

CHAPTER X

CONCLUSIONS AND RECOMMENDATIONS

THIS study has dealt especially with the demonstration libraries aided by the Julius Rosenwald Fund. At the same time, however, it has been concerned with the general library situation in the South in relation to the economic, social, and cultural background of the region. In order to bring into sharper focus the principal matters considered in the report, the purposes of this chapter will be to set forth certain conclusions which seem to follow from the main body of the study and to recommend policies and procedures for the future development of library facilities in the South.

At the outset it is important to note, by way of observation rather than criticism, certain circumstances incident to the adoption of the plan that probably have affected the demonstration for good or ill. The first of these is that the plan was rather hastily developed, and the details of its operation were not sufficiently well formulated to expedite evaluation of results upon the completion of the demonstration. The broad, general objectives of the plan were stated, but provision was not made for the collection of a body of data and for the maintenance of records of operation sufficiently extensive to provide material later for an adequate measurement of results. To the extent that data and records were limited, the detailed findings of the study are likewise limited.

Again, during the progress of the demonstration, slight provision was made for the co-operative study of problems common to several of the counties, such as the selection of books suitable for Negro service, the preparation of a manual of directions for the custodians of small collections, and the development of suggestions to teachers and custodians in small school libraries suitable to the conditions in the demonstration counties.

Furthermore, the lack of continuous direction on the part of the professional advisers to the Fund also precluded the accumulation and conservation of the important experience gained in the first

years of the demonstration. None of the original staff of advisers continued in this capacity for the five-year period.¹

Certain financial provisions of the plan have resulted in extensive inequalities in the proportion of aid received from the Fund by the different demonstration libraries. This was especially true in the case of the requirement made of the libraries already established that the Fund would match only the amounts of their budgets or appropriations which were in excess of their budgets of 1929 or 1930 when the plan went into effect. The libraries which were already making appropriations for service to schools, to Negroes, and to rural residents were at a particular disadvantage. In Mecklenburg and Coahoma counties, for example, where considerable progress had already been made in the direction of the objectives of the Fund, the local budgets were set at points which could not be maintained under the financial strain of the depression; and these counties were forced to drop out of participation under the original plan.

The counties selected for the demonstration were not typical of the average counties of the South in the particulars of population, wealth, and urbanization. Consequently, in so far as it was intended that the procedures followed in the demonstration should be easily applicable to average counties, the objective of the Fund has not been as completely realized as was desirable. While the county has proved to be a satisfactory unit in the case of the demonstration counties, it must be kept in mind that most of the participating counties rank relatively high in those essentials which make for the adequate support of county-wide services. Further preliminary study of what constitutes a successful unit of local administration would have shown that from one-half to three-fourths of the counties in the South, because of their low wealth and small size and population, were not suitable units for locally supported library service. It should be pointed out, however, that the officers of the Fund acted largely on the advice of professional librarians, who at the time advocated generally the extension of library service through the county as the most effective operating unit.

¹ Dr. S. L. Smith, director of the southern office of the Julius Rosenwald Fund for almost twenty years, has been in active charge of the library demonstrations only during the closing years.

In contrast with these weaknesses in the general plan, it should be emphasized that the objectives set up for the demonstration represent important principles, and their acceptance by the eleven counties marks a distinct advance in the progress of library extension in the South. The objectives were: (1) a unified county-wide administration under the direction of a professionally trained librarian; (2) equal service to white and Negro and urban and rural residents, suited to the needs of each group; (3) a minimum annual income of approximately 50 cents per capita of the total population; and (4) at the end of the demonstration period, continuation of library service on a level at least as high as that maintained during the period in which aid was received from the Fund.

The importance of the financial aid which the Rosenwald Fund has supplied in carrying out the demonstration can scarcely be estimated. Library service in the South has not yet been able to win general public support on an adequate scale. Many of the relatively weak and ineffective libraries in the region have not been able to maintain a service which commends itself to greatly increased local financial support, so that strong or vociferous general demand for effective service is largely lacking. Elevation of local standards to the point where a service of generally recognized social value can be maintained must frequently come by means of outside stimulation. The rôle which foundations have played in promoting public health in the South and the part which they have taken in the development of educational and cultural resources of the region by means of special grants or matching funds have been of the greatest significance. This has been particularly true of the rôle played by the Rosenwald Fund in this instance. The very remarkable development of county library service which has taken place in England during the past decade, for which the counties have now assumed financial responsibility, has been effected largely in this way. The results achieved in all of these cases have been so significant that the more general provision of matching or stimulating funds for library purposes should commend itself, not only to foundations, but particularly to state governments in the South as well.

CONCLUSIONS

The library is one of many public services. Considered alone, its meaning and significance are limited; it must be described and evaluated as one of a group of socialized, co-operative services deriving its objectives from, and adapting its program to, the general cultural milieu of which it is a part. Viewed in this light, the public library is much more than a mere collector and purveyor of printed materials. It is an active agent for assembling accumulated knowledge so that it may be applied to the solution of many of the pressing problems of society.

Southern background.—In chapter i certain distinguishing features of the southern background were pointed out: the climate and soil particularly suited to the cultivation of cotton and tobacco; the vicious system of tenancy under which much of the land is cultivated; the low wealth and annual income; the high proportion of children in the total population; the racial problem, involving certain dual systems of public services; and, finally, provision of educational and cultural services which are below standards typical of other sections of the country.

In the light of this setting in which the public library functions, the writers conclude that southern libraries have placed too great emphasis on the "literary" aspects of the library and too little on its function as an agency for the conveyance, through print, of ideas which are applicable to everyday living. Seemingly, too much emphasis has been placed on the library as a preserver of historical records and too little on its responsibility for providing materials applicable to the agricultural, industrial, and social needs of the region. This point of view implies that librarians should be especially aware of the economic and social problems of the area, and that the library as a public service should take an active part in providing materials essential to its social and economic, as well as its cultural, well-being.

