

type adopted by any of the states. Under the California law the county library is a department of the county, and the librarian reports to the board of supervisors in the same way that other county appointive officers do. Other provisions of the law are: establishment by vote of the board of supervisors, special library tax fixed by the board, provision for contract service with other counties, contract for service to school districts, permissive operation of the county law library and the teachers' professional library by the county, supervision by the state librarian, and certification of county librarians by the State Board of Library Examiners.

General county-library laws.—In 1935, all but two states outside New England had laws relating to county libraries. Of the seven southern states in which demonstration libraries are located, Mississippi alone has no general county-library law, although the board of supervisors (the county governing authority) is authorized to make appropriations to existing libraries within the county.

The Alabama law³ provides for establishment of the county library by vote of the county commissioners, the county governing authority. The government and supervision is vested in a county library board, which "shall consist of the probate judge, as chairman, and the county superintendent of education, both ex-officio, and three others to be elected by the above named county authorities."⁴ The county library board has "full authority and power" in the conduct of the library, although its use of public funds is limited to money appropriated to the board. The length of term of the five library board members is not definitely specified, although the two ex officio members are elected to their political offices for terms of four years each.

State legislation passed in 1926 provides for parish and municipal libraries in Louisiana. The parish governing authority, the police jury, may establish a parish library by passing an ordinance to that effect. The permissive power becomes mandatory "when not less

³ *Alabama School Code*, 1927, Art. XX, secs. 399-401.

⁴ In counties where a public library is already established in the largest city of the county, a county library board shall not be appointed, but the county library shall be administered by the governing board of such free public library on terms agreed upon between the county authorities and the said city library.

than 25 per cent of the duly qualified property taxpayers resident in such parish shall petition the governing authority thereof to establish such a public library." The general legislation also makes it possible for two or more parishes to unite for library purposes, or for joint action by a parish and a municipality, or for the parish to contract with some other library. Public support may be by appropriation or by a special library tax. A vote on a special tax may be taken at the initiative of the police jury but *shall* be taken when not less than 25 per cent of the duly qualified property taxpayers resident in the parish shall submit a petition requesting such a vote. The library board of control consists of five members selected by the police jury and one or more ex officio members—the president of the police jury and the mayor of a municipality which contributes to the support of the parish library.

The North Carolina general legislation in regard to county and municipal libraries was passed in 1927 and amended in 1933. On petition of 10 per cent of the registered voters, an election must be called on the question of the establishment of a free public library. If a majority of qualified voters are in the affirmative, the library shall be established and a special tax collected for its maintenance. The legislation as amended in 1933 provides for the establishment of the library without vote on petition of qualified voters. The governing authority of the county selects six library trustees from the citizens at large for terms of six years each. The trustees have "exclusive control of the expenditure of all moneys" and "the supervision, care, and custody of the rooms or buildings."

General legislation providing for county, township, and municipal libraries in South Carolina was provided under the code of 1922. The provisions for the establishment of the library are similar to those previously listed for North Carolina, except that an election is mandatory on the petition of 25 per cent of the qualified voters. The five library trustees are selected by the county board of education, and hold office for two, four, six, eight, and ten years, respectively. The amount of the tax levy, not exceeding 2 mills, is determined by the library trustees.

Of the four demonstration libraries in the Carolinas, the one in Davidson County, North Carolina, is the only one that is organized

under the general legislation outlined in the preceding paragraphs. The Charlotte Public Library (Mecklenburg County, North Carolina) secured a charter of incorporation from the state in 1891, and the Charleston Free Library was chartered in 1930. The Richland County Library now operates under a special law passed in 1934.

General legislation providing for county libraries was passed in Tennessee by the legislature of 1929. The county court is empowered to establish a county free library or to contract for library service, using therefor funds raised by taxes levied for county purposes, or the proceeds of a special library tax of not more than one mill on the dollar. The county library board consists of seven members appointed by the county court for terms of three years each. The board is empowered "to direct all the affairs of such county library." Provision is made for service by contract with an existing library within the county or with another county which may have a free county library.

The three demonstration libraries in Tennessee were established long before the county library legislation was placed on the statute books. Cossitt Library in Memphis (Shelby County) was incorporated by the state in 1888. Lawson McGhee Library in Knoxville (Knox County) derives its legal authority from the city charter, and the Chattanooga Public Library (Hamilton County) was established under the general municipal legislation of 1897. Service to the portions of the three counties outside the municipalities is based on the County Library Law of 1929, which states that library service is "declared to be a county purpose."

The general county library law of Texas was passed in 1925. The commissioners court, the governing authority of the county, is empowered to establish a free county library or to provide service by contract with a city library, with another county library, or jointly with two or more counties. Income for the library is provided by appropriation of the commissioners court from the general tax fund of the county, not to exceed 5 cents per \$100. This general county library law does not provide for a special library board, but the librarian serves directly under the board of supervisors. The Gates Memorial Library, in Port Arthur, and the Tyrrell Public Library, in Beaumont, were established by city ordinance under authority of the law governing municipal corporations.

In each of the demonstration states the general library legislation is in need of revision. This revision should aim at a comprehensive, well-rounded legal provision for all types of library service, with optional and permissive features, so that the need for special legislation would be reduced to a minimum.

SKETCHES OF INDIVIDUAL LIBRARIES: COUNTY LIBRARIES

The Walker County Library.—Legal provisions of the Alabama School Code⁵ have had a strong influence in determining the lines of development of library service, especially in the rural areas. Library service to schools may be provided by the individual schools, by circulating libraries established by the county board of education, or by free public libraries. A fund is provided by the State Department of Education for matching, dollar for dollar, money appropriated by the trustees of individual schools and the county board of education for the purchase of books. The library boards of the individual schools are composed of the county superintendent of education and the trustees of the school.

