Tacked to the wall of every consultant's office should be the AA's serenity prayer: "God, grant me the serenity to accept the things I cannot change, courage to change the things I can, and wisdom to know the difference."

References


The Special Requirements of the Larger Unit
In Personnel Administration

JOSEPHINE PARDEE

Large unit library systems are as structurally various as botanical subspecies. Put three regional librarians on a panel and before they can approach the subject under discussion, each will preface his remarks with "In our system, we . . . ."

If any common denominator exists between federated libraries, county libraries, city-county combinations, multi-county or true district unit libraries, it is the difficulty of administering a staff fragmentized by distance, wide variations in educational background, split loyalties, and vastly differing responsibilities. A regional librarian counts it routine to drive several hours to an outlying community to settle a staff problem, which has been complicated by the jealously guarded prerogatives of the local library board and the blithe defiance of the local municipal authorities. The administrator of a regional library lives with the realization that the excellence or inadequacies of staff will make or break the service, and the equally blunt truth that personnel problems will be the cause of most broken contracts between units of a system.

The personnel problem and practices at the central agency are, on the surface, very much the same as those of any public library, especially if headquarters serves as a direct circulation point. Gretchen Schenk divided this staff into "... those who stay at home, and . . . those who travel," and wisely added that the behind-the-scenes personnel are more important than it would seem. Catalogers, reference librarians, and administrative staff must learn to catalog every book, scan every request, and word every communication with little Mrs. Smith of the Beaver Forks Station in mind. If not, they can unwittingly negate the efforts of the extension workers. Pity the branch visitor

The author is Director, North Central Regional Library, Wenatchee, Washington.
who must explain to Mrs. Smith (often haltingly) why they did it this way at headquarters.

The best remedy for a parochial point of view is firmly to pry the non-traveling staff away from their desks as often as time will permit and let them see for themselves how the other half lives. If nothing else, it will make them realize that four hours at the wheel of a library vehicle on a blistering August day is far from a picnic. The best time to schedule such field trips is at the beginning of an employee’s tour of duty. A grand circle tour to see indicative library outlets in the North Central Regional Library in the state of Washington takes two full days, with an overnight stay 200 miles from headquarters. The mountain passes consume no more time than heavy traffic in a suburban regional system. Schenk aims her dart accurately, when she says: “Field visits are expensive and time consuming, certainly, but much better spend one or two hundred man-hours a year building intelligent service through visits of nontraveling members of the staff than contend with apathy and ignorance.”

Field trips may be more difficult to schedule for the long-time staff member who often brings to an expanded library unit a viewpoint limited by “my town” or “my county.” A calculated arrangement of asking such an employee to help out in an emergency, on the bookmobile or by making a field trip, may be resisted less than the more obvious planned assignment. Unplumbed talents come to light, often among the clerical staff. A book mender sometimes can make friends with a shy local librarian who has remained hostile to every approach of the regular field staff. “High grade clerical workers, like good shop foremen, are frequently excellent teachers and should be used for this purpose.”

Regional public libraries rely more heavily on their professional staff members than do other types of libraries. Most systems face the undeniable truth that they have not begun to achieve the ideal two to one ratio of clerical to professional staff. Many small local outlets will always be staffed with untrained local help; the hinterland regional systems cannot compete with the bright lights of large municipal systems; many library schools neither train for nor emphasize extension opportunities; and always there is the lack of funds.

Only the larger municipal libraries in Washington approach the ideal proportion of professional librarians on their staffs. County and regional libraries in Washington reported five non-professionals to every professional in 1963. Other states report even lower ratios. The
Special Requirements of the Larger Unit in Personnel Administration

North Central Regional Library system in Washington serves 123,000 people in a five-county, 15,000 square-mile area with only six fully qualified librarians.

It is precisely for this reason that the relatively few professionals must be exceptional ones. Large unit libraries stretch their trained staff as thin as strudel dough, and there can be no compromise with excellence. The professionals must be able to deal with every situation from the basis of the individuals concerned, to throw away the rule book to achieve the game, and to share and to translate their own professional ideals in working with staff members of little or no background in library work.

In recruiting for new professional staff members, the regional library system looks for the same characteristics needed in every library, but instead of "would like," the insistence is "must have." Every administrator hopes to attract a candidate with "... intelligence, dependability, tact, stability, efficiency, patience, pleasant disposition, and imagination." Few would argue when Schenk pinpoints such staff requirements as, "... the most adaptable personnel, not easily flustered, worried, discouraged or frightened, ... [possessing] strong constitutions ... undaunted by bad weather ... [having] a merry heart and a good mind, an even disposition and a buoyancy of spirit ...." Finding such candidates is certainly not easy, and more than one regional library is taking the long road of hiring a local college graduate, interesting that person in the profession, creating an internee position and proudly welcoming a full professional after five long years of library school summer sessions.

State after state has set up a formal intern or trainee program and has urged its incorporation into local library programs. The recently approved Librarian Trainee Program adopted by the Recruitment Committee of the Washington Library Association presupposes evidence of library school eligibility in each candidate and expects each trainee to complete a combined work-study schedule not to exceed five years. Scholarships established with Library Service Act funds required that the recipient return to an extension position. This device has met with varying success; while some states report that regional library staffs have been thus upgraded, others have admitted that the prerequisites have no enforcement teeth.

If regional libraries are to compete for the limited crop of professional librarians, they must upgrade salaries to meet or to surpass those offered in large municipalities. A quick check of positions advertised
in a recent library publication shows that the word "challenging" is used nine times; "expanding," seven; "growing" and "dynamic," five; and the local climate and scenery are endorsed twelve times! When salaries are stated, one wonders if the library trustees actually expect "excellent fringe benefits" to make up for a barely living wage. If regional libraries require top flight professionals, obviously they must pay for them.

We are often advised to find other solutions, and most regional librarians would translate this reluctantly into "hire the untrained and train them." This inevitable alternative encompasses not only the part-time branch and station personnel, but often extends to the full-time members of the bookmobile staffs, the children's department, the circulation desk and the extension department. Carl Hamilton faces the problem squarely, when he speaks of one-fifth of his staff. "... I'll never get them into library school at the graduate level. Most of them are only junior college graduates. But they perform well, and with an intensive three months' course they could be capable librarians in their own library, ... which is where they want to stay."8 No estimate is possible of the amount of time spent in training these full-time staff members on a local level. Fortunate indeed is the library system located near a library school, or having junior college library technology courses offered within easy driving distance. Patricia Gebhard, in describing a four-semester program offered at Santa Barbara City College, says mildly: "Courses like the ones offered in Santa Barbara might well be advantageous in other communities where there are no library schools..."9 The same issue of Library Journal describes other means of upgrading staff quality via library aide and library intern programs.10

These are fine solutions for full-time, college-graduate staff members who could conceivably be future candidates for library school degrees. The problem of training the local housewife who staffs the community outlet for twelve hours a week, with only a high school education, is a far different matter. Most regional libraries are completely dependent on their own training resources and recognize the task as one compounded by distance, time, and raw material.