Aid from foundations.—For a number of years, philanthropic individuals and foundations have interested themselves in promoting certain activities in the South which have contributed greatly to its general development. Of these, the benefactions of Andrew Car-

negie and the Carnegie Corporation for library buildings and for the training of librarians, the health work of the Rockefeller Foundation, and the work in the field of education of the General Education Board, the Jeanes Foundation, the Peabody Fund, and the Rosenwald Fund should be particularly mentioned. Until within the past decade, however, the grants received from these foundations by libraries were, with comparatively few exceptions, made as parts of the programs of public schools or institutions of higher education, or for the purpose of erecting special library buildings. The initiation of a general county library program, with financial assistance from the Rosenwald Fund, represents an important extension of the field of interest of foundations in the development of the South. It may be concluded from this action that the public library is recognized as an important potential agency for the improvement of general educational and social conditions.

State responsibility.—The ability to gain profit and enjoyment from reading was once limited to a comparatively small proportion of the population. Together with the numerous changes which have characterized the development of American social institutions has come a change in the conception of the responsibility of the state for providing reading material. Although the power to charter public libraries has resided in the state almost from the inception of the American commonwealths, the responsibility for organizing and financing libraries has usually been left to local governments or to associations organized among private citizens. Recent trends in government have been toward consolidation of small units for the administration of certain governmental functions and centralization in the state for others. A variety of social changes has been responsible for these trends, and library service is one of the functions of government in which the drift toward assumption of increasing responsibility by the state is evident.

The data presented in the main body of this report seem to indicate that the population and wealth of most of the counties in the South are not large enough to support adequate library service entirely out of local funds. Furthermore, certain types of library service, such as providing rare books and facilities for research in specialized fields, are too costly to permit large duplication within

the state, so that a single agency might well be charged with responsibility for their provision. These and other factors indicate that the state should assume increasing responsibility for library service to schools, to the general adult population, and to the independent scholar. State participation and responsibility will naturally vary considerably in different areas, depending on the financial resources available, the provisions already made, and the general educational program. The conclusion seems inescapable, however, that increasing state participation is necessary for the development of adequate library service to the majority of the population of the South.

Library legislation.—The legal authority under which the demonstration libraries are organized is variously derived from the provisions of city and special charters; general municipal, county, and state legislation; and special legislation. No southern state has a well-rounded body of library legislation which can serve as a basis for the development of an adequate system of public and school libraries, such as is provided by California or is suggested by Joeckel in his provisions for a regional library law.² The presence of favorable legislation on the statute books will not only encourage the establishment of libraries but will also indicate the general pattern in which they may be successfully developed. It is therefore important that the general library legislation be broad and comprehensive in its provisions, so that the development over a period of years will be continuous, orderly, and well rounded, and will require little necessity for special legislation.

Among the desirable provisions of a general public library law are: (1) a strong state library agency with broad responsibilities for fostering library development in the state, co-ordinating the activities of all related agencies in so far as they involve library service, rendering specialized library service to other governmental departments, and administering state and federal aid for library surveys, extension, and support; (2) state certification of professional library workers under a system of graded service; (3) authority to local governments for the establishment and support of libraries with provisions for service by contract or by the combination of counties or other units into a regional system; and (4) financial aid from the

² C. B. Joeckel, *The Government of the American Public Library*, p. 324.

state for the support of local, regional, or other library service essential to the economic, social, and cultural well-being of all the residents of the state.

Favorable school legislation has been an important factor in library development. Among the provisions which have proved valuable are standards for library service in schools of various types, specific appropriations for library service on a per pupil or teacher basis, certification of school librarians, state aid for purchasing books, and optional service by contract with public libraries.

Library boards.—Authority for the administration of libraries is delegated by law to library boards in most of the demonstration counties. In only one does the librarian serve directly under the county governing body. Members of the boards are usually drawn from professional, proprietor, manager, and executive groups, with relatively slight representation from rural areas and less favored economic groups. While it has been easily possible for the counties to select board members of the highest integrity, it has been more difficult, on account of the general lag in library development in the South, to secure in every instance persons whose understanding of the broad social possibilities of the library and of the means of realizing them through book resources, trained staff, and other library facilities is as extensive as might be desired.

Internal administration.—The demonstration libraries have followed no fixed pattern in matters of internal administration. In a few of the libraries, the number of separate departments other than those made necessary by separate service to two races is excessively large. This is particularly the case with departments which administer separate collections of books. Experience in areas with small branches and stations in the South and elsewhere indicates the desirability of maintaining the book collection in as few large units as possible, with periodic changes of the book stocks in the branches and emphasis on special requests for materials to be drawn from the main collections. Special requests for materials to supplement the relatively small collections of many of the branches and stations have not received sufficient emphasis in most of the demonstration counties.

Salaries for members of public library staffs tend to be low. The

majority of staff members who receive as much as \$1,250 annually hold both college and professional library degrees. Only 3 of the 69 white assistants were reported as receiving as much as \$1,250 in 1934, while no member of Negro staffs received a salary as high as that figure. Graded service and definite salary schedules with annual increments are not typical of the libraries of the demonstration counties or of the libraries of the South generally. If the library is to draw capable and professionally trained young people into its service, compensation should be more adequate and definite provision should be made in salary schedules for definite increments in pay.

Although no factual evidence bearing on this point is presented in this report, the writers believe that southern libraries will make more rapid progress and render broader service if they will keep the number of departments relatively small, if they will place them under the direction of well-paid persons of outstanding ability and training, and if they will make sharp distinctions between the salaries of professional workers and those performing subprofessional and clerical tasks. Libraries that are too small to distinguish between grades of service should consider the possibility of organizing co-operative services for some professional tasks, such as cataloging and classification. The state agency might undertake this service. The important principle involved here is to place departmental responsibility on persons of sound training and ability, to compensate them adequately, and to delegate less exacting activities to persons of subprofessional and clerical ability who receive remuneration in accord with the service they render.

Use of the library.—Students and housewives constitute the two groups of the population which make the greatest use of the library, as indicated by special records kept for limited periods in nine of the demonstration libraries. In proportion to their numbers in both population and library registration, juveniles make greater use of the library than adults. This is not surprising, as reading and study constitute the major activities of persons in school.