Mr. J. Alex Moore came to Walker County in 1913 as principal of the county high school. In 1920 he became county superintendent of education. During the following year he greatly improved school conditions in the county. He began a teachers' professional library, and took advantage of the matching provisions of the state law to provide funds for the purchase of a large number of supplementary books. The circulating library of books in the office of the superintendent of education had several thousand volumes at the time the Walker County Library was opened.

The free circulation of books throughout the county to both teachers and pupils laid the foundation for the public library, as it accustomed both teachers and pupils to the use and care of books as public property.⁶ The superintendent of education was the leading advocate for the establishment of a county library, and he spoke before various groups throughout the county. Women's organizations, several of which have regular programs of reading and study, were among the active supporters of the movement to establish the

⁵ *Alabama School Code, 1927, Art. XX, secs. 390-402.*

⁶ Willie Fagan Calkins, "The Walker County Library" (unpublished Master's thesis, University of Alabama, 1934).

library. The Thursday Study Club had begun a collection of books for circulation among its own members. This collection of several hundred books was later turned over to the county library.

The Walker County Library was legally established on June 30, 1930, and was opened for general circulation on June 8, 1931. A system of branches was rapidly developed, with stations located in schools, homes, and the business districts of the larger communities. The main library is located in a home which has been remodeled for library purposes. The main branch for Negro service was first located in a vacant store building, and later moved to the Walker County Training School, where it occupies quarters fairly convenient to the adult Negro population of Jasper. The library operates a truck for the distribution of books to the rural stations.

Several difficulties encountered in the administration of this library should be noted. The first is concerned with the distribution of books. In 1930, 87 per cent of the population of the county was rural, and approximately 40 per cent of the males ten years old and over engaged in gainful occupations were employed in the extraction of minerals. The large proportion of rural population and the wretched housing conditions characteristic of many mining sections frequently make the location of community stations a difficult matter. This is particularly true for rural stations for Negroes where the population is so sparse that no community center is large enough to reach a significant number of residents. Part of this difficulty has been overcome by the encouragement of school pupils to take books home to their parents. Service to rural Negroes is largely through the schools. The librarian of the main Negro branch formerly used her own car to visit the school branches in the county, but an arrangement has recently been made for using the book truck one day each week for service to all the Negro schools.

A second difficulty has been largely financial. The only public funds appropriated to the library during its first three or four years came from the county board of education. In 1933 this appropriation was sharply cut. Later in the year, following a bitter political struggle in the county election, the library appropriation was entirely withdrawn, and the library closed for approximately five months. A hostile ex officio member of the library board was defeated in the

election; and when the new board took office in the fall the appropriation to the library was renewed. In the fall of 1933 the county commissioners voted funds to the library. Another cause of unpleasantness was the necessity, on the part of the library board, of suing the chairman of the county commission and securing a writ of mandamus compelling the payment of this appropriation to the library.

A further local difficulty relates to the personnel. Before the library was a year old it had had three librarians. A fourth librarian began serving in that capacity on November 1, 1933. This break in the administration of the library has hampered the systematic development of a well-rounded library program.

Strikes in the coal mines in 1933 and 1934 led to unsettled economic and social conditions. The state militia was called into the county to preserve order. The uneasiness of this situation added to the disadvantages under which the library worked in its opening years. However, during the period of great unemployment incident to the strike and later closing of many of the coal mines, the value of the library and its generous supply of free books was frequently commented upon.

Legal provision which makes the selection of three members of the library board subject to appointment by the two ex officio officers is of questionable value, as it sometimes tends to draw the library into local political difficulties. The close contact with the county board of education may seem undesirable for some library systems. In Alabama, however, the county is the typical unit of school administration, and many superintendents have already taken advantage of the legal provision which makes it possible to have a circulating library in the office of the superintendent of schools. This library furnishes the logical basis for the development of a county system, serving both school pupils and adults. Present legislation sets \$5,000 as the maximum figure which can be appropriated for library service by the county, except in Jefferson County, which includes the metropolitan city of Birmingham.

In many counties in the South the school library provides the major book resources in the rural districts. It therefore seems likely that the development of the county library as it has taken place in

Walker County is typical of that which may be expected in a number of other counties in the South, especially in Alabama.⁷

Webster Parish Library.—The Webster Parish Library was established by order of the police jury, the parish governing authority, on June 4, 1929. The enabling ordinance stipulated that the city of Minden and the Webster Parish School Board should share in the financial support of the library. Webster Parish is more than 80 per cent rural, and 58 per cent rural-farm. The school system is parish-wide, and for a number of years has had the advantage of a forceful administrator.⁸ He, perhaps more than any other one person, was responsible for the organization of the parish library. There were no libraries in the parish at the time of the organization of the parish system, and no bookstore nearer than Shreveport, thirty miles away. The Louisiana Library Commission had made loans to individuals within the parish.

The main library in Minden was opened approximately six weeks after work at the headquarters branch had begun. This was possible because the Louisiana Library Commission made an indefinite loan of books ready for circulation. By the end of the first year twenty branches had been established, nine of these being for Negroes. During this period several individuals and a number of community organizations⁹ made gifts to the library. Parent-teacher associations in several rural communities gave funds to be spent primarily in purchasing books for their local branches. In the Evergreen School a large number of students brought cotton from their homes, which was baled and sold and the proceeds given to the library fund.

The plan of distribution of books throughout the parish is based largely on co-operation with the school system.¹⁰ Consolidation of rural schools has been a policy of the parish board for a number of

⁷ See chap. vii, pp. 163-64, for further discussion of this point.