A few states provide workshops for untrained library assistants. Michigan has yearly week-long sessions designed to qualify local librarians for the legally-stipulated Certificate of Library Experience. In order to qualify for state-aid grants, persons serving libraries of less than 3,000 population must qualify for this certificate by being high
Special Requirements of the Larger Unit in Personnel Administration

school graduates and completing two workshops within three years of appointment. Local librarians serving populations between 3,000 and 5,000 must hold the certificate and have completed two years of college. The inclusive manual used at the Michigan workshops includes sections on selecting materials for a library, organization of library materials, the use of the library collection, and library management. Prepared by the Consultant Division, it is designed both as a basic workshop text and a local reference tool.¹¹

The regional library trains when it hires, trains when it orients, trains during every communication, trains during every staff workshop and every branch visit, and counts the job never done. To add to the difficulty, large unit libraries are politically complicated, and local librarians of the smallest unit must have a realization of the fundamentals of taxation, budgeting, library laws, and financial accounting. These part-time staff members are the bone and sinew of the large unit system and upon their performance rests the success of continued cooperation.

Branch or station personnel are usually hired in cooperation with a local group of citizens. Municipal regulations may identify this group as the city council, the library board, the local “friends” or, in some small communities, the local sponsoring agency such as the women’s club. The North Central Regional Library insists on the continuation of a local library advisory group, duly appointed by the local authorities, wherever community library branches are maintained. They are designated as local library boards.

One of the most valuable services such a group can provide is to give advice to the regional library administration concerning staffing of the local library outlet. Schenk reports:

When a change in branch personnel is imminent, the citizens’ group can be of help to the county librarian in filling the vacancy. After the librarian has conducted an examination to fill the vacancy, the results are made available to the committee, and the appointment is made by the board or committee, or with its advice by the county library governing body. In every case there should be a feeling of joint decisions and an awareness of community participation.¹²

In the case of a large regional library, there is no substitute for the knowledge and understanding of the intricate web of local influence and reaction, and it is the local people who possess this perception.

North Central Regional Library recognizes this by inserting the following statement into the service contract between the regional library
and any local unit of government: "The Board [of the regional library] agrees to consult with the City (Town) or its designated agent before the hiring or dismissal of the local librarian. The person or persons so employed will be responsible to the Board, and all ... regulations and policies [will be] established by the Board."  

The usual practice is to advertise locally, and then have the local library board review the applicants and recommend the best candidates to the regional librarian for further testing or interviewing. It is axiomatic that the best educated, the best qualified person will be hired. Insistence on some college training is not always possible, nor does it necessarily produce the best candidate, although it is one factor to be considered. A written application is a must, and if a written test can be devised which will point up strengths and weaknesses, so much the better. Experience however confirms the blunt statement of Joseph Wheeler and Herbert Goldhor, "To date no satisfactory written or work tests have been developed by those who have attempted them,..."  

In essence, we look for Lawrence Clark Powell's "true librarian." He says:

If the desire to serve and to learn is in a person who works in a library, that person is truly a librarian, no matter what his formal qualifications or what he is classified. The desire to serve others is perhaps the most important of all the elements that make up a good librarian. The desire to learn can be instilled in a person. Knowledge can be acquired. Curiosity and courage can be strengthened by example. The desire to serve is inborn.  

All during this selection process, one must try to remember that this is the person who will face the reluctant city councilman, who will hand a child his first library card, and who will be performing the task of bringing people and books together.  

In the North Central Regional Library system, each new employee is provided with the Library Policy Statement, the Personnel Code, the Manual of Library Procedures, a copy of the Classification and Pay Scale, and the State Library Laws. Each of the locally produced documents must be a live, pertinent, simply written but complete statement. The time and effort that goes into making them so are repaid many times over in solving policy problems when and where they occur. Copies of each of these publications also should be available to local officials, board members, and officers of friends of the library
groups. They should, of course, be reviewed periodically by the governing board of the library. Unity is encouraged by these written policies, especially in the field of personnel administration. Every staff member is thus encouraged by knowing that the same rights, privileges, and rules extend to all levels of employment. This is especially true of the part-time branch and station employee.

When distance and funds permit, each outlet employee and each bookmobile assistant should have an orientation period at regional headquarters. Probably the individual will absorb only a fraction of the information heaped upon him during such a tour, but he will gain a sense of the relationship of departments, an overall realization of the library in the community, and an idea of the role of the headquarters unit. Such initial orientation should be followed by as many subsequent visits to the central agency as can be managed. Every employee, even those from the smallest station, should feel welcome at any formal or informal meeting at the central agency. It is stifling to morale if any feeling of difference is allowed to develop between headquarters, branch, and bookmobile personnel.

The initial appointment of any person, whether part- or full-time, should be provisional and should not be made permanent in less than six months. Wheeler and Goldhor point out:

A probationary period plays an integral part in the selection process, if it is properly used. No matter how much attention is given to the prior steps in the selection process, they supply only presumptive evidence as to the candidate's job performance. His actual work performance during the probationary period is the acid test. . . .

Serious thought might be given to extending this probationary period to one year in the case of those employees staffing one-person branches and stations. These people have no close supervision and only infrequent associations with headquarters personnel; the first six months of employment may hit a comparatively inactive period of library use.

Even the smallest library system should insist on a careful, written performance evaluation made at least yearly on every staff member by his immediate supervisor. There are many excellent forms available for this purpose which can be adapted easily to a local situation. Some libraries use separate forms for clerical, professional, and sub-professional staff; but more regional libraries find that use of identical rating forms for all staff members is another morale strengthener. Care must be exercised lest these ratings turn into the good old Navy "fitness re-
ports," where everyone who had two hands, two feet, and only one head was rated excellent. Conversely, a thoughtfully prepared performance analysis can and should be a tool for employee growth. It is imperative that every report be discussed personally with individuals rated and reviewed by the next higher in command, usually the director.

Most large unit libraries feel that a yearly staff workshop is fundamental to smooth operation and use this device to boost morale, provide in-service training, and jar everyone out of the workaday rut. As a unifying factor alone, they are worth all the time and funds expended. The farthest flung station librarian will go back to her library with a new lilt in her voice when she discovers that everyone else has problems with overdue books and raucous students, that her display of local art was singled out for comment, or that the reason why her recent requests for books on a certain subject were slow in being filled was that every student in five counties seemed to have chosen the same topic.

Geographic size may make workshops expensive when the bill is added up and includes transportation, hotel rooms, meals, payment of substitutes, and hourly wages while in conference attendance. The North Central Regional Library pulls together its staff only yearly, and the total cost runs around $800, notwithstanding shared rides, pot luck meals, and reimbursements for only one member of the local trustees groups. Even so, such system conferences accomplish results which are both gratifying and surprising. They are an opportunity for honoring local and county elected officials and are always good for publicity and promotion. After one of our recent conferences, a newly-appointed regional trustee offered her thanks with her farewell—"For the first time, I feel as if trusteeship is exciting and challenging, not just being concerned with library budgets and library statistics."