Students excluded, females exceeded males in the use of the library during the experimental period by more than two to one. The range in employed males per thousand who withdrew books

from the library was from sixty for white men employed in the professions to one for Negro men engaged in mining. From these data it is apparent that the objective set up by the libraries of *equal service to all* is difficult of attainment and can be achieved, if at all, only by careful analysis of the population and special effort to meet the needs of the various groups in each service area.

Approximately two-thirds of the books withdrawn from the libraries are fiction, and the highest rate of turnover occurs in the fiction stock. The average circulation per volume is higher for the juvenile than for the adult collection.

As far as types of material are concerned, there appear to be only minor differences in the books withdrawn from the library by whites and Negroes. The proportion of non-fiction withdrawn by Negroes is typically greater than that withdrawn by whites, and the proportion of juvenile books is larger for the former group than for the latter. For the fairly large part of the population of the South which has not had access to extensive general collections of books, there is a distinct need for simply written books useful in practical everyday life.

Reading from all sources.—The limited data available indicate that the supply of reading material in rural homes is generally small in amount and limited in type, and that in the homes of Negroes the supply and variety are smaller than in those of whites. Special reports of reading done by approximately 7,500 persons in the demonstration counties indicate that the library and school supply slightly more than one-half of the books reported, one-eighth of the magazines, and from 4 to 5 per cent of the newspapers. The proportions vary slightly for whites and Negroes.

By far the greatest part of the book-reading reported by the libraries was in the field of fiction. Approximately one-half of the juvenile fiction read was included in the book lists which were assumed to indicate quality, and an additional 9 per cent consisted of titles of similar quality which did not appear in the lists. Listed and similar titles composed almost 80 per cent of the juvenile fiction secured from the library and the school, but only one-third of that secured from all other sources. Slightly less than one-half of the adult fiction consisted of titles included in the standard lists or judged substantial

or good modern fiction on other bases. According to the qualitative classifications used, the adult fiction secured from the school ranks highest, with that from the library ranking lower, but higher than that from homes, bookstores, and other sources.

The types of magazines in which reading was reported most frequently are those which lead in national circulation, namely, the inexpensive (20 cents or less) women's magazines and the 5-cent weeklies. Others ranking high in popularity include news weeklies, juvenile, 10-cent and 25-cent monthly fiction and non-fiction, religious, and farm periodicals. The number of daily newspapers read exceeded the weeklies and semi-weeklies by about six to one.

In the total number of books, magazines, and newspapers reported as having been read, the individual totals for the three classes of materials are remarkably similar. A definite shift in the reading pattern of younger students, on the one hand, and of high-school students and adults, on the other, is to be noted. The younger students read proportionately more books than magazines and newspapers, whereas the high-school students and adults do the opposite. Wide differences in the reading reported by whites and Negroes are not apparent. Among the consistent differences are larger proportions of non-fiction and juvenile books read by Negroes.

Unified, county-wide system.—In areas outside the South where county library development has been strongest, notably in California, in New Jersey, and in England, a unified administration of library service for the entire county is not typical. The majority of large cities in these three areas maintain libraries independently of the county libraries which exist. The English report of 1927³ discouraged cities of less than 20,000 inhabitants from maintaining separate libraries and urged them to join the county library, which it considered well fitted for specializing in service to less densely populated areas. Provision is made in both California and New Jersey for cities to become a part of the county library system, and in the former state a large number of school districts turn their library funds over to the county library for administration. Although there is this separation in the actual administration of large

³ *Report on Public Libraries in England and Wales*, by the Public Libraries Committee of the Board of Education (London: His Majesty's Stationary Office, 1927).

city and county libraries, very close co-operation between them is secured in California and New Jersey through the state library extension agency and in England through regional libraries and the National Central Library.

It has been pointed out in chapters i and vii that conditions in the South which may affect library service are in many respects not similar to those of other sections. Factors which strongly indicate the desirability of a unified library system for city and county libraries in the South are the low wealth and income for the support of service, the statutory requirement of separate facilities for whites and Negroes, the small size and population of a large number of the counties, and the relatively large percentages of children and country-dwellers in the population. These and other factors indicate the strong probability that adequate library service cannot be developed for most of the South if separate systems are organized for cities and rural areas, for whites and Negroes, and for schools.

Rural service.—The entire resources of printed materials in the demonstration libraries are available to rural residents on the same terms as to residents of the cities in which the main libraries are located. Seemingly, this might be considered as indicating that rural residents actually enjoy equal service. Accessibility, however, is one of the most important factors conditioning the amount and type of reading persons engage in. For this reason, the system of branches and stations in the rural area and the degree to which it makes accessible the kind of books which the residents wish to read constitute an important and difficult phase of rural service.

Schools, homes, places of business, and the book truck are the most frequently employed agencies for book distribution in the rural areas of the demonstration counties. Needless to say, the book collections of these agencies are relatively small, and they are frequently in charge of untrained custodians who can give little effective advice of the readers' advisory type now provided by many cities. Reference collections are generally small or entirely lacking. The service which the rural reader actually has immediately accessible is therefore less complete than that offered at the main urban library. In this respect, it seems unlikely that rural service can be brought up to the same standards as those which prevail in the urban areas.

Effective rural service, however, does not require the duplication of the resources of the main library in the rural branches. Elements essential to render it effective are a well-planned system of local branches and stations, frequent exchange of collections from the broad general collection of the main library, local custodians with sufficient training and interest to make requests upon the main library for the special needs of readers, and maintenance of contacts leading to service with the various organized rural groups. Direct circulation from the book truck is particularly adaptable to meeting these needs, except for the short and infrequent nature of its visits. The combination of local stations, exchange of collections by motor, and direct circulation from the truck, supplemented by the use of postal facilities for unusual demands, therefore offers the maximum possibilities for service under existing rural conditions in the South.

All of the demonstration libraries use these methods in varying degrees. Lack of sufficient funds is chiefly responsible for the failure to develop rural service to its fullest possibilities. Circulation from school stations is relatively inexpensive, and these agencies have been used more than any other type in the rural areas. In the three Tennessee counties—Hamilton, Shelby, and Knox—circulation per capita in the rural population is equal to or larger than that for urban residents. In Hamilton County, the figure was approximately four times as large in 1934. Registration is less frequently required for the use of rural stations, but in Hamilton and Knox counties these figures are larger for rural than for urban residents. Partly because of the lack of complete registration, circulation per registered borrower is higher in most of the counties for the rural than for the urban users. The proportion of books withdrawn by students is also typically larger in rural than in urban areas.