⁸ For a description of the parish-wide school organization, see E. S. Richardson, "More Efficient Machinery for Rural Schools," *Rural School Board Magazine*, I, No. 1 (May, 1928), 17-19.

⁹ For a description of the state program of community organizations, see Mary W. Mims, *The Awakening Community* (New York: Macmillan Co., 1932).

¹⁰ For a more detailed description, see Mary W. Harris, "Co-operation of the County Library with Schools," *Peabody Journal of Education*, VIII, No. 2 (September, 1930), 90-93.

years. There are only ten schools for whites throughout the parish, the largest being in the city of Minden. Schools for Negroes number thirty-four, as against the former number of eighty-five. Twenty-five of the Negro school buildings have been partly financed by gifts from the Rosenwald Fund. Approximately 65 per cent of the school children are transported to the consolidated schools. Close co-operation with the parish school system offers, in addition to the increased financial support, location for branches which serve the entire parish.

Three of the high schools, including one for Negroes, now have full-time school librarians. Custodians of many of the local branches during the academic year are teachers in the schools. Since the teacher-librarians in most cases do not live in the community during the summer vacation, local residents are usually placed in charge and a number of the libraries are moved to quarters outside of the school for the vacation period.

Service to Negroes, both adult and school, centers in the parish training school. A library building was erected with the aid of funds given by the Rosenwald Fund, the General Education Board, and the Slater Fund, with all the labor and some of the incidental expense furnished by local Negroes. This is the only building in the parish erected for library purposes. A majority of the teachers in the thirty-three rural schools have been educated in the parish training school.¹¹ A course in library training, with credit toward graduation, is offered by the librarian of this branch. In appointing graduates to teaching positions in the parish, those with library training are placed in the twelve schools which have library branches. Supervision of the service to Negroes, under the direction of the parish librarian, is in charge of a capable Negro man. He has been able to bring to many of the vocational, recreational, and cultural activities of his people the knowledge and stimulation which make possible a higher grade of living.

The difficulty of this library has been largely financial—the loss of funds in two bank failures, and the reduction of appropriations from the city of Minden and from the parish board of education in

¹¹ For further information on the work of the Negro schools see an article by E. S. Richardson, "The Jeanes Supervising Teacher—a Potent Force in Negro Education," *The Nation's Schools*, V, No. 4 (April, 1930), 24-31.

1933. Since loss of funds from local sources was accompanied by decreases in the appropriation from the Rosenwald Fund, the situation in 1933 was critical for the library. It was rendered more acute by the effects of a tornado which took a toll of twenty-eight lives, left approximately five hundred families homeless, and did property damage estimated at about one-third of a million dollars. A serious flood in the summer of the same year tended to increase the sentiment for reduction of all governmental expenditures. When there was some question as to the ability of the library board to finance the library for the remainder of the year, special emergency appropriations were received from the Carnegie Corporation and the State Library Commission. The following year local appropriations were restored to approximately their original level, so that the future of the library was fairly assured.

One of the advantages the parish library has had is the strong backing of the State Library Commission.¹² The secretary of the Commission recommended the parish librarian and has always been available for advice and counsel. In addition to the indefinite loan of 2,000 books in the beginning of the library demonstration, the Commission lends each year a considerable number of books on special request. Books requested include expensive non-fiction titles on specialized subjects not held by the local library, and a general interlibrary loan service which supplements the relatively small collection of the parish library.

Close co-operation between the school system and the parish library has resulted in a vast improvement in the library service to the schools, particularly in the rural communities. In the first year of the co-operative program, the parish superintendent felt that the schools were not getting sufficient service in return for the appropriation made by the parish board of education. Part of this difficulty was due to the fact that the school authorities were not aware of the time and effort necessary in ordering and preparing books for the school libraries. Some of the principals felt that the library activities of the teacher-librarians should be supervised by the principals rather than by the parish librarian. Early misunderstandings

¹² For a description of the organization and the work of the Commission for five years, see League of Library Commissions, *Report on the Louisiana Library Demonstration* (New York, 1931).

have gradually been removed, and the co-ordinated system now seems to work to the best advantage of both the library and the school.¹³

Some disadvantages of the close co-operation with the schools should be noted. When the community branches are located in the schools, adults in some cases seem reluctant to go to the school during the regular school hours. Teacher-librarians are frequently not familiar with the resources of the book collection of the main library, so that persons wishing help in selecting books, especially adults, get relatively little assistance. (This difficulty is general in rural stations in most of the parishes and is not confined to service by teacher-custodians.) The teacher-librarians, in most cases, are not residents of the parish, so that they must be replaced for the summer vacation. During this period the school trucks do not operate, so that those who reside several miles away from the community branches have no convenient service. In one such community, in the summer of 1934, a group of boys and girls agreed with the owner of one of the school trucks to work in the fields in exchange for Saturday-afternoon transportation to the branch library.

The library has been extremely fortunate in having the same capable administration from the beginning of its organization. The turnover in the personnel of the headquarters staff has been extremely small. The pressing need of the library is for greater financial support. Some of this will no doubt come from within the parish; but state aid, in the form of either an annual grant or a gift of books, is very much needed.

Davidson County Public Library.—In March, 1933, the Women's Club of Lexington, North Carolina, served luncheon to the Rotary Club, conducted a "white" sale in the afternoon, and served an oyster supper at night, from which a sum of \$90 was raised. Ten dollars was added to the amount, and it was set aside to serve as the beginning of a library fund. In December of the same year, when the town and county agreed to pay a part of the rent for two rooms, it was decided to open a small circulating library. Service was to be to members only, who were to pay a fee of \$2.00 per year.