Another time-tested tool for staff unity is the system house organ or newsletter. These little dittoed or mimeographed efforts run the gamut from scholarly treatises to gossip sheets. One thing is certain, if they are not interesting, they will float unread into the wastebasket. They should be as newsworthy as the combined talents of the whole staff can make them. The North Central Regional Library system’s monthly “Columbia Currents” ranges from a précis of the minutes of the meetings of the Regional Trustees to details of branch library happenings, and inserts operational directives between lively department reports, and library philosophy between decidedly amateur cartoons.

[360]
Special Requirements of the Larger Unit in Personnel Administration

It is directed mainly to the branch and station personnel, and the local trustees. Newsletters should be a combined effort of many, and not written by just one person. It is frequently advantageous to turn the editorship over to a non-professional who can spot jargon instinctively and translate the message into terms clear and meaningful to other non-professionals.

Few multi-unit libraries start existence as a newly organized service. In nearly every case, operating units agree to cooperate or are absorbed into a new working entity. Probably the greatest apprehension of any independent library unit considering affiliation with the larger unit concerns staff. Virginia Young clearly recognizes this when she advises board members, in The Trustee of a Small Public Library: "Personal adjustments must be made, as in every working relationship." Such adjustments, however, are seldom welcomed with enthusiasm. Each change, each new ruling, each shift in routine must be explained and introduced on an individual basis. Library A has an elderly librarian now receiving Social Security payments. Can she continue to work? Library B allows high school students to staff the evening hours of the branch. Is this acceptable? Library C has always paid the librarian's expenses to the state association conference. Will the regional library continue this? Library D allows the librarian to serve as city clerk simultaneously with handling her library duties. Will regional policies permit this?

The wisest and at the same time the most difficult course is to make hard and fast rules and to stick to them. Regional library trustees, eager to promote contracts with these units, may expect the director to make exceptions to keep each locality happy. The victory is usually short-lived. Each early deviation complicates future patterns and, surprisingly enough, resistance to changed personnel policies is seldom the major cause for a community's refusal to affiliate. On the other hand, no regional library system would cut its own throat by wholesale eviction of inherited staff members. In most cases, these legacies must be lived with, rather than to risk the wrath of aroused local citizenry to whom the lady in question is a friend, neighbor, and weekly pinochle partner. The best protection of the regional library is its published personnel code and policy statement. It means that when the inherited librarian reaches retirement age, she must be replaced. It means that every employee gets the same vacation and the same sick leave allowance, earns at the set rate of pay for the same position, and usually for the first time knows her status.
Typically the least effective local librarian resents the regional library surveillance the most; the best person welcomes the extra help and the moral support that comes from belonging to the system. The normal spurt in library use which accompanies enlarged book collections and services may dismay the sub-standard librarian to the point of offering her resignation. So much the better; a newly-hired staff member will bring fresh talents to the position, and no more will the branch visitor hear “We never have done it this way.” All but the most reluctant member libraries appreciate the extended services and professional guidance described by Hannis Smith in his *Cooperative Approach to Library Service.*

They are rid of cataloging and processing; the bills are paid elsewhere; and somebody else will handle the tough reference questions. Our best “legacy librarian” put it simply but profoundly: “I no longer feel alone.”

Next to superior extension staff, a regional library needs a well-trained personnel officer. Hers (usually) is a much more exacting job than making quarterly Social Security reports and ticking off the time sheets. She, too, must be flexible, sympathetic, and have nerves of steel, for personnel eruptions tend to come in clustered multiples. Her eyes must be eagle sharp; an unfamiliar handwriting on a branch time sheet may mean that the local librarian has gone salmon fishing and left the library in the jurisdiction of her 14-year-old daughter. Her greeting to a new staff member, her notes concerning overtime or a delayed check must be warm and personal. There will be many times when she is “the library” responding to a frantic call for help from the other end of the area, and her answers must be sure. In smaller systems, this person will also assume the responsibilities of secretary or administrative assistant.

The selection, training, management, and preservation of staff take cautious vigilance. The administration of a regional system pilots a multiple unit with two sure facts as a guide; the branch or station or bookmobile that is ignored will be the next one in trouble, and that trouble will be, nine times out of ten, a staff problem no matter what it may appear on the surface. Out of the complexity, and sometimes chaos, an *esprit de corps* can be created when each personnel situation is met with flexibility, patience, and humor.
Special Requirements of the Larger Unit in Personnel Administration

References

2. Ibid., p. 187.
3. Ibid., p. 189.

and


and

The tumult and the shouting have faded away, and the reality of the regional library system as a legal entity now exists but is yet to be resolved from dissonance to consonance, from disparity to unity and into a smoothly functioning whole. For those librarians who walk away from "system libraries," the task ahead may appear formidable, but it is not so; for the very existence of the system, even though it may as yet be only in a skeleton form, implies that somewhere along the line many people are involved,—governmental officials, library trustees, librarians, and citizens. All these people had confidence in the idea of a regional library system, and it is on these confident ones we must rely and with them we must first begin to work.

The librarian or the administrator of the system of libraries needs to be enthusiastic about the task ahead and to believe in the workability of the principle of libraries joining together and pooling resources, money, staff, and books for better service. But at the same time it is well to know the limitations of the regional system, and to bear in mind that the difficulties usually are those inherent in any extension service, the one most evident being that of distance from the headquarters. This is as true of rural mail service as of library service. Any other faults or difficulties will be those found in any library service, such as limitations of time and money, the conflict of personalities within a large system, and ever-present human frailty.

It is important at the very beginning not to rush into services unprepared. There will be pressure from those who, having read the glowing accounts of the establishment of a regional library, expect that services will immediately spring forth full-blown.

It is advisable first of all to review carefully the whole situation and to make a broad general survey and plan for the contemplated services. This is elementary, but many librarians have forgotten this fundamen-

The author is Regional Librarian, Yakima Valley Regional Library, Yakima, Wash.
Planing New Service Outlets

tal and have made the job unnecessarily difficult. The strengths and weaknesses of no two systems are alike in this respect; capitalize on the strengths and plan to turn the weaknesses to advantages or at least to make the weakest link in the system as strong as possible so that it will not nullify everything else.

In preparing the new services for a regional library, the total resources of the system must be evaluated and taken into consideration, viz., finances available, total book stock and other materials, and total staff and their individual skills and potentials. Has the headquarters been designated? If not, where is the most central place for it? How many outlets for service already exist, and are their locations plotted on a map so that coverage is easily seen? Will it be necessary to designate one or more of these as sub-regional headquarters? If the area to be served is very large, the need for sub-regional headquarters will become obvious immediately so that service may be given at the same level throughout the entire area to be served. Are there any legal matters to be completed, such as contracts to be made and signed before all units of the system can function? Are there library trustees to be appointed, and have the officials responsible been made aware of their obligation in this regard?

While this broad plan of service is being made, taking into account the entire geographical area to be served, it will undoubtedly become evident that there is need for more than one kind of service outlet. There may be some fortunate regional libraries where either all branch or all bookmobile service will be adequate, and, of course, this would simplify the planning immeasurably. But most regional libraries, especially multi-county ones, will be faced with the planning for both branch and bookmobile service, and even small stations (better called community libraries).