Under existing conditions improvement in rural service can probably be achieved by providing simple training and manuals of direction for custodians, by placing greater emphasis on special requests, and by devoting more attention to the systematic exchange of the books in the main collection among the rural stations.

Service to Negroes.—Many of the public services available to Negroes in the South are inferior to those for whites. Schools for Negroes are notably inferior; this difference is illustrated graphically

by the expenditure per student for schools shown in chapter i. If similar data were available for libraries in the South, the differences would no doubt be even more marked. Library service for urban Negroes had been provided in the larger cities in the demonstration counties and in Coahoma County before the co-operative program was planned. This service, however, was very inadequately developed and has had to be built up from little or no beginnings.

Approximately 10,000 volumes constitute the largest book collection for service to Negroes in any of the demonstration counties. The per capita figures range from 0.07 to 0.55 volumes. No one of the counties has an adequate book collection for this service, and in a few cases both the library quarters and the book collections are in poor physical condition. Although the service is greatly superior to that which was available prior to the beginning of the demonstration, in most of the counties it should be materially improved. In one of the counties which has developed a well-organized service, the per capita circulation to the Negro population alone is as high as that of the combined white and Negro circulation in four other counties.

The progress which has been made under favorable conditions leads to the conclusion that intelligently planned and executed library service has much to offer for the improvement of the economic, educational, and cultural status of the Negro, and that the facilities for this service should be expanded so as to bring its benefits to increasingly large numbers.

Service to schools.—This report has given considerable attention to library service to schools. This was done for several reasons: the Fund envisaged a co-operative service between library and school; persons of school age make up the largest proportion of users of public libraries; schools furnish the largest number of outlets for the public library's distribution of books; school codes and accrediting agencies usually require the provision of library facilities; and the percentage of persons of school age is larger in the South than in any other section of the country. This special emphasis on service to schools is not intended to detract from the importance of general and specialized services to adults. It is intended, however, to emphasize the belief that in many parts of the South the improvement of the educational program by means of wide reading and the conse-

quent formation of critical points of view is fundamental to the development of an effective, socially significant, and lifelong library service to adults. The school is thus an important and necessary aid in the achievement by the public library of its broad objectives. Consequently, southern librarians should use their best intelligence in working and planning with southern schoolmen to increase the effectiveness of both institutions.

All of these points of view were entertained by officers of the Fund in deciding on the objective of co-operative service by the public library and the school. The data of the study, supplemented by observations made during visits to libraries and schools both in the South and in other sections of the United States, point to the soundness of the objective. The degree to which the principle has been put into practice varies considerably in the demonstration counties. While service to schools is an important activity in each of the eleven counties, the administration, support, and co-ordination of the program with that of the school vary widely. The organization for school service in three of the counties which are rendering effective service has been described in chapter vii. Service in these counties is based on definite agreements or contracts between the two parties involved, with administrative and financial responsibility clearly defined. In most of the counties which do not have contracts or working agreements with the school boards, the library receives no funds from this source, and the service consists largely of books for recreational reading. Coahoma County is one of the exceptions to this general condition, as the library supplies both reference collections and supplementary material to many of the schools.

In order to secure the greatest advantage from the pooling of the resources of the library and the school, greater emphasis should be placed by the schools on the *use* of books and less upon their *ownership*. Present school regulations emphasize too largely the provision of a specified number of books per pupil, without placing equal stress on the effective use of books both in and out of the schoolroom. Naturally, books cannot be used unless they are available. On the other hand, availability does not require that all of the books used by a given school be owned by it or stored in it throughout the entire calendar year.

The advantages to be secured by schools by pooling their book supplies in a central library are numerous, particularly if funds are limited. In this way, the library is enabled to maintain a large central collection from which each school may draw books as they are needed. Certain reference materials, such as encyclopedias and dictionaries, which are required in varying quantities by elementary and high schools, will ordinarily be placed in the school permanently. Elimination of duplication of titles in individual school libraries makes it possible to build up a large central collection with a relatively high turnover. In addition, as old titles wear out more rapidly at a higher rate of turnover, new titles may be substituted from time to time, thus keeping the collection abreast of changes in the curriculum and in methods of teaching, and also supplying new books for recreational reading. As books are returned to the central library, they may be repaired and kept in good physical condition. In addition to supplying books, the central library, through its technical staff, can assist schools in providing library materials essential to curriculum revision, prepare bibliographies and reading lists, supply material for special occasions, and distribute other teaching aids such as charts, maps, globes, slides, and pictures in the same way that books are distributed.

It should be emphasized that service of the type outlined in the foregoing paragraphs is greatly needed in southern schools and that it can be secured less expensively through co-operation than through individual action. By combining their resources with those of the public library under the administration of a staff trained and equipped for the work, many of the schools will be able to increase the number of books available for recreational reading during the year at least fourfold, and to provide much, if not all, of the reference and other curricular service described.

The action of the Southern Association of Colleges and Secondary Schools in raising library standards for member-schools has been most potent in emphasizing the importance of the library in formal educational processes in the South. The revision of standards now under way should lead to further improvement by stressing qualitative, rather than quantitative, requirements.

Income.—The amount of income recommended by the Fund for

the support of the library in each demonstration county was 50 cents per capita. The American Library Association recommends \$1.00 per capita as a minimum figure in its standards for adequate service. The lower figure was fixed for the South in recognition of the fact that most libraries throughout the country do not achieve the standard suggested by the American Library Association, and that per capita wealth and salary scales are lower than those typical of other sections of the United States. It is undoubtedly true that the comparatively limited service usually rendered in rural areas is less expensive than the more complete service given in the cities.

The chief sources of income for the libraries as a group are the city and county governments, the Rosenwald Fund, and boards of education. Considerable range is represented in the percentage of funds which each library has received from the sources mentioned. In general, the libraries in the largest cities, such as those in Hamilton, Knox, Shelby, and Mecklenburg counties, have received the largest part of their incomes from the city governments, and only relatively small portions from other sources; this group gives rural service primarily by contract. The libraries of the county library group, as represented by Charleston, Richland, and Davidson counties and Webster Parish, receive the larger parts of their income from the county governments and from the Rosenwald Fund. The libraries which were relatively new enterprises, and therefore had most of their income matched by the Fund, receive the largest portions of their total revenue from this source.

The library of Walker County is the only one which has received a significantly large part of its income from the state. In this instance the library participated in the state aid fund for school libraries administered by the State Department of Education.

Most of the libraries in the group have experienced substantial reductions in total income during the five-year period. Consequently, they have had to carry out the demonstration planned for in boom years during a period of profound depression. Some of the losses sustained are being restored in the appropriations for 1935, but they were so severe in three of the counties that the income dropped below the level required by the Fund, with the result that the assistance of the Fund was withdrawn and service had to be cur-

tailed. The restoration has been such, however, that only one of the counties failed to receive aid in 1934.

A library, like many other institutions or businesses, requires a steady income in order to operate at its highest efficiency. Commitments for salaries and other current operating expenses exclusive of books make up approximately 75-80 per cent of the budget. If the amount of anticipated income cannot be determined with reasonable accuracy early in the year, the librarian and board are forced to delay the purchase of books until such time as this information is available. Such action not only delays new books from reaching the public but also seriously disturbs the normal work schedule of those professional members of the staff who are charged with ordering, classifying, and cataloging books. If the anticipated income is not realized, the loss is generally reflected in the reduced purchase of books. Depleted income over a period of years, with failure to replace worn-out books, as well as inability to secure important new publications, therefore has a progressively deleterious effect on the book resources of a library and seriously limits the service which it can render.

A final factor in determining the amount of income required by a library in maintaining service is the kind of service demanded. Service of high quality costs more than inferior service. In asking for additional income, the library should make its needs known to the public in terms of the services which additional funds will purchase. If the majority of the public understands the nature of the additional services sought and seriously desires them, the democratic form of government under which it operates usually makes it possible for it to have its will.

Expenditures.—The items for which a public library expends the largest proportions of its annual income are salaries and books. The amount of these items varies with such factors as the size of the professional staff, the number of persons served, the size of the book collections, the kinds of service provided, and so on. In the eleven libraries over the four or five years of the demonstration period, 50.82 per cent of the expenditures have been for salaries, 34.33 per cent for books, periodicals, and bindings, and 14.85 per cent for other purposes.

Incompleteness of records and accounting procedures maintained by the demonstration libraries makes it impossible to determine expenditures for certain items and services concerning which information would be desirable. This situation is due in large part to the absence of accepted practices in measurement and cost accounting in the library field. In comparing expenditures for direct circulation from the book truck with those of circulation from local stations, for example, it is necessary to allocate certain expenditures which are incurred indirectly by both types of service, such as general administration, acquisition and preparation of books, insurance, and repair and binding. In order to make accurate studies of comparative costs, these and other relevant items should be included.

As a control on expenditures, financial statements, including estimated expenditures for the year, expenditures to date, and balances remaining for each of the chief items of the budget, should be regularly prepared by the librarian and presented to the board of trustees of the library. Expenditures should be carefully checked against anticipated and actual income for the corresponding periods. Because of differences in accounting procedure, variations in amount and type of service, changes in policy due to the effects of the depression, and other variable factors, the figures on expenditure per volume circulated fail to show any consistent trend. In fact, the variations in some cases are so great that the only tenable conclusion that can be reached is that the figures are not reliable for comparisons either for different years in the same system or for different systems taking part in the demonstration.

Co-operation of all agencies.—In setting up the demonstration program, the Fund sought to emphasize co-operation not only between the library and the school but between the library and other public agencies interested in the advancement of the South. In visiting the various counties, the writers made special effort to determine the extent to which the libraries served such agencies as the farm and home demonstration service, the public health department, organizations of professional workers, such as medical or legal associations, federal classes for adults, recreational agencies, and the like. Most agencies of this character make rather extensive use of printed materials, but in only a relatively few cases was the library

actively co-operating with these organizations either by distributing their printed resources or by supplementing such materials with additional facilities. Book clubs, garden clubs, and like organizations engaged in special study of literary, historical, artistic, or other similar subjects were generally and adequately served. The lack of co-operation with the public agencies noted may be attributed to two facts: the agencies have not been aware that the library could assist them, and the library has usually lacked sufficient funds to place such service on an adequate basis. The social significance of the library, however, could be greatly increased if the contacts between it and these agencies were closer.

Another type of co-operation which might prove particularly desirable and strengthen the service of individual libraries, such as those in the demonstration counties, is that which might be developed among agencies serving areas larger than those of local libraries, particularly state agencies such as the state library, the library commission, the department of history and archives, the state institutions of higher education, and the various extension activities carried on under their supervision. In most of the southern states, many of these agencies carry on some library activities but without a well-conceived plan of co-operation which would result in the elimination of duplication of some materials and the provision of others of significance to the economic, social, and cultural well-being of the South which at present are unavailable.

The possibilities of developing such a co-ordinated library service in some southern state which would result in the strengthening of all libraries and would assure every serious student of being able to secure desired library materials—a co-ordinated service modeled somewhat on the plan of the National Central Library in England—furnish the basis for interesting speculation. In North Carolina, for example, some of the agencies engaged in providing library service or reading and research materials for various groups are: the North Carolina Library Commission, the State Library, the Historical Commission, the Institute for Government, the libraries and extension divisions of the three branches of the state university, the departments of education, agriculture, and public health, the libraries of public and private colleges and universities, the libraries of ele-

mentary and secondary schools, the various public and institutional libraries throughout the state, the Adult Education Association, the various state-wide organizations such as the Federated Women's Clubs, the parent-teacher associations, the American Association of University Women, the state library association, and many others. All of these organizations, by committing themselves to positive co-operation with respect to library service, could, with a comparatively small amount of aid from the state or other source, materially advance the programs of all.

The libraries of the state university and Duke University have already developed union catalogs of their collections and have entered into agreements regarding certain fields of specialization for the purchase of library materials and the interchange of books and facilities necessary for research. For many years there has been a working understanding between the library commission and the Library Extension Service of the state university concerning service to study clubs. This principle might be extended to include all of the interested groups of the state.

With such a program of library co-ordination functioning through the library commission or the state university, a union catalog of library holdings in the state might be compiled, fields of specialization for the various co-operative agencies might be indicated, special reference and research services might be provided for individuals and groups, and the serious limitations of library service due to insufficient income and other restricting forces generally operative in the South could be largely overcome. The point to be stressed here is the desirability of shifting emphasis from the possession and preservation of materials, many of which already exist in the state, to their multiplication and utilization.

Development of library service in new areas.—One of the implied objectives of the Fund in making the demonstrations possible was the stimulation of library development in new areas. Beyond the fact that county service has been begun, either through contracts with existing libraries or through new organizations in a number of counties in the South since the inauguration of the demonstration, this report presents no specific data on the degree of success achieved in this important particular.

Data concerning the demonstration libraries themselves, however, have been widely circulated. It has become generally known throughout the South that \$500,000 have been devoted to the stimulation of county library service; that 114,237 additional whites and 140,459 Negroes have been brought within the service area; that the total circulation within the area increased from 1,292,664 in 1928-29 (the year before the demonstration began) to 6,137,256 in 1933-34. Librarians of the demonstration libraries have explained the character of their county-wide service to many inquiring visitors from other counties and states. They have disseminated this information through exhibits, demonstrations, book trucks, participation in institutes and conferences throughout the South and through library and educational publications which have been widely distributed. While it is very difficult to measure such an intangible thing as influence, the demonstration has made vivid and concrete the idea of county-wide service sustained at a high level of efficiency, and has contributed greatly to the general thinking of the South about libraries.

Concrete expression has been given to the thought on this subject by state planning committees in the South and by Joeckel in his *Government of the American Public Library*.⁴ Among the important factors to be considered in planning for the establishment of new libraries are: (1) the number of people to be served; (2) the character of service desired; (3) the sources and amount of income available; (4) the possibility of co-operation with schools; (5) the presence of a well-organized library in the area from which contractual service can be secured or to which the new area can be joined; (6) the provisions concerning library extension embodied in the state library law; (7) the transportation facilities and trade center of the area; and (8) the assistance which can be furnished by the state library agency through the loan or gift of books or other services.

Three other observations can be made here:

1. Where possible, extension from an established library is desirable. The experience of the Tennessee counties taking part in the demonstration evidences the ease and effectiveness of this method.

⁴ Chap. ix, "Larger Units of Library Service."

2. If the same kind of service provided for patrons in thickly populated urban areas is provided for patrons in remote and sparsely settled rural areas, the cost of service will necessarily be higher for the latter than for the former. But more limited service to rural areas in the South costs less than city service, and for the following reasons: (a) expensive reference service demanded by the city is not extensively required by rural residents; (b) charges for rent and custodial care are lower; (c) few magazines and newspapers are provided; (d) and service through book truck, teachers, and direct borrowing from the city library by rural residents are comparatively inexpensive.

3. It is better for the library in the small community to unite with the city, county, or regional library than to attempt to carry on independently. The vested rights of the small library need not be lost, and distinct advantages are to be gained by having larger resources of current books and reference materials to draw upon.

In view of these general considerations, therefore, it seems likely that much of the extension of library service in the South should be carried out by contracts with established libraries, both city and county, by union of several counties to form a more favorable unit, or, as in the case of schools in some states, by using the state as a unit. Present trends⁵ are in the direction of the state as a unit, with regional centers, local branches, and automobile and mail delivery to small schools and sparsely settled sections. The action taken by the Illinois general assembly of 1935 in appropriating \$600,000 for the purchase of books by Illinois public libraries is illustrative.

Other studies and demonstrations.—This study has been limited in scope and has therefore not been able to give a number of the problems incident to library extension and administration in the South the consideration they deserve. Four of these require specific mention:

1. The first is the problem of knowing, with reasonable exactness, what services of different types to city patrons, rural patrons, schools, etc., cost when rendered by different types of agencies such as the central library, city and rural branches and stations, schools,

⁵ See Joeckel, *op. cit.*, and the *Report of the Tennessee Educational Commission*, Part II, "Recommendations Affecting Public Education in Tennessee" (1934).

and book truck. The costs arrived at through this study are not broken down sufficiently to give this fundamental information.

2. The second has to do with income from taxation and its relation to the area and population to be served. Except for schools, the South has usually been slow to tax itself for social services, and for a very patent reason. Real estate and personal property have borne the main burden of taxation in most of the states concerned. The amount of revenue which these can produce is obviously limited, however desirable it may be to provide other public services. The inability of some local school districts to support schools which meet minimum state standards has led to the provision of state equalization funds and other forms of state aid for schools. Studies should be made in the various states of the ability of local governments to support adequate libraries, and these factual studies should be made the basis for any changes that the data may indicate as desirable.

3. The third is the problem of providing reading materials suited to the needs and reading abilities of the region. Gray⁶ has determined scientifically that only approximately 50 per cent of American adults possess a reading ability typical of that of pupils in the seventh grade. In the South the percentage is even lower.

4. The fourth is the problem of providing a convincing statement, based on well-attested facts, concerning the measurable values resulting from reading. Far too little is known specifically of the effect which the use of library materials produces in promoting instruction in schools, in shaping attitudes of children, and in influencing the conduct and behavior of people generally in socially significant ways.

The solution of these problems may well call for further demonstrations under more carefully controlled conditions and for a series of studies that will get at the heart of matters which could not be brought within the range of this report.

RECOMMENDATIONS

Recommendations growing out of this study are divided into three sections—those relating to the co-operation of interested

⁶ W. S. Gray and Bernice Leary, *What Makes a Book Readable* (Chicago: University of Chicago Press, 1935), p. 87.

agencies throughout the southern region, those most applicable to the programs of individual southern states, and those relating to the administration of individual libraries.

*The southern region.*⁷—The South has definitely advanced in the development of library service since the meeting at Signal Mountain in 1926. In order that this advance may be continued and the library as an institution may contribute more extensively to the well-being of the South, the following recommendations are proposed:

1. The bibliographical resources of the region and resources for research are limited. Materials in both of these fields should be greatly extended through understandings on the part of libraries as to the special subjects they propose to develop, and their use should be facilitated by the wide extension of interlibrary loans. The plans of the Southern Committee on Resources for Research⁸ should be resolutely carried forward and extended to embrace all of the libraries of the area.

2. The South possesses unusually extensive natural resources but lacks many of the materials and much of the equipment required in developing them. In so far as resources for research in agriculture, electrical and mining engineering, and industry are lacking for this purpose, the libraries of southern institutions of higher education should furnish them.

3. Books which will meet the needs of adults of limited reading ability should be acquired in greater numbers. The high rate of illiteracy, the large proportion of children in the total population, and the general lack of familiarity of many of the residents of the region with library resources should also be given consideration in the formulation of policies for purchasing books for public and school libraries.

4. Excellence of library schools is of the greatest importance to the region. Consequently, in order to insure library personnel of high competency only such institutions as are adequately staffed

⁷ See also Louis R. Wilson, "The Rôle of the Library in Higher Education," *School and Society*, XLII, No. 1079 (August 31, 1935), 273-82; and "New Objectives for Southern Libraries," *Bulletin of the American Library Association*, XXVIII, No. 12 (December, 1934), 845-57.

⁸ "Summary of Information on Southern Research Libraries," compiled by the American Library Association, Committee on Resources of Southern Libraries, 1935 (mimeographed).

and equipped should be encouraged to give instruction in library science. In a few of the schools connected with institutions having strong graduate departments, advanced courses should be offered with the primary objectives of examining the status and function of the library in the changing social and economic patterns of the South, and of familiarizing students with the techniques of investigation appropriate to the solution of library problems peculiar to the South. Emphasis upon the training of Negro librarians should be increased and the interest of Negro educators and sociologists should be sought in the solution of problems incident to this phase of library development. Fellowships and scholarships should be provided for all of these purposes.

5. Other departments, schools, and research institutes of southern colleges and universities should participate in the study of library and related problems. This is particularly desirable on the part of departments of education, psychology, sociology, economics, agriculture, and political science. Librarians and members of library school staffs should be sufficiently acquainted with the methods and techniques of research to organize, evaluate, and criticize studies proposed in the library field.

6. The potential and actual usefulness of the library should be made a matter of wider common knowledge, and the group of persons interested in library development should be enlarged by every legitimate means. More effective service to groups interested in all phases of general social and economic advancement, talks before groups having other professional and recreational interests, and a more extensive and effective use of publicity are recommended.

7. Library workers should maintain close contacts with other professional groups which have supervisory and regulatory control of library activities in order that full consideration may be given to professional library points of view. The study of high-school library standards now under way under the auspices of the Southern Association of Colleges and Secondary Schools and similar regional accrediting agencies is illustrative.

8. Many problems in the library field require further study. Among those related to the present study the following may be mentioned: the distribution of library resources for investigation and

research; the cost and effectiveness of separately organized services for school and community, and of combined or contractual service; the cost and effectiveness of service through various types of rural branches and stations and the bookmobile; the preparation and provision of simply written books relating to daily affairs and of books especially suited for service to Negroes; the effectiveness of the library as an agency for the education of adults; the effect of reading on conduct, attitudes, and emotional patterns; and the minimal population, area, and income bases for the support of library service of various types.

9. Demonstrations have proved to be effective means of promoting various forms of library service. A demonstration which would unite all the library agencies in a given state in a co-ordinated service, such as that perfected in England through the co-operation of city, county, regional, and institutional libraries and the National Central Library, is highly desirable. The United States as a whole is too large for such an experiment; but a state in which many of the agencies already exist which are required for such a demonstration should form an admirable unit for such an undertaking. The financial assistance required in compiling the necessary union catalogs or finding lists and in effecting other initial arrangements, which no single library or agency could supply, might well be furnished through state appropriation or funds from other sources.

The individual states.—Library development in the southern states varies considerably, both as to the lines along which progress has been made and the degrees of effectiveness which have been achieved. Interpretation of these recommendations must therefore be made in the light of the progress which has been made in the individual states.

1. State-wide studies of library resources and service should be made as a basis for the development of long-term library plans. Library planning should be an integral part of general state planning studies and reports.

2. The addition of state library extension agencies where they are now lacking and the strengthening of those now existing are recommended. In some states, efficiency of administration would be greatly enhanced by consolidation of library functions that are now

performed by several unrelated departments into a single strong state agency. Until state-wide library programs are generally developed, the state extension agency will furnish practically the only public library service available to many rural residents. With the development of a state-wide system, the administrative direction of the central agency, whether library commission, state library, or library division of the state department of education, with its lending collection and many professional services, should become increasingly important.

3. In order to secure greater effectiveness in the use of library materials in schools, state departments of education are urged to give constant attention to the improvement of standards for elementary, junior high, and high-school libraries, to provide school library supervisors, and to increase the per pupil or per teacher allotments for the support of school libraries. The supervisor of school libraries should not only serve as a field agent but should be concerned with all matters of curriculum revision, preparation of book lists, approval of purchases of materials for school libraries, formulation and administration of standards and procedures for library service, and the training and certification of school librarians.

4. The provision of an adequate state fund for assisting in the purchase of new books by school libraries is recommended. Such a fund should not only enable school libraries to purchase more books but, through the direction of the school library supervisor, should result in the improvement of the quality of books selected for libraries and schools without professionally trained workers. Rural and village schools particularly need this help.

5. State aid for public libraries is also recommended. Financial assistance should be a part of the state's general program of library service. The state service should be organized and administered in such a way that all parts of the state are served through local or regional libraries and that by means of its co-ordinating and supervising functions it can unite the several legally unrelated libraries in a fairly effective state-wide system.

6. Closer co-ordination and integration of the library with related public services, such as state departments of education, institutions of higher education, agricultural extension agencies, and so on, is

suggested. Interdepartmental conferences of librarians and heads of other state and local governmental departments for the purpose of working out co-ordinated programs would contribute to the effectiveness of the library and all the publicly supported co-operating agencies.

7. New library legislation is needed. Some of the provisions indicated as desirable in such legislation are: a strong, well-financed library agency in each state; permissive provisions for the combination of political units; service to schools; state certification of professional workers; and local support supplemented by a state distributive fund. School legislation should require a specified minimum provision of library facilities, professional training for school library certificates, definite appropriations for the support of the library, and optional provision for contract service with public libraries. If provision has not been made in the legislation of the state for regional libraries and the co-ordination and unification of libraries through a state-wide system, such provision should be incorporated in it.

8. Institutions engaged in the training of teachers have a twofold responsibility to the school library: They should formulate their instruction in such way that the classroom teacher will know what library materials are required in achieving the objectives of the school and how to teach their pupils the effective use of such materials. They should also provide instruction for the school principal and superintendent which emphasizes, from an administrative point of view, the functions of the library in the school and the financial and other support which it should receive in order to carry out these functions effectively. Institutions training school librarians should require their students to have an extensive knowledge of the school curriculum and of modern methods of instruction.

9. Three unusually significant library conferences⁹ have been held in recent years at Chapel Hill, North Carolina, Clemson College, South Carolina, and Memphis, Tennessee. Their significance can be

⁹ Report of Conference of Southern Leaders, Chapel Hill, North Carolina, in *American Library Extension News Notes*, No. 15 (May, 1933); *Proceedings of the Citizens' Conference of Library Needs of South Carolina* (Clemson College Library, 1934); proceedings of the Memphis meeting unpublished.

attributed largely to two facts. They were devoted chiefly to the careful consideration of plans relating to the extension of library service in the state or region, and they included representatives from fields other than that of the library who could participate understandingly and stimulatingly in the discussions. Such meetings should be held more frequently; and librarians should, whenever possible, present before other groups the ideals and services of the library.

The local libraries.—Progress in the local libraries represents uneven stages of development. Many of the practices here recommended are now being followed in one or more of the demonstration libraries, while others have been observed in county libraries outside the southern area.

1. The general objectives of each library should be stated in writing, and these should be broken down into specific objectives for each of the more important functions or types of service. The specific aims should be stated as objectively as possible, so that they may furnish a frame of reference for a library in evaluating its services.

2. Closer co-operation with local organizations is desirable, particularly with those engaged in rendering public services. Contacts looking toward effective service should be maintained with other public officers, such as farm and home demonstration agents, members of the staffs engaged in health and educational work, the social service agencies, and the various civic and cultural organizations. A directory, maintained by the library, of public services and their staffs and of all types of clubs and associations in the area, will be found of great value.

3. Development of specialized school library service is needed. In some of the demonstration counties service to schools has taken the form of an extension of the public library to the school rather than the development of a specialized service designed to meet the special needs of the school. Desirable features of such service include: assistance through at least one member of the public library staff trained in the techniques of the school in the organization and supervision of library materials for the school; co-operation with teachers

in the study of the curriculum looking to its enrichment by the introduction of extensive reading and illustrative materials; instruction of pupils in the use of the public library and provision of registration cards for post-school use; and the provision of professional journals and books for teachers.

4. Improvement of service to Negroes should be stressed. Negro service represents to most of the libraries a relatively new and very inadequately developed type of service. Interest among Negroes should be cultivated and stimulated in every way possible. Recommendations include the provision of more books, improvement in physical condition of many of the branches, training of custodians through the county-training or high schools and the county-wide meetings of custodians, and the provision of an extension or field worker for Negroes.

5. An organized effort to improve the general quality of reading seems to be indicated. Progress has been made along this line both in the schools and in summer reading programs. Attention should be given in planning the school reading program for high-school students who are unable to continue higher study, so as to provide an introduction to a broader and more varied type of reading than that generally required for admission to college.

6. A desirable extension of service would be the provision of a member of the staff to co-operate with groups engaged in formal and informal adult educational activities and to maintain relationships with all organizations through which the library may increase its usefulness to the community.

7. Higher salaries, based on definite standards of training and service, are recommended. This implies, in many cases, more professional training based on a broad general education, and a sharper distinction between professional and clerical tasks. Efficiency in clerical and subprofessional work should not warrant promotion to professional positions unless accompanied by general education and professional training.

8. Effort should be made to increase the effectiveness of the library to the community through the development of lively interests in special subjects and community activities by the library's

personnel. Stimulation by the children's department of the interest of parents in the purchase of suitable books for their children is illustrative.

9. Inasmuch as untrained custodians will probably be the rule in rural stations and schools for some time, development of manuals of instruction for custodians, teacher-librarians, and student-assistants should improve the service of untrained personnel. A manual should include such material as simple rules for the general conduct of the library, explanations of the system of classification and use of the catalog, instruction in answering simple reference questions, descriptions of permanent records and the necessity of accuracy in keeping them, and references to some of the most important professional aids and tools. This service should be statewide and might well be performed by the state library agency in co-operation with the state supervisor of school libraries.

10. Periodic library news-notes have demonstrated their value. A mimeographed library bulletin, giving reports of stations and branches, notes on new books, items of interest to booklovers, schedules of lectures and extension classes in the community, and the like, is recommended. Where the school system maintains a regular bulletin for teachers, the librarian should see that notes on new books and library activities are regularly furnished the editor. One number of the library's publication should include the annual report of the library.

11. For counties having county libraries but without contractual school library service, the pooling of school library funds with the county library is urged. More books can be placed at the disposal of schools, particularly elementary schools, and greater efficiency in their use can be secured in this way, than through purchase and administration by each school individually. A large, active, and varied collection, with a high circulation to the various schools, can be built up in this way. The schools should stress efficient service from a trained staff and a book collection nicely adjusted to instructional and recreational needs, rather than the number of books owned.

12. For counties without public libraries, it is recommended that city and county superintendents of schools secure the services of

professionally trained librarians to organize and administer libraries for the schools, pooling all of the book resources in large, well-selected collections. It should be kept constantly in mind by school administrators that both curricular and recreational materials can be multiplied three- or fourfold in this way as a result of frequent exchanges from the central collection. The ultimate objective might well be to develop a county library by broadening the service to include all of the population.