When the General Federation of Women's Clubs incorporated the

¹³ Cf. E. S. Richardson, "Book Service Free to All," *Bulletin of the American Library Association*, XXVII, No. 5 (May, 1933), 212-17.

public library movement in its program of projects, the county library idea was given considerable impetus in Davidson County. In 1928 a concerted drive was organized; and most of the clubs and organized groups in Lexington and Thomasville, cities of approximately ten thousand population each, and throughout the county, voted approval of the county library organization. The two city councils and the county commissioners voted appropriations; a board was appointed early in August; and the doors of the county library were opened to the public on October 23, 1928.

Most of the first year was spent in opening the two city branches. Satisfactory quarters were difficult to secure, and sufficient funds were not available for thoroughly remodeling the quarters selected. The Thomasville branch was first placed in one of the school buildings. Twelve hundred and fifty books were available for the first year's service. The small collection and a staff of only two people made it impractical to attempt rural service. Since one-third of the 48,000 people in the county lived in the two cities, this was a good beginning for the first year. Only 11 per cent of the entire population of the county is Negro, and no service was attempted to this group the first year.

In May of 1929 the Rosenwald Fund made an appropriation of \$20,000 for the library, to be expended over a period of five years, with the usual provisions of matching funds from the local sources. It was agreed that \$5,000 should represent the minimum budget, and amounts above this minimum would be matched by the Rosenwald Fund. Income for the library was approximately doubled, and in the first two years more than \$11,500 was expended for books. In the fall of 1929 a book truck was put into service for direct circulation, with stops at rural schools and community stations. Home and store stations were added; and branches for Negroes were opened in the two cities, where the majority of the Negro population lives.

The year 1932 was a difficult one for the library. A change in the personnel of the county commission made that body less favorable to the appropriations for the library. When the support from the commission was withdrawn, the budget of the library fell below the \$5,000 minimum provided in the agreement with the Fund, and the

aid of the latter organization was withdrawn. As a consequence, service was reduced considerably, and the size of the staff decreased. After the withdrawal of financial support by the county, a large number of individuals rallied to the support of the library, and more than \$2,000 was raised by contributions. During the period of financial difficulty the board of county commissioners forced the resignation of the librarian by making the appropriation to the library contingent upon the employment of a person residing in the state. In 1933 the county appropriation was restored; and the following year the Fund renewed the contract with the county library, thus assuring the continuance of the library program with increased interest and financial support.

The library service to schools consists largely of books for recreational reading. No special agreements or contracts are in force between the library and schools, and the boards of education make no contribution to the county library for school service.

The library board is appointed by the county commission, and by general agreement two members are appointed from each of the two urban places and two from the rural section of the county. Four of the six members serving in 1934 have been on the board since its organization. The appropriation from the county is made under the provision of the general library law which makes it possible for a county to contribute to an established library; that is, the library was not organized under the provision requiring petition of 25 per cent of the qualified voters. This situation may have led at times to a feeling on the part of county commissioners and disgruntled taxpayers that the county appropriation was a gift which could be discontinued at will.

Richland County Library.—Richland County, South Carolina, had a population of 87,667 in 1930. Of this total, approximately 55,000 live in Columbia, the capital of the state. The Negro population is slightly less than half of the total but is proportionally larger in the rural section than in the city. What is now the Richland County Public Library originated in 1896 when the Columbia Library Association was chartered. A small membership fee was charged, but those who could not pay the fee were not denied service. The number who made use of the library was relatively small, however, as

there were only 620 members in 1922. In 1924 a small appropriation was secured from the city, and use was made free to all. The Community Chest also made an annual appropriation during this period. In 1927 the county collected an insurance policy of approximately \$30,000 on a bridge which had been burned. Since the structure was to be replaced by the State Highway Department, the county delegation was persuaded to turn over the proceeds of the insurance to the library, where it was used as a reserve fund to increase the annual library budget.

In 1930 the Rosenwald Fund appropriated \$75,000 to the Columbia Library Association for the five-year county library demonstration. In developing its program the library secured larger quarters, to which an addition was built to house the county service. The county department, with its own collection, circulates books from the book truck at school and community stations, as well as from deposit stations in schools and homes. The deposits in schools consist largely of books for recreational reading. Although books are added to the collections of the rural high schools, this service still fails to provide anything like a satisfactory high-school library. A school librarian, on the staff of the county library, is in charge of service to several of the elementary and junior high schools in the city of Columbia. Additions are made to the school collections, and the service of a librarian from the main library is provided one or two days per week. The Columbia High School and one of the junior high schools have full-time school librarians, but they have no official connection of any kind with the public library. Although some of the schools in both the city and county school systems receive special library service, neither board of education makes any contribution to the budget of the county library.

A branch for Negroes serves as a center for urban service, and from this book collection deposits are made in rural schools.

In the first years of its co-operation with the Fund, the Columbia Public Library secured its public support by the inclusion in the general appropriation bill, drafted by the county delegation, of a special appropriation for the library. In 1934 special legislation was passed which created and established the Richland County Library

and provided for its support by an annual tax levy of 1 mill upon each dollar of taxable property in the county.¹⁴

Charleston Free Library.—The population of Charleston County, South Carolina, was 101,050 in 1930, with approximately 61,000 of these residents of the city of Charleston. Within the city the number of whites slightly exceeds that of Negroes, while in the rural sections Negroes outnumber whites almost three to one. The city is primarily a trading center, and only 18 per cent of the gainfully employed males ten years of age and over in the county are engaged in agriculture.