While considering the outlets which will be receiving services from a headquarters or sub-headquarters building, it is well at the same time also to look at the headquarters building itself and its adequacy for handling both bookmobile and branch service, and possibly direct service to the people in that community. In some ways this direct service complicates the whole problem, but on the other hand it offers the definite advantage of providing a resident staff who may be used as specialist consultants over the entire region. Some changes may be necessary in the headquarters building, some rearrangements of the book collection, and possibly quarters added for housing bookmobiles or other vehicles for delivery of books to outlying community libraries.
HELEN S. GILBERT

or branches, e.g., either a station wagon or a delivery van, if the system is large enough to warrant this.

How is the decision made as to which type of service is to be given where? If the regional library is the direct result of a demonstration, the best kinds of services will have already been determined. The demonstration will also have shown where changes are needed, especially where the response was not as good as had been expected; these areas should receive close scrutiny and some study done of the reasons response was poor. Perhaps it was lack of interest or even downright blocking of the demonstration by government officials. This can be a tough thing to handle, and will call for great diplomacy. If there are influential people (this is usually translated into voters) who are in favor of the library services, the librarian must work with and through them to get at the officials to secure their approval. It is most difficult to administer a regional library system if the government officials are not willing to lend their support, not only their moral support but also their financial commitment. Often the trouble is a misunderstanding and can be quickly solved, but this cannot be counted upon as an easy way out.

Unless the regional library system was created by a fiat superimposed by some higher governmental authority, there has been a period of preparation and testing involving many people. It is important to listen to these people, not only the person in the little library way off in the farthest corner and the head of the big, strong library, but also to the citizens who are to receive the service. There is nothing better than a satisfied clientele and there is scarcely anything worse than a dissatisfied clientele, and it is the librarian's duty to discover what dissatisfactions there are, if they do exist. This does not mean that library standards are to be ignored, for the very success of the regional system will depend on service predicated on modern standards, even though the goals may not all be reached at once. For instance, in selecting books for children, it sometimes takes a lot of convincing that the modern children's books are better than some of those enjoyed by adults when they were young. But, indeed, the very essence of the kind of library service to be given by this new system is that it will be an upgraded service, approximating library standards as nearly as possible, and that it will be more readily available to more people.

In regard to the question of branches, determine how many communities there are in the region which already have libraries, both in large and small cities or towns, with library buildings or in rented
quarters, in stores or supermarkets, or at the crossroads gas station. Which of these are weak, and why? Is it because the librarian does not know how to get the most out of the book collection and needs training, or is it that the collection itself is poor, needs weeding and revitalization with new and more interesting books? Would the addition of a phonograph record collection or regular deliveries of films bring people into the library? Is the branch library located among people of foreign extraction, where books in their own language would attract them? How about planning discussion groups for both adults and young people? Would it be advisable to have story hours given by a professional children's librarian sent out on a regular schedule from headquarters? Have the people in the community had a chance to talk with the library staff about what they expect and want from their local library?

The density of population differs greatly within the area to be served and often varies from fairly large cities or towns with suburbs to sparsely populated farming areas. In planning services to these disparate kinds of communities, the goal should be to give the same quality of service throughout, although the type of service outlet which is best for any given area will vary.

Bertha Cain in a 1950 article, entitled, "Will It Be a Branch or a Bookmobile?" listed four basic considerations, and these are just as valid today as when they were written. They are size of community or area, available financial support, personnel, and book stock. She elaborates on these four points as factors in establishing branch service, in determining which communities should have branches, and in deciding on the size of the staff and book collection. "A branch is not a service station of a main library—it is a library in its own right and has a definite responsibility to its community. . . . every move should be geared to carry out this major objective, whether it be through an established branch, sub station, or bookmobile service."

Chapter twenty-four in Practical Administration of Public Libraries, by Joseph Wheeler and Herbert Goldhor, is a good source for the librarian developing plans for both branch and bookmobile services. They say:

Two main theories of branch library function have competed with each other. One envisages a branch library as a smaller-scale public library, offering reference and other special services as does the central library. The other assumes that branch libraries should be mainly agencies for the circulation of popular books at the neighborhood level.
HELEN S. GILBERT

Both theories are valid, since they apply to different types of agencies; but there should be far fewer of the small, weak distributing branches, and many more of the large, stronger branches which can give information service to adults and young people.4

Small, weak distributive types of branches subvert the entire philosophy of regional library service which is based on the premise that by pooling all resources in one central administration the consequent services may be extended over a wider area at a substantially higher level of service than is possible to the component parts individually.

Has there been a careful background of mutual understanding and agreement created between the larger agencies so that they are ready to loan books and materials back and forth, particularly to the smaller libraries, to the end that together all the branches and the bookmobile service may provide better service than can each one alone? This understanding is vital to establish from the beginning and to demonstrate that it really works. These are some of the parts of a long yardstick that should be applied in evaluating the branch system.

If all the personnel of the system grasp the fact that the important thing is to get the patron what he wants, then much difficulty and hard feelings will be avoided. The library patron does not care which corporate entity owns the book he wants to read, just so he gets it and promptly. As a matter of fact, borrowing books from another library, especially a library of some repute, impresses the reader, and this status symbol can be turned to the library's advantage in the community. Patrons should always be able to return books to any service outlet, no matter where originally borrowed. This requires a method to handle returns, but it is not difficult to do either by branch deliveries, bookmobile, or mail.

If none of the above solves the problem of a weak branch or community library, then bookmobile service must be considered either as a replacement for the agency or as a supplement to service in the area if the population is scattered. Generally speaking, a policy should be established on how close to a branch or a community library bookmobile service will be given, e.g., within a radius of two miles, five miles, or ten miles. The two types of service can supplement each other but should not directly detract from each other. This is especially true in a system where bookmobile service is new and the stops are in the general area of long-established branches. Very often the bookmobile is resented by the branch librarian, and here is the place for complete understanding and mutual agreement before the bookmobile
Planning New Service Outlets

service is inaugurated. This has been pointed out by Irwin O. Sexton who says: “Determining the area served by a given stop can easily cause confusion, for today ardent library users will not hesitate to drive their automobiles a considerable distance to secure books from two or three different locations.”

Assume that it has now been determined which branches and community libraries are to be retained; the next step is to determine whether others should be added and where they should be located. This will require scouting the area in question to see if there are communities large enough to warrant the establishment of either a branch or a community library and if there is sufficient interest among the people who will benefit from such added service. If affirmative answers are found then the proper authorities must be approached, e.g., city councils or, in the case of unincorporated towns, local sponsorship organizations, and a building, store, or other location must be found for the book collection. A thorough knowledge of the community or area to be served is essential to determine where extensions of the service should be located. This whole process is time consuming but pays off in the end in economy of operation and in satisfied users. There is no profit to anyone if a service is imposed arbitrarily from the top without regard for its need or acceptance.

It is here that the local people who are interested in books and reading and in the regional system are of great help to the librarian. It only takes one or two interested people in a community to spearhead the movement for a branch or community library, and their enthusiasm will be of the greatest assistance to the librarian. In addition, they know the community and know what support can be given to the establishment of a library. It is wise to use the local librarian’s knowledge of his community in making decisions for expanding service in an area. This has the added virtue that the librarian feels he is making a contribution to the whole system as well as advancing library services in his own community.

In some parts of any regional system, bookmobile service will be the best answer. Plans will be needed for making entirely new routes or inserting new stops in the old schedule so that there is complete coverage. Here, again, the scouting that has been done will be helpful in determining just where the most interested families live. Scouting for bookmobile service actually means door-to-door visits with a well-prepared, concise statement that will identify the library’s staff member, his purpose, what bookmobile service is, and what advantages it
HELEN S. GILBERT

will bring to the resident and his family. There should be a policy adopted as to the minimum number of families which it is thought economic to serve. For example, should there be a minimum of five families before starting bookmobile service in a new area, or are the farms so far apart throughout the entire rural area of the regional system that it will have to be almost a door-to-door type of service? Obviously, the cost factor is important, but on the other hand the eventual goal is complete coverage with good library service. In cities, bookmobile service can be the precursor to branches when there are not enough funds to set up a branch system.

In the state of Washington, as an example, the Mid-Columbia Regional Library gives service by bookmobile in the dry wheat area of the state where the ranches are enormous in size, and there is no other way to serve these people except by stops at each individual ranch. The bookmobile has a loud speaker which will carry almost a mile; and as it approaches a ranch, the approximate time of arrival at the ranch gate is given, and people drive to the gate to receive service from the bookmobile. In other areas of the country, service is given by boat to remote areas. The warmth of welcome and the gratitude of people living in such places is rewarding. There is, however, always the element of cost, and this should be weighed carefully by the librarian.

Perhaps it might be more economical to give service by mail, with the likes and tastes in reading of whole families listed in a separate folder, and with books mailed to them, say once a month. This has proven satisfactory in many areas, and a warm personal relationship is established between the families and the library. In the Yakima Valley Regional Library, whole families of children have gone from the first grade through high school with their homework supplemented by reference service by mail from the regional library, in addition to everyday reading for the whole family.

On planning bookmobile service, Gretchen Schenk comments:

A detailed knowledge of the county and its population centers is required in preparing for bookmobile service. Good county maps are the first requisite. Those available from the county surveyor’s office, rural mail carriers, county planning commissions or agricultural extension service, showing the location of each house, church, and school, are best.

Much time will be saved if, before beginning to lay out proposed routes, the administrator will consult other county employees who
Planning New Service Outlets

have already broken trail in similar direct-service ventures. The county school superintendent's staff, home demonstration agents and other rural organizers and workers will know convenient meeting places and possible suitable stops, but county nurses know the back roads best of all! These county workers will often be pleased to introduce the . . . librarian where necessary and can frequently advise regarding problems in community relations and physical hazards such as unsafe bridges or dangerous roads.6

This applies to regional library service geared to several counties as well as to one-county service. The variety of terrain, distances, the kind of bookmobile that one is operating, staff resources, and the availability of a good book collection are factors that will determine the bookmobile schedule.

Inevitably the question of providing bookmobile (public library) service at the schools will come up. There are pros and cons in abundance on this subject, but in a system of libraries covering a regional area there is no question but that this type of service will be necessary. Children are an important segment of the total population the library serves, and it is necessary to reach them, where they are, with books which are not too curriculum-related or associated with school work. To be sure, many of the books in the school library will duplicate those on the bookmobile, but the association of the bookmobile is non-school. Some librarians say that they wish they had never started bookmobile service at schools, but this is usually after a trying day, and the worth of the service is unquestioned.

A decision must be made as to how close to cities and towns bookmobile service at schools will be brought and whether the bookmobile will be taken to the smaller communities where the school libraries may be exceptionally weak. This should be studied very carefully and the long-range effects of such service given consideration. Some regional libraries will not go to the public schools in an incorporated city or town, or will not serve such schools if they are within, say, a two-mile radius of the headquarters or a branch library. In planning bookmobile service at schools, resources of staff and book collection should weigh heavily in the decision, for once this type of service is started, it is most difficult to withdraw. It is imperative to work with the school librarians, the school principals, and the superintendent of schools in determining just how far the regional library will go to bring public library service onto the school grounds. Some school administrators and some librarians argue that it is all public money
HELEN S. GILBERT

which is being expended and that it makes little difference as to which agency pays for the service. Other librarians insist that their job is to give public library service and that it is up to the school administrators to provide good school libraries. Certainly where there are good school libraries, bookmobiles are used much more heavily and in a more discriminating manner by the children and the teachers.

Stewart W. Smith's article, "Potentialities and Capabilities of Bookmobiles for Library Service," in Library Trends, January 1961, provides well-reasoned arguments for bookmobile service at schools, and this should be read by all librarians planning bookmobile service. That entire issue of Library Trends is devoted to current trends in bookmobiles; in addition to the articles by Stewart Smith and Irwin Sexton, already mentioned, the issue covers such phases of bookmobile service as selection of the vehicle, personnel, budgeting costs, operation, publicity, and public relations. Recommended, too, is "Public Library Bookmobile Operation," by Mary Craig, with a helpful bibliography. This is a study comparing the bookmobile service of the Ft. Wayne and Allen County Public Library (Indiana) with current practices elsewhere.

The evaluation of the total book resources for the entire area to be served is vital. Undoubtedly with the addition of many new outlets of service it will be imperative to add more titles and a greater spread of titles, with more duplication. This should be set in motion as soon as possible so that books may be received and processed promptly and thus enable the extension of services to proceed as rapidly as possible. There is nothing more disappointing to a library patron than to have service begin with inadequate books for borrowing. Book purchases should not be made at random or just in quantity to fill up the shelves, but with the knowledge of where there are gaps in the total collection to be filled. Due notice should be taken of special collections in the system. Fluidity of the book collection is a most important factor and should be understood by all member libraries and officials at the very beginning. Ownership of books or property can be vested in the original libraries, but an intra-library loan system to make all resources available to any member library or any patron should be set up. Reference service should also be planned so that the patron in the farthest point geographically has access to the same service as does the one nearest the headquarters. Unless the new system is able to maintain a quality of service better than that previously available, patrons and librarians have every right to complain.

[372]
Planning New Service Outlets

One of the most difficult problems in integrating long-established libraries into a system involves this question of the fluid book collection. No longer can it be "my" library and "your" library; it must be "our" library. Library trustees and government officials, however, need to be reassured of permanent ownership if this poses a problem in the regional system. At the same time they must be made aware of the necessity for mutual trust in the lending of books and materials. However in the case of books or other materials which have been given to specific libraries with strings attached concerning their use, these limitations should be respected; if patrons need to consult this material, arrangement should be made for them to do so where they are housed. John Richards has written an excellent article on the fluidity of book loans.⁹