Interest in a free public library was considerably heightened during the winter of 1929, when officers of the Rosenwald Fund visited the city. A committee organization was formed, and an active program worked out for stimulating interest in the proposed library. The co-operation of a large number of civic organizations, including the Civic Club, the Chamber of Commerce, the American Legion, the Council of Catholic Women, the Council of Jewish Women, the Business and Professional Women's Club, and many others, took active part in the campaign. A house-to-house canvass was instituted to arouse public interest and to secure signatures for a petition to the state legislature. The Fund offered unusually attractive financial plans, involving a contribution of \$2.00 from the Fund for each \$1.00 raised locally in the first two years of the program, whereas in other counties the matching was on the \$1.00-to-\$1.00 basis for the first two years.

Appropriations for the general county budget in South Carolina are included in an appropriations bill introduced by members of the county delegation to the state legislature. In order to secure funds from the county, it was necessary to win the approval of the county delegation for the support of the public library. This was secured in March, 1930, when the county delegation included an item of \$10,000 in the appropriation bill for the Charleston Free Library. This was matched by \$20,000 for each of the first two years from the Fund. Early in 1931 the Carnegie Corporation do-

¹⁴ *Acts and Joint Resolutions of the General Assembly of the State of South Carolina, 1934, No. 873, p. 1480.*

nated \$35,000 for a book fund, to be paid in five instalments—\$10,000 for each of the first two years and \$5,000 for each of the three following years.

Space for the library was provided in the Charleston Museum, one wing of which was remodeled and provided with an outside entrance. The director of the Museum, who had had professional library training, became the first librarian. About six months later the librarian resigned in order to accept a position as the director of a museum in another city. The following year two acting librarians each served approximately six months, until the present librarian took over the work in July 1932. The program of the library suffered somewhat because of the short tenure of its first administrators and the lack of continuous development of a well-rounded policy.

Four branches in rural communities to serve whites were opened in the first year. The book truck is used for direct service to white rural schools and for delivering boxes of books to all rural Negro schools. The general policy in serving the adult population in the county has been to have a small number of branches in the larger communities, rather than to have a larger number of smaller stations in homes, stores, etc. One of the difficulties of the rural service is that the county is approximately one hundred and thirty miles long and only the main highways are hard surfaced.¹⁵ A number of small communities are located on unimproved roads, difficult of passage in rainy seasons, while others are reached by ferries from the mainland to the islands along the coast.

Service to Negroes consists primarily of a city branch, several deposits in schools, and boxes of books which are delivered to the Negro schools in the county. A second branch for Negroes in the city of Charleston was opened but was later closed because of small use. Adults among the 26,750 rural Negroes may use the books available in the schools. Many of the schools which were not served by the Free Library received packages of books from the Jeanes supervisor, who had rendered this service for a number of years. Her collection of books is kept in her home and has been built up

¹⁵ See chap. iii, p. 69, for a map of the county showing the location of distributing agencies.

largely by gifts from local residents and friends in the North. A Charleston member of the Southern Inter-racial Commission has been active in fostering this work.

The library has no contract for school service and renders no service similar to that of a school library, except to students as individuals. Before the Free Library was established, the Charleston Museum had developed a series of lectures and traveling exhibits for schools. The children's department of the Museum was rendering a most effective service in the enrichment of the school curriculum by the integration of museum materials with the instructional program of the schools. It was stipulated in the gift of the Fund that as much as \$1,000 per year of its grant might be used in continuing and developing this service. The children's department of the library and of the Museum work together very effectively and co-operate in exhibits and displays, costumed story hours, and special programs of various types.

Early in 1935 the library moved from its quarters from the building of the Charleston Museum to a home purchased by the county, which was remodeled and well equipped for library purposes.¹⁶ The legislative delegation voted the increased appropriation for matching the full amount of the Fund's aid for the last year of the five-year period, and provided the necessary appropriation to continue the service in 1936.

Jefferson County libraries.—Almost three-fourths of the 133,000 people of Jefferson County, Texas, live in the cities of Beaumont and Port Arthur, each of which has a population of approximately 50,000. Library service in the county is rendered by three separate organizations, each under a head librarian: Tyrrell Public Library of Beaumont, Gates Memorial Library of Port Arthur, and the Jefferson County Service of the Tyrrell Public Library.

¹⁶ Space is not available for a description of earlier libraries in Charleston. The city was an important cultural center in pre-Revolutionary America, and a circulating library was established by the Common House of Assembly as early as 1698. The Charleston Library has had a continuous existence since its organization in 1748. For further details, see William James Rivers, *A Sketch of the History of South Carolina to the Close of the Proprietary Government by the Revolution of 1719* (Charleston, South Carolina: McCarter & Co., 1856), and a paper read by Ellen FitzSimons before the South Carolina Library Association and published in the *News and Courier* (Charleston, South Carolina), May 7, 1933.

The Memorial Library, in Port Arthur, was provided by the gift of Mrs. John W. Gates in memory of her husband and son. In addition to an attractive memorial building she gave an endowment of \$25,000, the income of which is used for the purchase of books. Many of the other books which made up the collection when the library was opened consisted of gifts, including more than 5,000 from the school board. In addition to income from endowment, the chief sources of funds are appropriations from the city commission and the Port Arthur Independent School District.

The deed of gift provides that the library board be composed of members holding certain specified positions, as the city commissioner of public property and improvements, president of the school board, superintendent of schools, and the chief resident administrative officers of a number of important business concerns. Co-operation with the schools is very close, and has probably been facilitated by the fact that the superintendent of schools and chairman of the board are members of the library board. The school system is admirably housed, and the junior and senior high schools are especially well provided with physical equipment for their school libraries. The book stock in the Negro school has been relatively limited but has recently been supplemented by books from the county library.