Thorough understanding of system policies by all library boards of trustees, supervisors, or other officials is an absolute must. If there are contracts, then the mutual obligations should be clearly understood. Ownership of property involved and its control should be made clear. Local fears and misconceptions can be reduced to a minimum and allayed if they are thoroughly discussed, e.g., fear of loss of local autonomy, the tenure of librarians and staffs in member libraries, the loss of control over book collections, and many other things that worry librarians and trustees of small libraries when they become part of a larger system. These are reasonable fears; they arise out of ignorance very often, but they are none the less real. The importance of making the total resources of all member libraries available to all people in the region should be stressed. This is often hardest for long-established libraries to accept, and it is here very often that the fear of losing their book collections which have been built over a long period of years becomes a big factor. Service to all parts of the regional area cannot be adequately given unless this fluidity of the book collection and materials is understood, and the idea accepted. This takes tact and diplomacy along with enthusiasm; it will not work if an arrogant approach is used. Ultimately this whole thing comes down to people and their relationships with each other. Hawthorne Daniel in his book, Public Libraries for Everyone, has this to say:

When new regional library plans are advanced it is most uncommon for opposition to arise among those who have played a part in the establishment or operation of such municipal libraries as may be affected. It is not unusual for such people to imagine that the new plan calls not only for the creation of a new and larger library entity but also

[ 373 ]
HELEN S. GILBERT

for the reduction or elimination of such libraries as already exist. Properly operated, of course, regional libraries are all but certain to strengthen and to increase the usefulness of such local libraries as are affected—even of long-established libraries with many loyal friends in the communities they serve. And, with broader opportunities for service, as well as with the more efficient and more economical methods that regional administration make possible, the integration of smaller units into the larger one is all but certain to benefit not only those portions of the region that formerly had inadequate library service or none at all, but also even such local and formerly independent libraries as had previously served their localities well.\(^\text{10}\)

In order to avoid later cries of anguish, it should also be stressed and understood throughout the entire system that there will be constant evaluation and revision of the services. Just because a branch has been set up in one area of the region does not necessarily mean that it will always be in that location. A branch or community library must justify its continuance by its use, and in the evaluation process, some criteria of optimum economic operation should be determined. Shifts in population may necessitate relocation. Then, if the branch does not measure up after every reasonable step has been taken to make the service vital and adapted to the particular area, the branch should be closed and consideration given to bookmobile or mail service. This evaluation also applies to bookmobile stops and should be done at least once every year. The very flexibility of the bookmobile service lends itself very readily to changes in schedule which will make optimum use very easy to attain. Economy of bookmobile service should not outweigh the necessity of a more permanent service by a branch; and when a bookmobile stop becomes too heavily used, then consideration should be given to establishing a branch or a community library.

Flexibility, in fact, is the key word in the operation of all phases of regional library service, whether it be in use of staff anywhere in the system as needed, fluidity of book collection, changes in service outlets and bookmobile schedules, or directive emphasis in the budget to enlarge or to expand service for maximum coverage and use. Because libraries have come late into the scramble for the tax dollar, their very survival may depend on the joining of their strengths in systems of libraries, not in a defensive manner but to fulfill the demands for their services in this age of increased educational opportunities for all people.

[374]
Planning New Service Outlets

References

2. Ibid., p. 1222.
4. Ibid., pp. 411-412.
Some Political Aspects of Operating a Multiple Governmental Unit Organization

ROBERT H. ROHLF

In the early development of public libraries in the United States the typical public library served only one political corporation, a city or a town. Under this singularity the librarian generally dealt with only one library board, and the library board dealt with only one city council. The more recent development in public library service has been the multi-unit library, that is, the district library, regional library, or multi-county library. Some libraries are all of these in one, depending on how the terms are defined, and as yet there is no nationally agreed-upon terminology.

This new form of library organization serving more than one city, town, township or county, or any combination, or even portions thereof, has given rise not only to new opportunities for library service, but also to new problems of administration and communication between library personnel and the governmental units and boards which pay for this library service. These problems, of course, are not uniform in all multi-unit libraries, but vary in degree and scope depending upon the legal basis of the library. The library which serves several local political units but with one consolidated board and with taxing powers of its own (some district libraries fit this pattern) has problems differing a great deal from a cooperative library system serving several local political units with a cooperative board but with no independent taxing power. Between these two extremes are found the majority of library systems which serve multiple units of local government. These are generally the multi-unit library with a separate board but no taxing power or the city library giving county service but again with no taxing power over the county.

The major problems in the political sphere concern the library which

The author is Director, Dakota-Scott Regional Library System, West St. Paul, Minnesota.
serves multiple governmental units, each with its own separate taxing authority, and where the library board must approach each of these taxing authorities individually and secure from each of them the same tax rate. Suppose that there is a library system serving several counties, and the system was created by contractual action of three separate county boards of commissioners, but with its own separate library board of nine trustees, three appointed by each county. This library board has full jurisdiction over the operation of the library system but does not have the power to levy a tax. The library board decides that to secure sufficient income to operate the library at a satisfactory level of service the library tax over the three-county area must be set at 1½ mills. In preliminary discussion with several county commissioners this level appears to be satisfactory to two of the three county boards which must legally levy the tax. The third board of commissioners, however, feels that this tax rate is too high and refuses to levy more than 1¼ mills.

What happens then? Do the two county boards proceed to levy 1½ mills allowing the third county to levy less? This is rather unlikely. Do the other two boards of commissioners meet with the hesitant board and insist that they go along with them and accede to the library board's request? This is also unlikely. Does the library board pressure this reluctant county or even threaten it if it does not go along? This is also unlikely. Rather, the odds are that the library board will meet with the reluctant county board, plead with it, cajole, state its case as well as possible, and then probably have to step back and renegotiate its budget at a lower tax rate. This process may be repeated each year, and the reluctant county of one year may not be the reluctant county of the next year. In fact, there is even some suspicion that the county boards take turns playing this reluctant role, so that the tax may be kept low and no one of them will be the villain every year.

The obvious answer to this problem is to keep in constant communication with the tax-levying county boards of commissioners, to meet with them frequently, to supply them with all the facts and figures possible all year long, and to build personal rapport with the commissioners. This is actually what the head of every library must do whether the library serves a single city or a dozen cities, but the difficulties which many libraries have with only one appropriating body are multiplied when dealing with more than one agency; and the increase is not arithmetic but geometric, for you have the relationship not just of a library board with each of three appropriating bodies,
but also the relationship of each of these bodies with each other. Who is to know what boundary road dispute lurks in the background, or what one commissioner did to another at the last state political convention, or who opposed whose candidate for Congress in the last election? Everything said here regarding county boards applies equally to city council relationships.

This matter of budgetary control is perhaps the most frustrating of all the problems of a multiple unit of library service. Every year one hesitant unit can cause great pressures on the library board. Every year each appropriating agency must be sold so completely that it in turn helps convince any reluctant agency if by no other means than by example. Every year there is the possibility of one recalcitrant board forcing all of the others to back down, or at least giving them the opportunity to do so. Every year there is the probability that the more budget-conscious counties or cities will prevail over the less stringent ones, and that the lowest denominator will constantly keep the average down. The other counties or political units served can always go ahead on their own and in effect form a new unit excluding the penny-pinching member, but this defeats the intent of the multi-unit library system. Furthermore, one appropriating unit may be reluctant one year, and another unit reluctant the next year.

Budgetary support is not the only major concern in a political context when dealing with multiple political units. The location of service outlets, and particularly of the headquarters library, has definite political overtones, particularly when a new library system is formed in an area hitherto without service, with only marginal service, or on the other hand with libraries of equal size already in operation. Historically the county seat has usually been the location of the county library headquarters, but in some regional libraries there are two, three, four or even more counties. Imagine the problems when an already existing library is not chosen as headquarters because time and geography have by-passed the town and another location is much more logical as a result of new roads or population shifts. Perhaps even more difficult is the situation of many multiple-unit library systems in suburban areas where the county seat is relatively meaningless as a center, or where old, established communities accustomed to controlling the area find themselves surrounded and outnumbered by new communities which have arisen virtually overnight.

Again the answers appear obvious. Libraries should be so located and the headquarters designated where they will serve the most peo-
Operating a Multiple Governmental Unit Organization

ple, most efficiently, and be most convenient for patrons to visit. These locations are easy to arrive at in theory, but the political aspects of locating service points cannot be overlooked nor brushed aside. They are factors which can be handled by careful action and persuasiveness, but they cannot be ignored or relegated to a minor position because a scientific survey of possible library locations was made. Consider the pressures of neighborhood groups, to which many municipal public libraries have been subjected, in regard to the location of branches, and then enlarge these problems to fit service areas measured in thousands of square miles and including independent cities and towns. The location of the headquarters or of community service points must be assessed scientifically—but the political repercussions must also be considered in the final decision. One approach often employed is to have communities vie for the privilege of having the headquarters or a major branch by requiring the communities to finance the buildings locally. This is not without its dangers and its disadvantages, however; the poorer communities need good library service too, and they also have a voice in the political councils.

Another political factor is the place of residence of library board members. Fortunately, this has not loomed large in the majority of instances, but it is nevertheless a factor which was considered in almost every system with which the present author is familiar. Most library systems serving more than one political unit have managed to obtain library boards whose members feel that they represent the area at large, not just their home town or even county. There are rare cases, however, when a board member makes every decision in the light of how it affects his home area, not the system or area at large. On the other hand, the appointing authorities usually judge a person's fitness to be a trustee as much by where he lives as by his potential competence as a board member. It is often difficult to persuade people that not every city or county must be equally represented or that appointments should be made apart from the political debts of the last election or from any sectional rivalry based on non-library issues. The appointment of library trustees is both a political opportunity and a possible political danger; and alert librarians must be ever aware of this political factor, often a geographic one in system libraries, when vacancies are filled on these multi-unit library boards.

Still another aspect of operating a library serving many political subdivisions is that of the relationships necessary with not just one school district but with several or even a score of different independent
school districts. To the children’s or young adult librarian who has dealt with only one school library supervisor in the past, the problems of dealing with several completely independent school libraries can be frustrating. While some districts may be cooperative and sympathetic, others will be very uncooperative. By the same token, the librarian must deal with not one planning commission, but perhaps a dozen; in fact, if the library is in a growing area he can easily become the planning expert. He will attend so many planning meetings that his language takes on the special vocabulary of the professional planner, and he can also become the informal, not always voluntary, coordinator of area-wide planning.

All these problems are not really so different in nature from those facing the municipal library, but in the case of the regional library they are complicated by the wide geographic spread, the potentially wide range of interest and cooperation, and the absence of any one source of authority or responsibility.

If the library adopts a formal salary scale, should it establish one scale, say for the clerical positions? How do you establish the scale if, as is likely, the local salaries vary from city to city or county to county? Or do you pay local salaries to match local scales, varying within your own library system? The implications of salaries are obvious to all boards and administrators, and many a system has had to exercise great care in this regard, particularly in an urban-rural area where clerical salary scales can vary greatly, and what is too low in one community is considered too high in another—at least in the opinion of the local politicians. Some political problems can actually become legal problems, as in the area of staff retirement plans. If there are several county plans or several city plans available, can the library participate in only one, and if so in which one? Does the regional library pay the employer’s contribution or do the participating political subdivisions?

The political aspects of library operation over wide geographical areas pose problems which at times can be very discouraging, but they also present opportunities for dynamic administration, flexible operation, and experimental programs. Many city library boards would welcome the opportunity to appear for budgetary hearings before another city council after their own council has been less than considerate of their request, particularly if the second council is a friendly one. It is in this sense that certain advantages can be seen in dealing with more than one budgetary authority. By the judicious selection of budgetary hearing dates, for example, those authorities most sympathetic to the library

[ 380 ]
Operating a Multiple Governmental Unit Organization

can be given the first opportunity to review the budget. With their approval secured, those less sympathetic can be approached and with each approval it becomes somewhat more difficult for the next authority to react negatively. Unusual demands on administrative skill arise in other connections.

The opportunities of using the strongest pro-library areas as levers against the less enthusiastic areas are numerous, but must not be abused. There is always the countervailing tendency of the lowest common denominator prevailing, and of library service never reaching the level it should because of too great subservience to the least sympathetic authority. A constant awareness must also be maintained by the library to make certain that the level of service is approximately the same in all areas and that those areas which present the greatest problem at budget time are not slighted, even subconsciously, when service standards are set. Library systems serving these large areas of differing governmental units need sufficient administrative staff to spend endless hours and days (and evenings) attending the multitude of meetings at which the library should be represented. Many city libraries decry the amount of staff time consumed in dealing with the city council, the school system, the planning commission and so forth, but the amount of time so consumed by their county cousins in attending such meetings in dozens of different communities is much greater. Yet it is in this personal contact, this keeping the library informed of community sentiment and in keeping the communities informed of the library's situation that the real political points are scored.

The public library serving more than one political unit is undoubtedly the library administrative form of the future. The form will vary from state to state depending upon state laws, and will often vary within each state depending on the organizational basis used and of the needs of the area. Whatever form these systems take they will place the library board in a more politically sensitive atmosphere than has been true of the traditional public library unit. The atmosphere will not be in most cases a partisan political one, but rather that of the political process as defined by Webster "... the formulation and administration of public policy usually by interaction between social groups and political institutions or between political leaderships and public opinion." The opportunities for such participation in the political process by the multiple-political-unit library are much greater than in the single-political-unit library.
<table>
<thead>
<tr>
<th>1. DATE OF FILING</th>
<th>2. TITLE OF PUBLICATION</th>
<th>3. FREQUENCY OF ISSUE</th>
</tr>
</thead>
<tbody>
<tr>
<td>September 21, 1964</td>
<td>Library Trends</td>
<td>Quarterly</td>
</tr>
</tbody>
</table>

4. LOCATION OF KNOWN OFFICE OF PUBLICATION
University of Illinois Graduate School of Library Science, Urbana, Illinois

5. LOCATION OF THE HEADQUARTERS OF GENERAL BUSINESS OFFICES OF THE PUBLISHERS
Publications Office, University of Illinois Graduate School of Library Science, 435 Library, Urbana, Illinois

6. NAMES AND ADDRESSES OF PUBLISHER, EDITOR, AND MANAGING EDITOR

<table>
<thead>
<tr>
<th>PUBLISHER</th>
<th>EDITOR</th>
</tr>
</thead>
<tbody>
<tr>
<td>University of Illinois Graduate School of Library Science</td>
<td>Herbert Goldhor</td>
</tr>
<tr>
<td>Urbana, Illinois</td>
<td>331 Library, University of Illinois</td>
</tr>
<tr>
<td></td>
<td>Graduate School of Library Science</td>
</tr>
<tr>
<td></td>
<td>Urbana, Illinois</td>
</tr>
</tbody>
</table>

MANAGING EDITOR
Herbert Goldhor, 331 Library, University of Illinois, Graduate School of Library Science, Urbana, Illinois

7. OWNER: University of Illinois Graduate School of Library Science, 435 Library, Urbana, Illinois

8. KNOWN BONDHOLDERS, MORTGAGEES, AND OTHER SECURITY HOLDERS OWNING OR HOLDING 1 PERCENT OR MORE OF TOTAL AMOUNTS OF BONDS, MORTGAGES, OR OTHER SECURITIES: None

I certify that the statements made by me above are correct and complete.