The public library in Beaumont received its immediate stimulation from a memorial building contributed to the city by Captain W. C. Tyrrell, in 1923. The deed of gift made detailed specifications regarding the financial support of the library by the city. Beginning in 1923 with a minimum tax levy of 3 cents on each \$100 of assessed property valuation, the special tax was to be increased each year until it reached a maximum of 10 cents per \$100 by the year 1930. It was provided, however, that the tax assessment need not be greater than was required to raise an annual amount equal to \$1.00 per capita, according to the last preceding federal census, and including donations or income from endowments.

The deed of gift provides that the building revert to the heirs in case the city fails to support the library according to the stipulations. Because of the rigid requirements of financial support, the city commission seriously considered turning back the property to the heirs. However, a librarian was appointed in January of 1926, and the

library was formally opened to the public on September 16 of the same year.

Growth and expansion of the system were rapid. School stations were opened in the winter of 1927, and work with Negroes was begun in the fall of 1929. A book truck was given to the library in 1929 for use in extension work. The branch for both school and community service for Negroes is located in the public school. The Tyrrell Public Library and the Beaumont Board of Education share the expenses involved.

In 1929 a petition was presented to the commissioners court requesting the provision of library service to residents outside of the cities of Beaumont and Port Arthur. Extension work was begun in the county in January of the following year under the direction of the librarian of Tyrrell Public Library. An agreement was entered into by the Beaumont Library Commission and the commissioners court of the county by which the latter agreed to pay a sum not to exceed \$8,000 annually.¹⁷ In August of 1930 the commissioners court passed the motion to accept the terms offered by the Rosenwald Fund, which included a gift of \$12,500, to be made in five annual instalments.

The plan of book distribution for the residents outside of the cities of Port Arthur and Beaumont includes community sub-branches and stations, school deposits, and direct circulation from the book truck. In 1932, sub-branch buildings were erected in two of the largest non-urban communities of the county. The local Lions Club sponsored the buildings, and much of the material and all of the work were donated.¹⁸ The book collection and service are provided by the county library. The third sub-branch was opened in 1934. Negro service is given from a special collection, with deposits in all rural Negro schools. The county library also supplements the book collection in the public school for Negroes in Port Arthur, which serves as a community branch.

The librarian of the Jefferson County Service is the only one in the eleven demonstration counties who serves without a library board of control. The librarian is directly responsible to the com-

¹⁷ Legal authority is provided in Art. 1694 of the *Revised Civil Statutes, 1925*.

¹⁸ A picture of one of these buildings is shown on p. 168.

missioners court of the county. The original agreement between the Beaumont Library Commission and the county commission provided that the county library service be administered by the librarian of Tyrrell Public Library and that this person hold from the State Board of Library Examiners the certificate of qualification as county librarian. It was also provided that in the event of the termination of the contract the property would be divided between the parties in proportion to the amount which each had contributed during the term of the contract. In 1933 the librarian of Tyrrell Public Library resigned from that capacity and continued to serve only as librarian of the county service.

The income of the three libraries in Jefferson County was considerably reduced in 1933. At the insistence of the Beaumont City Commission the tax levy for the library was reduced to 3 cents on \$100. The county library also found difficulty in securing the increases in income above the \$8,000 specified in the original agreement with the Rosenwald Fund. A new contract was made between the Fund and the county commissioners in 1933 which provided for slightly lower appropriations for the rural service.

One of the objectives of the demonstration program has been a unified county-wide service. This has never been achieved in fact; but co-operation among the three library systems is unusually close, effective, and harmonious. In the revised agreement accepted by the county commission it was stipulated that "close co-operation be carried on among the various librarians and organizations of the county, co-ordinating the functions as closely as possible under the existing laws and conditions." A county library council, composed of representatives from the public and school libraries, was organized in 1934, with provision for infrequent informal meetings. The spheres of service of the three libraries are well marked out, so that there is little actual overlapping. However, a single administrative head in the county, with centralization of such professional tasks as reference work and book selection and preparation, holds the possibility of increasing the efficiency or reducing somewhat the expense of these services.

SKETCHES OF THE LIBRARIES: MUNICIPAL LIBRARIES
WHICH GIVE COUNTY-WIDE SERVICE

It has been mentioned in the preceding section that county-wide service in Jefferson County is given by the co-operation of two city libraries with the county library. In five of the demonstration counties the municipal libraries give county-wide service. In two of these counties there are no contracts with school or county governing boards, and the development of the enlarged programs considerably antedated the stimulation program of the Fund. Since some elements of uniqueness are represented in their development of county-wide service, short sketches of these two libraries are presented.

Clarksdale Public Library, Coahoma County.—The 1930 census enumerated 46,327 people in Coahoma County, Mississippi, 21 per cent of the population being urban and 77 per cent Negro. Two-thirds of the entire population of the county is composed of rural Negroes. Clarksdale, the only city in the county, has a population of 10,043. The library in Clarksdale was organized in 1914 as a Carnegie Public Library. The following year it received an appropriation of \$1,200 from the city. The history of the library from 1915 through 1932 shows a steady growth in every phase of service. Except for a local custodian during the first year of its operation, the institution has had a single librarian during its twenty-year history, and three of the five original trustees have served continuously over that period. The program of the library has been one of gradual expansion and extension of service upon as broad a base as the resources make possible.

The library has always been open to residents of Coahoma County outside the city of Clarksdale. The board of supervisors (the county governing authority) made its first appropriation to the library in 1917. In 1921 the county appropriation was \$3,000, which was the maximum allowed under the state law.¹⁹ There is no contract for county service, and the library has never been organized as a county library. Clarksdale is the center of a rich agricultural area. There

¹⁹ House Bill No. 48, approved January 29, 1930, was a special bill raising to \$10,000 the maximum appropriation which the Board of Supervisors of Coahoma County might make to the Carnegie Public Library.

seems to be no evidence of the dissension and animosity between urban and rural residents that has so frequently been characteristic of counties in the South.

Service to rural adult whites was through the main library until 1923, although teachers in the rural schools had the privilege of withdrawing a collection of books for classroom use. In this year it was decided to open stations in the county with a motor delivery service. Nine stations were opened in rural schools, and an old truck was purchased for \$125. The school service was gradually expanded to include a collection of supplementary readers, recreational reading, and reference sets; and the system of branches was extended to include community and home stations.

No definite date can be set as a beginning of service to Negroes. Originally it consisted of a few books issued to Negroes who came to the library to read, there being at that time a small room in the basement which was available for their use. "As the interest grew and the service was too much for the staff of two people employed by the library, this service was abandoned and a few stations were placed in the county and the town, mostly in the homes of a few Negroes in Clarksdale and in the Agricultural High School for Negroes in the county."²⁰ The home stations did not prove satisfactory and were abandoned after approximately a year.

In 1929 the proceeds of a city bond issue of \$30,000 were expended for an enlargement of the Carnegie Library Building, which had originally cost only \$10,000. At this time there was also talk of renting a branch for the Negro service in the city of Clarksdale. In the early part of 1929 a representative of the Rosenwald Fund visited Clarksdale in the interest of the proposed county library demonstration. The trustees of the Clarksdale Library felt that their physical resources were too limited to offer full facilities to Negroes, who outnumber whites by more than three to one. Efforts to secure a branch building either from the Carnegie Corporation or from the Rosenwald Fund failed. Local interest was aroused, however. The city board of education provided a lot, the city council contributed

²⁰ From a paper read by Hoyland Lee Wilson at the American Library Association meeting in New Orleans, in 1932. Summarized in the *Bulletin of the American Library Association*, XXVI, No. 8 (August, 1932), 658-59.

\$2,000, and the local Negroes raised over \$1,000 for the construction of a new branch building. Service to the urban Negro population of 5,000 centers in this building, while service to the more than 30,000 rural Negroes is through the branch in the county training school. The rural Negro teachers have monthly meetings at this school, at which time collections of books for the individual schools are taken out and old collections exchanged for new ones.

There is no contract or payment for services rendered by the library to the schools. Service of some type is available to every white school in the county. Teachers in the schools in the city of Clarksdale may borrow collections for classroom use, as well as sets of supplementary readers. A large amount of reference work for students is done in the public library. The city board of education provided a full-time high-school librarian in 1933-34, and a gradual expansion of the book collection has been undertaken.

The program of the Clarksdale Public Library, even as early as 1925, represented one of the most notable developments in the South in extension of service by a city library to the entire population of the county. Service to the schools developed logically out of the desire of the library to make books conveniently available to boys and girls. Since no special funds were available, rural and school service could not be undertaken until a fairly large book stock had been accumulated. With the co-operation of the Rosenwald Fund, beginning in 1930, it was possible to increase the book stock considerably. The co-operative program lapsed in 1932 because the income of the library fell below the agreed minimum. A small additional grant has been made for the purchase of books for Negroes.

Charlotte Public Library, Mecklenburg County.—The Charlotte Library Association was incorporated by an act of the general assembly of North Carolina in 1891. Ten years later the directors of the library agreed to transfer all books to the school commissioners. The efforts of the school commissioners to carry on both the school and public library work aroused the interest of one of the members of the board of aldermen in Charlotte, whose interest eventually led to a gift from Mr. Andrew Carnegie. The public school library continued to function until January of 1903, when the Carnegie Public Library was officially opened. An additional gift of \$15,000 was secured in

1915 to provide a children's room and an auditorium as additions to the main library building.

The present librarian was appointed in 1918. The following year she instituted a plan of co-operation with the public schools by which all eighth-grade pupils were brought to the public library for instruction in the care and use of books. The Charlotte Board of Education was appreciative of this service and four years later agreed to a joint ownership and control of school libraries, making all school libraries branches of the Carnegie Public Library. The high school was provided with full-time library service; and the elementary schools were served by members of the staff of the central library, who spent one day per week at each school. The county board of commissioners made an appropriation of \$4,800 to the library in 1925, and the Public Library became free to all residents of the county. The following year the county board of education, by agreement with the library board, made all the county schools branches of the public library. Service to Negroes in Charlotte was rendered through an independent library, having its own board.

In 1929 the Fund appropriated \$80,000 to be expended in Mecklenburg County over a period of five years. The organization of the service of the Carnegie Public Library at that time approached the type which the Fund considered as one of its objectives—a unified system, under a single administrative head, combining service to the community and to the schools, both white and Negro. Large additions to the book stock and an increase in the size of the staff were primarily needed. In order to comply with the regulations of the Fund with respect to service for Negroes, the independent library was made a branch and brought under the administration of the Carnegie Public Library, and additional service was extended throughout the county.

In the first two years of co-operation with the Fund, more than 40,000 books were added to the stock and the circulation increased by more than 450,000 volumes. The co-operative program was terminated in 1932, when the income of the library fell from approximately \$66,000 to \$20,000. Faced with sharp reductions in income, Charlotte and Mecklenburg County made drastic reductions in current operating expenses in order to avoid defaulting on bonded

debts; and the library suffered with schools and other public services in the curtailment of budgets. Reductions in both state and local governmental expenditures were general in North Carolina at this time. Aid from the Rosenwald Fund was withdrawn, and no agreement for renewing the co-operative program on a lower financial basis has been worked out.

Tennessee counties.—Hamilton, Knox, and Shelby counties, in Tennessee, each contain metropolitan areas which had well-established city libraries at the time the Rosenwald demonstration program was launched. In each of these libraries the unified program has been accomplished by the pooled resources of the city library, the county, and the boards of education. School and rural services have been developed largely by the addition of resources of books and staff, with the new services usually organized as separate departments with autonomous book collections, but being able to draw on all the resources of the main libraries.

Since the development of the libraries in these metropolitan areas has relatively little application to the problem of county library service in most of the other counties in the South, sketches of the individual libraries will not be given. However, further discussion of the most appropriate form of organization of rural library service is to be found in chapter x, and copies of the contracts by means of which such service has been provided in several demonstration counties are reproduced in Appendix A. The discussion and the contracts should prove suggestive to individuals and county authorities interested in developing such service. It should be indicated here, as it is in the later more extensive discussion, that the extension of such service in the South will in many instances grow out of public or school libraries already in existence, rather than take the form of an entirely new development. The most important consideration in either case is that sufficient financial support be provided to insure that the service will be adequate.

LIBRARY BOARDS

Although there is no county library board in Jefferson County, Texas, the Gates Memorial Library and the Tyrrell Public Library each have boards, so that there are twelve governing boards in the li-

braries of the eleven demonstration counties. In this section the composition of the library boards will be discussed for the five county libraries and for the seven municipal libraries which cooperate in rendering library service in the demonstration counties.

The prescribed length of the term of members is not designated in one county library, is four years in another, five years in two, and six years in two. In the seven municipal libraries one provides for terms of two years, two of three years, and two of four years, while

TABLE II
NUMBER OF MEMBERS AND TENURE OF OFFICE FOR
LIBRARY BOARDS OF COUNTY AND
MUNICIPAL LIBRARIES

	5 County Library Boards	7 Municipal Library Boards
Total number of members. . . .	42	50
Number of female members. . .	14	9
Average number of members.	8	7
Members serving various number of years:		
Less than 3 years.	5	12
3-5.9 years.	28	12
6-9.9 years.	8	6
10 years or more.	1	20
Average tenure.	5 yrs.	9 yrs.

indefinite tenure is the rule in one city and life-tenure in another. With the exception of the indefinite provisions, the average prescribed length of term is approximately five years in the county libraries and three years in the municipal libraries.

Table II shows that the average tenure for board members of county libraries has been five years and for municipal libraries nine years. Reappointment after the expiration of one term accounts for the fact that the average tenure is considerably longer than the average length of term. The original board of the Charleston Free Library was still intact in 1934. Three of the five board members have served the Clarksdale Public Library since its founding in 1914.

All of the appointive members of the Webster Parish and the Walker County libraries and four of the six members of the Davidson County Library have also served since the founding of their respective libraries.

Comparative data on amount of education and occupation show relatively minor differences between the personnel of the boards of county and municipal libraries. High representation from the professional, business, and managerial groups and absence of members engaged in skilled trades and manual labor are typical. It is not customary in the South for Negroes to hold membership on boards of this type. The desirability of providing an advisory group of Negroes for their branch and extension service should be given consideration.

Urban members predominate even on county-wide boards. The practice is general of selecting the board members from the city or county-at-large rather than as representatives of a particular section. Urban-rural animosities are much less common than they were a generation ago, and it would probably be unfortunate to raise this issue even in appointment of members to county-wide boards. However, a higher proportionate representation of rural residents on the county-wide library board seems desirable. Informal agreement by the Davidson County commissioners makes it customary to appoint two board members from the city of Thomasville, two from the city of Lexington, and two from the rural area.

Many students of municipal government condemn the practice of dividing the responsibility for the administration of local government under a large number of independent or semi-independent boards. In this connection the library has come in for criticism. Munro says that "the library department is the one that most appropriately lends itself to the board system of management."²¹ Those with specialized interests in other departments of municipal government are likely to think the same thing of their own departments. The complexity of local government possessing the authority of incurring debt and frequently of levying taxes and the large number

²¹ William Bennett Munro, *Municipal Administration* (New York: Macmillan Co., 1934), p. 462.

of boards make extremely difficult the now pressing problems of increasing governmental efficiency and holding down rising expenditures.

Current practice approves of the board for municipal libraries. Joeckel found special library boards in 283, or 91 per cent, of 310 public libraries in cities of 30,000 or over.²² Many municipal libraries were established by special legislation before appropriate general laws were enacted; and it seems likely that the legislation, when enacted, simply followed the prevailing practice of administration by special boards.

In the administration of the county library, boards are by no means universal. In California, where county libraries are most numerous and highly developed, the general library law provides that the county library function as any other department under the county governing authority. The county library seems in some ways to benefit from its direct connection with the county governing authority. Although not necessarily inherent in the system, the relations to the county government and to the other departments of the county seem to facilitate a desirable type of co-operation with other activities of the county government. In a number of the county libraries in California this co-operation seems particularly close and effective with such activities as public schools, health service, agriculture, county law libraries, and similar services.

As an illustration of the fact that this administrative system does not assure the types of co-operation referred to, it may be pointed out that among the demonstration group the service of the Jefferson County Library Service, operated directly under the county governing authority, is no more effectively co-ordinated with other county departments and services than is that of the Webster Parish Library, which has a separate board of control. It might be pointed out, in passing, that the librarian in the latter county received much of her early training in the county-library system in California.

In the light of the experience in the demonstration libraries which were organized under stimulation from the Fund, it seems likely

²² Joeckel, *op. cit.*, p. 178.

that the board has an important part to play in the formulation of a continuing policy in the early and formative years of the development of the library. This problem has been acute because of the frequent change in librarians, mentioned earlier in this chapter, in the case of three of the libraries. A part of this guiding function, however, should be the responsibility of a strong central agency for the state, which should certify librarians and act in a supervisory and advisory capacity.