HERBERT GOLDFOR, Managing Editor
<table>
<thead>
<tr>
<th>Title</th>
<th>Editor</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>V. 1, N. 1 Current Trends in College and University Libraries</td>
<td>R. B. Downe</td>
<td>July 1952</td>
</tr>
<tr>
<td>Current Trends in School Libraries</td>
<td>Alice Lohrer</td>
<td>Jan. 1953</td>
</tr>
<tr>
<td>Current Trends in Public Libraries</td>
<td>Herbert Goldthor</td>
<td>April 1953</td>
</tr>
<tr>
<td>V. 2, N. 1 Current Trends in Libraries of the U. S. Government</td>
<td>Verner W. Clapp</td>
<td>July 1953</td>
</tr>
<tr>
<td>Current Trends in Cataloging and Classification</td>
<td>Scott Adams</td>
<td>Oct. 1953</td>
</tr>
<tr>
<td>Scientific Management in Libraries</td>
<td>Maurice F. Tauber</td>
<td>Jan. 1954</td>
</tr>
<tr>
<td>Availability of Library Research Materials</td>
<td>Ralph R. Shaw</td>
<td>April 1954</td>
</tr>
<tr>
<td>Services to Readers</td>
<td>Leslie W. Dunlap</td>
<td>Oct. 1954</td>
</tr>
<tr>
<td>Current Acquisitions Trends in American Libraries</td>
<td>Robert Voseper</td>
<td>April 1955</td>
</tr>
<tr>
<td>Special Materials and Services</td>
<td>Andrew H. Horn</td>
<td>Oct. 1955</td>
</tr>
<tr>
<td>Conservation of Library Materials</td>
<td>Maurice F. Tauber</td>
<td>Jan. 1956</td>
</tr>
<tr>
<td>State and Provincial Libraries in the United States and Canada</td>
<td>Paxton P. Price</td>
<td>April 1956</td>
</tr>
<tr>
<td>V. 5, N. 1 American Books Abroad</td>
<td>Dan Lacy</td>
<td>July 1956</td>
</tr>
<tr>
<td>Mechanization in Libraries</td>
<td>Charles Bolte</td>
<td>Oct. 1956</td>
</tr>
<tr>
<td>Peter B. Jensen</td>
<td>Arnold H. Trotter</td>
<td>Jan. 1957</td>
</tr>
<tr>
<td>Rare Books and Collections</td>
<td>R. W. G. Vail</td>
<td>April 1957</td>
</tr>
<tr>
<td>V. 6, N. 1 Current Trends in Circulation Services</td>
<td>Wayne S. Yanawine</td>
<td>July 1957</td>
</tr>
<tr>
<td>Research in Librarianship</td>
<td>A. A. L. S. Committee on Research</td>
<td>Oct. 1956</td>
</tr>
<tr>
<td>Building Library Resources Through Cooperation</td>
<td>Ralph T. Esterquest</td>
<td>Jan. 1958</td>
</tr>
<tr>
<td>Legal Aspects of Library Administration</td>
<td>John B. Kaiser</td>
<td>April 1958</td>
</tr>
<tr>
<td>V. 7, N. 1 Current Trends in Book Publishing</td>
<td>Franklin Schick</td>
<td>July 1958</td>
</tr>
<tr>
<td>Current Trends in Bibliography</td>
<td>Roy B. Stokes</td>
<td>April 1959</td>
</tr>
<tr>
<td>V. 8, N. 1 Current Trends in Adult Education</td>
<td>C. Walter Stone</td>
<td>July 1959</td>
</tr>
<tr>
<td>Current Trends in Newly Developing Countries</td>
<td>Wilfred J. Plumb</td>
<td>Oct. 1959</td>
</tr>
<tr>
<td>Photoduplication in Libraries</td>
<td>James E. Skipper</td>
<td>Jan. 1960</td>
</tr>
<tr>
<td>Music Libraries and Librarianship</td>
<td>Vincent Duelsies</td>
<td>April 1960</td>
</tr>
<tr>
<td>V. 9, N. 1 State Aid to Public Libraries</td>
<td>S. Janice Kee</td>
<td>July 1960</td>
</tr>
<tr>
<td>Current Trends in Antiquarian Books</td>
<td>Helmut Lehrmann-Haupt</td>
<td>April 1966</td>
</tr>
<tr>
<td>V. 10, N. 1 Future of Library Service: Demographic Aspects and Implications, Part I</td>
<td>Frank L. Schick</td>
<td>July 1961</td>
</tr>
<tr>
<td>Future of Library Service: Demographic Aspects and Implications, Part II</td>
<td>Frank L. Schick</td>
<td>Oct. 1961</td>
</tr>
<tr>
<td>Urban University Libraries</td>
<td>Lorena A. Garloch</td>
<td>April 1962</td>
</tr>
<tr>
<td>V. 11, N. 1 Library Boards</td>
<td>J. Aron Egan</td>
<td>July 1962</td>
</tr>
<tr>
<td>Bibliotherapy</td>
<td>Ruth M. Tews</td>
<td>Oct. 1962</td>
</tr>
<tr>
<td>Law Libraries</td>
<td>Bernta J. Davis</td>
<td>Jan. 1963</td>
</tr>
<tr>
<td>Financial Administration of Libraries</td>
<td>Ralph H. Parker</td>
<td>April 1963</td>
</tr>
<tr>
<td>V. 12, N. 1 Public Library Service to Children</td>
<td>Winifred C. Ludlow</td>
<td>July 1963</td>
</tr>
<tr>
<td>Education for Librarianship Abroad in Selected Countries</td>
<td>Harold Laneour</td>
<td>Oct. 1963</td>
</tr>
<tr>
<td>Current Trends in Reference Services</td>
<td>J. Clement Harrison</td>
<td>Jan. 1964</td>
</tr>
<tr>
<td>European University Libraries: Current Status and Developments</td>
<td>Robert Voseper</td>
<td>April 1964</td>
</tr>
<tr>
<td>V. 13, N. 1 Research Methods in Librarianship</td>
<td>Guy Garrison</td>
<td>July 1964</td>
</tr>
<tr>
<td>State and Local History in Libraries</td>
<td>Clyde Walton</td>
<td>Oct. 1964</td>
</tr>
</tbody>
</table>
Library Trends

Forthcoming numbers are as follows:


