

CHAPTER III

INTERNAL ADMINISTRATION

EFFICIENCY of library organization should be judged by such factors as quality, amount, and cost of service. That is, the standards for judging the internal administration should be based primarily on the services rendered rather than on the application of theoretical administrative criteria. Other things being equal, however, efficiency is greatly facilitated by a sound administrative organization. In some cases an organization is built largely around a forceful person who, by sheer strength of personality, is able to keep the library machinery functioning smoothly in spite of loose internal structure. While such a person may be greatly admired for his strong personal qualities, the library program should be based on the additional factors of a strong structural organization that will continue to function when the period of service of the dynamic head is ended.

DEPARTMENTAL ORGANIZATION

The internal administration of the public library is seldom, if ever, organized on a purely functional basis, but rather around related types of activities. The number of departments has increased both as functions have been added and as growth has made former departments unwieldy. The children's department, school department, and county department are relatively recent. A separate department is not desirable for finance and statistics, for example, until the amount of work required indicates that efficiency or economy would be furthered by the creation of a new department. The only general rule applicable to determine the number of departments might be that the number should not be increased beyond that which is clearly essential.

One of the most difficult problems in internal administration centers around the organization for serving branches, schools, and stations. Important factors to be considered are: the types of serv-

ice to be rendered; the type of agency; and, if contracts are involved, the stipulations of these agreements. For example, if service to schools is a part of the general library program, it may require no separate department but may be administered as a part of the branch service, as in Webster Parish and Coahoma County, among the demonstration libraries.

Special financial support with stipulated conditions for a particular type of service may sometimes make a separate department necessary or desirable. The Tennessee counties illustrate the effects of contractual relations on departmental organization. The Chattanooga Public Library has a county department, a county extension department, and a county-library-school field agent, the three services each having separate book collections independently prepared and responsible directly to the librarian. Each of the other two Tennessee demonstration counties has one or more departments created to administer services growing out of contractual relations with the county governing authority or with boards of education.

Two of the advantages of the large unit of library service are that it makes possible economy in centralized performance of technical operations and efficiency in the use of the same book stock by a large population. These are important factors to consider in setting up the departmental organization. If they are ignored and several overlapping or duplicating departments are set up, each performing its own technical operations and administering its own book collections, important advantages of a large unit are, to a considerable extent, nullified. It will therefore bear repeating that possibly the most important principle in departmental organization is not to expand the number of departments beyond the minimum number with which service may be most efficiently administered.

Departmental organization is most clearly shown by means of an organization chart in which solid lines show the flow of authority or responsibility. Needless to say, the library chart does not attempt to indicate anything more than a bare outline of the organization and the major types of activities performed by each department. On the following pages organization charts are presented for three of the demonstration libraries: a small county library (Walker County), a medium-sized county library (Charleston Free Library), and a city

library serving the county and schools by contract (Lawson McGhee Library, Knox County).

The full-time staff of the Walker County Library consists of the librarian and four others, as shown in Figure 13. Practically all the technical and professional work is done at the central headquarters, which is the main library for the white residents of the city of Jasper. The book collection at the main library also serves as a

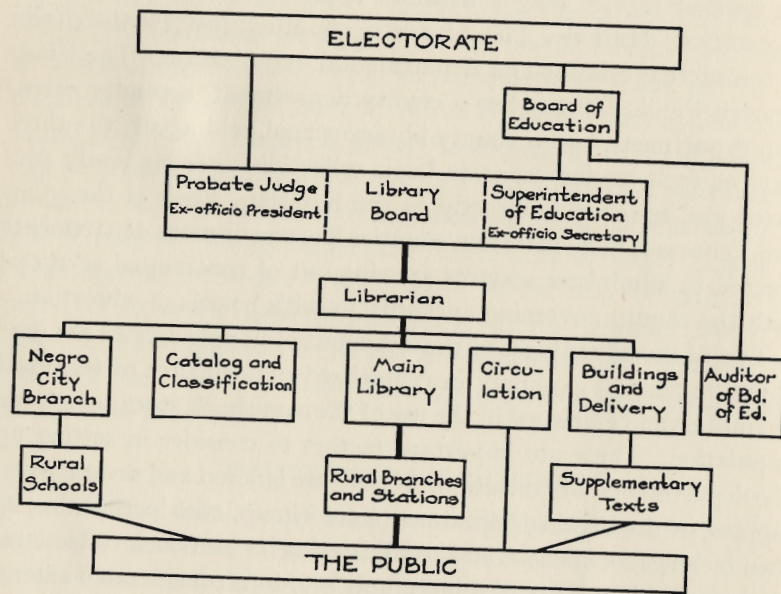


FIG. 13.—Organization chart of the Walker County Library

reservoir collection for the branches in the rural sections. The reference collections of school and community branches in the rural sections are considered permanent, but a majority of the books in the general collections are periodically changed from branch to branch.

A three-card system—a book card, station card, and “finder” card—is used for the book collection sent to the branches. When a collection of books is taken to a branch, the book cards remain in the book pockets, the station cards are filed under the station name, and the “finder” cards are stamped with the name of the branch and filed in one group for all the branches. The purpose of this third

card is to facilitate the location of any desired book among any one of the many branches. Because of the extra preparation required for the station and “finder” cards, a part of the collection is kept separate as a county collection. The two additional cards are made when a book from the general collection is sent to a rural branch.

The organization for service to Negroes is similar to that for whites. A central collection serves the city of Jasper, and the librarian of the branch distributes books to the rural stations.

A collection of supplementary readers, turned over to the county library by the superintendent of education, is available at the request of teachers. Books are delivered to the schools by the library truck.

The administrative organizations of the Webster Parish Library and the Davidson County Library are somewhat similar to that shown in Figure 13. The latter library serves much of its rural population by direct circulation from the book truck, whereas the other two small county libraries mentioned use the truck largely for the exchange of collections between branches and stations.

The Clarksdale Public Library (Coahoma County, Mississippi) maintains four book collections, for the service of urban white and Negro residents, and rural whites and Negroes. The technical work is all centralized in the main library. An attractive branch library serves the urban Negro population. Service to rural Negroes centers in the county training school library, from which teachers take books to their respective communities following monthly meetings of the teachers under the supervision of the county superintendent of schools. The head of the county department uses the book truck for visits and delivery of books to the white schools and community branches and stations.

The organization of the Charleston Free Library is shown in Figure 14. A distinguishing feature of this organization is that service to rural Negroes is rendered from a special collection under the supervision of the county department, while the use of the main Negro collection in the urban branch is confined almost exclusively to the use of residents of Charleston. Service to rural Negro schools consists of packages of books prepared in the county department and delivered in the book truck to the Negro schools. The policy of the library with respect to organized co-operation with the city

schools is unusual in that the types of co-operation between public and city school libraries which are characteristic of the other demonstration systems are almost entirely missing in the Charleston system. This seems to the writers to be particularly unfortunate, since interest in libraries on the part of school authorities is keen and the Charleston Free Library has had sufficient funds to supplement the meager resources of new books in the school libraries.

The essential feature in which the organization of the Richland County Library differs from that shown in Figure 14 is in service to schools. This library has a city school department, with branches

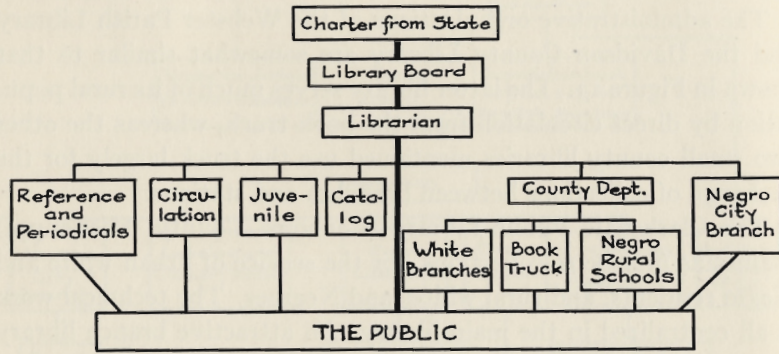


FIG. 14.—Organization chart of the Charleston Free Library

in several schools and professional assistance from the headquarters library. Service to rural Negro schools is from the main Negro collection in the city branch.

Figure 15 is presented as an example of the library organization of a metropolitan city with county-wide service to schools and community, white and Negro. The organization for serving the rural branches in Shelby County is somewhat simpler than that shown in Figure 15, while that in Hamilton County is more highly departmentalized.

The organization chart of the Los Angeles County, California, Public Library is shown in Figure 16, for comparison with the southern libraries in the demonstration group. One feature which should be noted is that of the close relationship between the state librarian and the county librarian. The California county library

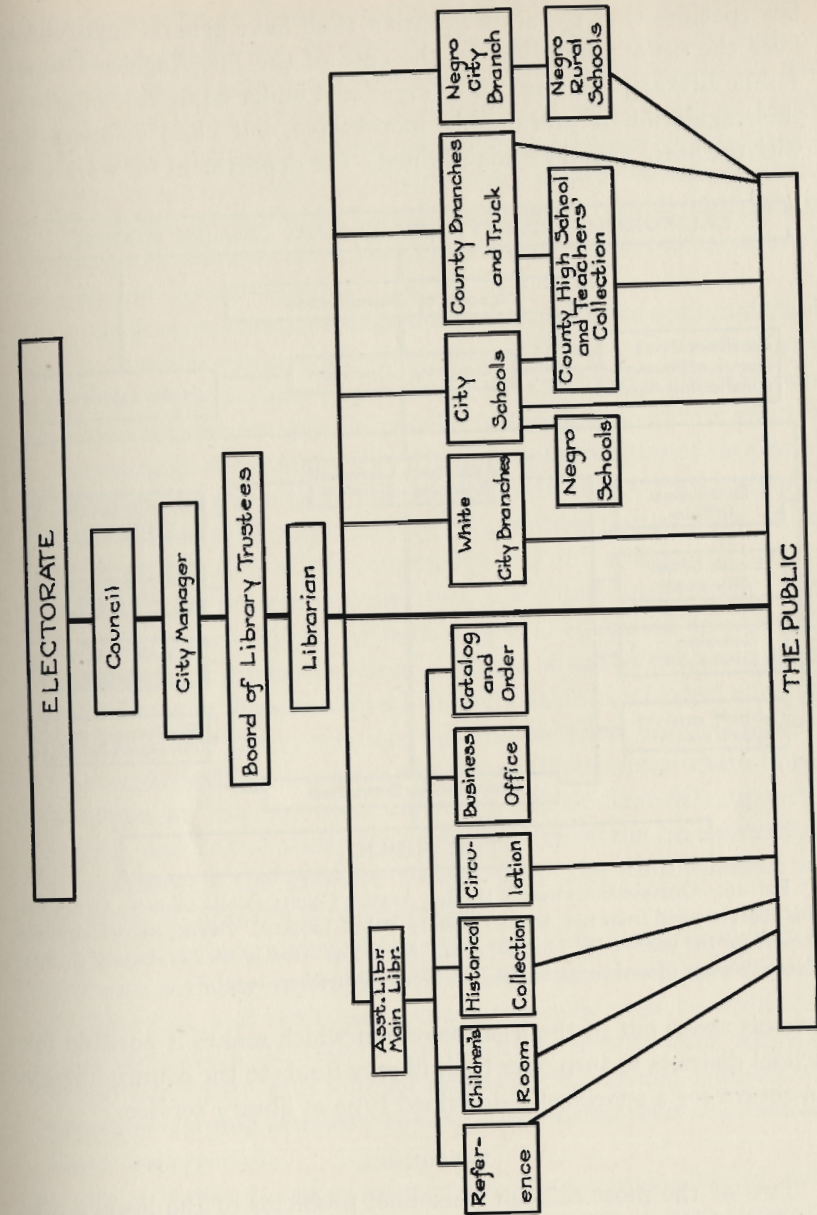


FIG. 15.—Organization chart of Lawson McGhee and Knox County libraries

law specifies that the state librarian shall have general supervision over the county libraries. In the case of the Los Angeles County Public Library and five others organized under home-rule charters, this regulation is presumably inoperative, but close co-operation with the State Library is maintained. The department for work with

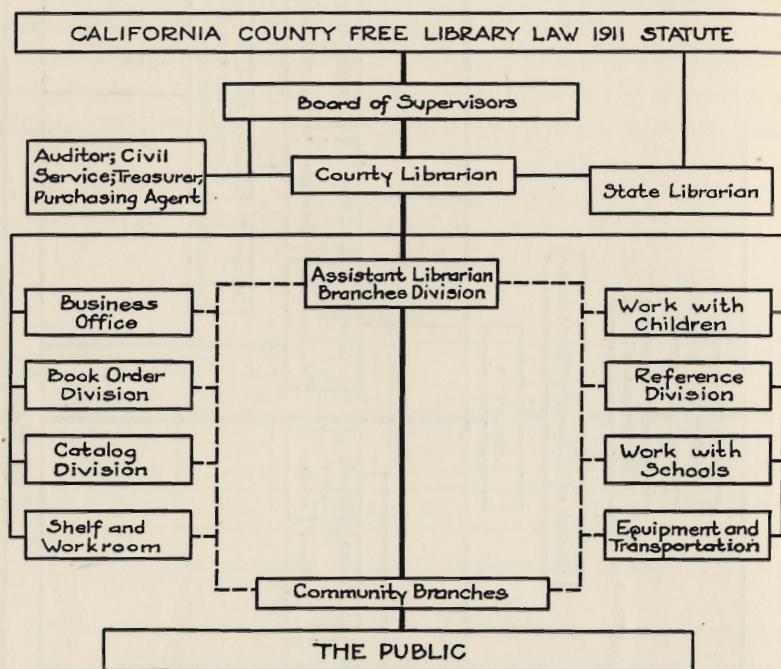


FIG. 16.—Organization chart of the Los Angeles County Public Library. (Data for this chart secured from Los Angeles County Public Library, "Twenty-second Annual Report for the year ended June 30, 1934," *Books and Notes of the Los Angeles County Public Library* (Supplement to Vol. IX, No. 6 [December, 1934]).

schools arises out of the legal provision which makes it possible for school districts to turn over their library funds to the county library in return for a specifically described type of library service.

PERSONNEL

Two of the most difficult personnel problems of the library administrator are those related to the training and the remuneration of the library staff. Many of these problems become matters of

routine decision in libraries operating under civil service or a strict grading of employees. Neither of these procedures is common in southern public libraries. Unfortunately, many libraries in the South have failed to classify their grades of service and to adopt standards of training and remuneration appropriate to the various grades. In actual practice a library which is large enough to maintain a graded service might conceivably make a considerable gain in efficiency by differentiating sharply between professional, subprofessional, and clerical services.

A fundamental question is that concerned with the optimum training and qualifications of all of the various types and grades of service. This is particularly important in the case of the librarian, who is responsible for the general policies of the library and its effective functioning in the community. The rich potentialities of the library will likely not reach their full development except under a person able to assume the responsibility of adapting the program of the library to the needs of the community and of furnishing the leadership which the professional direction of a library staff entails. Consequently, he should possess both a general education as ordinarily represented by graduation from a college or university and specialized training in librarianship which will enable him to deal effectively with general library relationships and technical library problems. This is particularly important in the southern area, where library development has not been extensive, where financial support is limited, and consequently where knowledge of the best procedures is necessary if the greatest returns from the establishment and operation of libraries is to be secured.

Similarly, the training of the staff should be insisted upon in accordance with the nature of the services required, whether technical or otherwise, and the type of contacts which must be maintained with the public. Because of the nature of library work which involves familiarity with a broad range of subjects and contacts with people of varying interests, the librarian should have a broad academic background.

Age, experience, and training.—The accompanying tables, based on information concerning personnel in service during December, 1934, give information concerning the age, total library experience,

academic training, and library training, respectively, of the professional library workers employed by the demonstration libraries. The libraries are classified into two groups—those organized as

TABLE III
AGE DISTRIBUTION OF MEMBERS OF LIBRARY STAFFS;
WHITE AND NEGRO

	AGE GROUP							Total
	Under 21	21-29	30-39	40-49	50-59	60 and Over	Not Given	
White:								
County libraries.....	3	25	3	1	3	.....	1	36
Municipal libraries.....	6	59	22	12	2	4	1	106
All Negroes.....	3	5	5	4	.....	.....	.....	17

county libraries, and municipal libraries rendering or co-operating in county library service. Data for all Negroes are grouped together.

In respect to age distribution and total years of library experience, professional workers in the two types of libraries are very similar

TABLE IV
YEARS OF EXPERIENCE IN LIBRARY WORK

	NUMBER OF YEARS				
	2 or Less	3-4	5-9	10-19	20 or More
White:					
County libraries.....	6	14	11	2	3
Municipal libraries.....	16	22	39	25	4
All Negroes.....	4	5	6	2	.....

groups. In each case the majority of the members of the staff are under thirty years of age and have had from three to ten years of experience in library work. The municipal libraries are much older in point of years, so that their professional workers have had correspondingly longer experience.

Approximately one half (46 per cent) of the white members of the

staffs of the libraries have earned college degrees. This figure is slightly higher for the personnel of the county libraries than for the municipal group. Although a few of the members of the staffs report some academic training beyond the Bachelor's degree, *only one reports* a higher non-professional degree.

TABLE V
ACADEMIC TRAINING OF MEMBERS OF LIBRARY STAFFS

	High-School Graduate	College but No Degree	College Degree
White:			
County libraries.....	5	12	19
Municipal libraries.....	23	36	47
All Negroes.....	4	9	4

The data on professional training of the white personnel show 40 per cent with none, 24 per cent with less than one year, and 36 per cent with one year or more. More than one-half of the latter group (or 22 per cent of all reporting) hold a professional library degree. None of the county libraries has had an organized training class in the library.

TABLE VI
PROFESSIONAL TRAINING OF MEMBERS OF LIBRARY STAFFS

	None	Training Class in Library	12 Weeks or Less	13 Weeks but Less Than Year	One Year or More
White:					
County libraries.....	13	.....	3	.....	20
Municipal libraries.....	44	16	10	5	31
All Negroes.....	6	.....	8	2	1

Analysis of professional training in relation to rank shows that the training of the department heads averages significantly above that of assistants. Some of the larger libraries have used persons with only a high-school education for the subprofessional types of activities, and training has been given in the library. Where the general policy is to fill vacancies by making promotions from ranking members of the staff, this may frequently result in placing persons

of limited general and professional education at the head of departments.

Of the group of Negro library workers, 35 per cent have no professional training, almost one-half have twelve weeks or less, and one holds a library degree. If a comparison is made between the white and Negro groups, it should be kept in mind that most of the technical work of the order, catalog, and classification departments is performed by the white staff, and books are sent to the Negro branches prepared for circulation. With this situation in mind it would probably be advisable, in the professional training of the Negro staff, to place first emphasis on aspects of use of materials rather than on acquisition and preparation. This would be particularly desirable for the first training period, which frequently consists of a summer course of from six to twelve weeks.

Salary.—The distribution of library salaries for the year 1934 is given in Table VII. In interpreting these data it should be borne in mind that the municipal libraries are both older and larger than the group of county libraries, since both length of tenure and size of library frequently are important factors in determining the general levels of salaries. The classifications shown in the table are much less refined than those set up in the classified service as defined by the American Library Association. Assistant librarians, where such exist, are included with department heads. Division heads are not reported by any of the libraries; and full-time branch librarians are infrequent, as large branches are few in number and some of these are served by members of the headquarters staff. Clerical workers and pages are, of course, omitted; and the data for all Negroes are combined in the last column of the table.

The general level of the salaries of professional workers in the group of demonstration libraries is undoubtedly low. Approximately 40 per cent of the professional workers receive less than \$1,000 per year, this proportion being somewhat higher in the county libraries than in the city group. Omitting head librarians, only about one-third of the persons receiving annual salaries of \$1,250 or more report less than one year of professional training. Furthermore, all of this group with less than one year of training are thirty or more years of age. On the other hand, approximately one-half of the group re-

ceiving \$1,250 or over and having at least one year of library training are younger than thirty years of age.

Data for school librarians are not included in the table. The range of salaries for school librarians in the demonstration counties is approximately that of department heads in the public libraries, although the average is about \$200 less.

TABLE VII
DISTRIBUTION OF LIBRARY SALARIES OF FULL-TIME
STAFF MEMBERS

ANNUAL SALARY FOR 1934	COUNTY LIBRARIES			MUNICIPAL LIBRARIES*				All Negroes
	Librarians†	Dept. Heads	Assistants	Librarians	Dept. Heads	Branch Librarians	Assistants	
\$3,000 or over.....				3				
\$2,500-\$2,999.....				2				
\$2,000-\$2,499.....	2			1				
\$1,750-\$1,999.....	1			1	3			
\$1,500-\$1,749.....	1	1			9			
\$1,250-\$1,499.....	1	1			12		3	
\$1,000-\$1,249.....		7	3		5	2	16	3
\$ 800-\$ 999.....		1	8			4	9	3
\$ 600-\$ 799.....			5				24	2
Under \$600.....			1					4
Total.....	5	10	17	7	29	6	52	12
Average salary.....	\$1,792‡	\$1,178	\$857	\$3,014‡	\$1,461	\$975	\$904	\$804‡

* The only figure available for Tyrrell Library (Jefferson County) is the salary of the librarian for 1933.

† The Jefferson County librarian is employed part time.

‡ The average is based on undistributed data.

Each of the demonstration libraries, with the exception of Davidson County, North Carolina, employs at least one full-time Negro librarian. In Davidson County service to Negroes is rendered in the two urban centers by librarians in the schools, neither person giving full time to library work. The range in salary for all Negro librarians is from as low as \$30 per month to approximately \$1,250 per year. One familiar with the level of Negro salaries in the South would find considerable encouragement in the fact that three of the twelve full-time Negro library workers receive annual salaries of more than

\$1,000. Each of these members of the staff is a college graduate with professional training; two are employed in small, rural county libraries.

BRANCHES

Location.—The definitions used in describing agencies vary to such a great extent among the eleven demonstration libraries that any discussion in exact terminology is impossible. The form devised by advisers of the Rosenwald Fund, and used for the annual reports, defines terms such as “branch,” “station,” and “classroom library” in terms similar to the American Library Association definitions in vogue at the time the form was drawn up. On the form supplied by the Fund the agencies listed are “central library,” “branch,” “station,” “classroom library,” and “book truck.” Variations in practice among the demonstration libraries occur in every category given. The one point of agreement is that each system reports its main library for whites as the central library. The main library for Negroes, however, is in some cases reported as a central library and in others as a branch.

Possibly the largest discrepancies between reports are due to differences in method of serving and reporting schools. If service is given directly through the classroom teacher, the report of agencies may include the number of schools or the number of rooms. If service is given to the school as a whole by means of a branch, sub-branch, or station, the entire school is counted only once. Similarly, the book truck may be reported as a single agency of circulation, or each scheduled stop may be counted as an agency. The figures on the number of agencies, therefore, have very little significance from county to county.

Table VIII shows the location of the principal types of book outlets, grouped for whites and Negroes, urban and rural, in each of the eleven counties. Schools have not been listed as agencies unless books are actually sent to the school buildings for circulation, or unless the school has some form of co-operative service with the library.

The problem of city branches for whites is confined largely to the three metropolitan cities of Chattanooga, Knoxville, and Memphis. The branch libraries in Chattanooga are located in school buildings,

which are provided with outside entrances. The city of Knoxville has built two attractive branch buildings in residential districts, while quarters are rented for one branch and for a sub-branch in South Knoxville. Community branches in Memphis are usually

TABLE VIII
NUMBER AND LOCATION OF PRINCIPAL TYPES OF AGENCIES FOR
BOOK DISTRIBUTION FOR 1934, BY COUNTIES

COUNTY	WHITE			NEGRO		
	Approximate Number of Agencies	Urban	Rural	Approximate Number of Agencies	Urban	Rural
Walker.....	73	Main library*	Schools, homes, store buildings	11	Branch in school	Schools
Webster.....	12	Main library and schools*	Schools†	14	Branch in school	Branches in schools
Coahoma.....	30	Main library	Schools, homes, store buildings	2	Branch building	Schools
Davidson.....	138	Main library and branch	Schools and truck	2	Branches in schools	None‡
Mecklenburg..	22	Main library and schools	Schools and 5 town branches	39	Branch building and schools	Schools
Richland.....	41	Main library and schools	Schools, homes, truck, community buildings	19	Branch building	Schools
Charleston....	83	Main library	4 town branches, truck	91	Branch building	Schools
Hamilton.....	191	Main library, city branches in schools, and schools	Schools, civic buildings	106	Branch in school, and schools	Schools
Knox.....	25	Main library, branch buildings, schools	Schools, town branches, truck	14	Branch building and schools	Schools
Shelby.....	299‡	Main library, city branches, schools	Schools	12‡	Branch and schools	Schools
Jefferson.....	58	2 city libraries, schools	Town branches, schools, truck	9	Branches in schools	Schools
Total.....	972	.....	.....	319	.....	.....

* Pupils are brought to the library in school trucks.

† Several collections are moved out of the schools into community stations during the summer vacation.

‡ Figures are for 1933.

§ Since the data were gathered, the book truck has been used one day per week for circulation to this group.

located in buildings erected for stores. In each of the three cities most of the public schools are considered as either branches or stations of the public library system.

Co-operation with the schools provides the largest number of agencies for distribution of books to the rural population. Direct circulation from book trucks in five counties is also an important

method of distribution. In some counties the towns and larger communities have provided quarters for the library branch or station. In Jefferson County three attractive community buildings have been constructed by the co-operation of members of the local Lions Clubs and residents of the communities. The labor and most of the material for the buildings were contributed. Mecklenburg County has five town branches, located in buildings provided by the communities. One of these buildings is the former town jail, remodeled. Library stations are reported in more than forty-two homes, Walker County having the largest number. Among other quarters occupied by either branches or stations are a church, post-office, community and civic buildings, a library and museum building maintained by a cotton mill, hospitals, and eleemosynary institutions.

Figure 17 shows the location of various types of agencies in Charleston County. Box service for additional Negro schools has been provided since the map was prepared.

Service to Negroes, both urban and rural, is rendered largely through schools. Five systems maintain separate buildings, while Memphis has a Beale Street branch in the community building owned by the city. No one of the counties has worked out a thoroughly satisfactory system of distribution of books to Negroes. The progress made under stimulation from the Fund has in some cases been noteworthy. The urban branch in Walker County, Alabama, considering the adequacy of the book collection, the use made of it by students, and the professional service available, is probably the best school library in the county for either whites or Negroes. The Negro service in Webster Parish, Louisiana, is also outstanding.

A few of the difficulties of serving the Negro population may be mentioned: the difficulty of securing satisfactory housing and custodians for stations, especially in the rural area; lack of mastery of the mechanics of reading on the part of many adults; school and home conditions which are not conducive to large amounts of reading; and the small size of the available book stock. Most of these difficulties have their backgrounds either in financial or environmental conditions. The feeling was common in the South before the Civil War that "book learning" was undesirable for slaves. It is probably expecting too much of human nature that this feeling would entirely

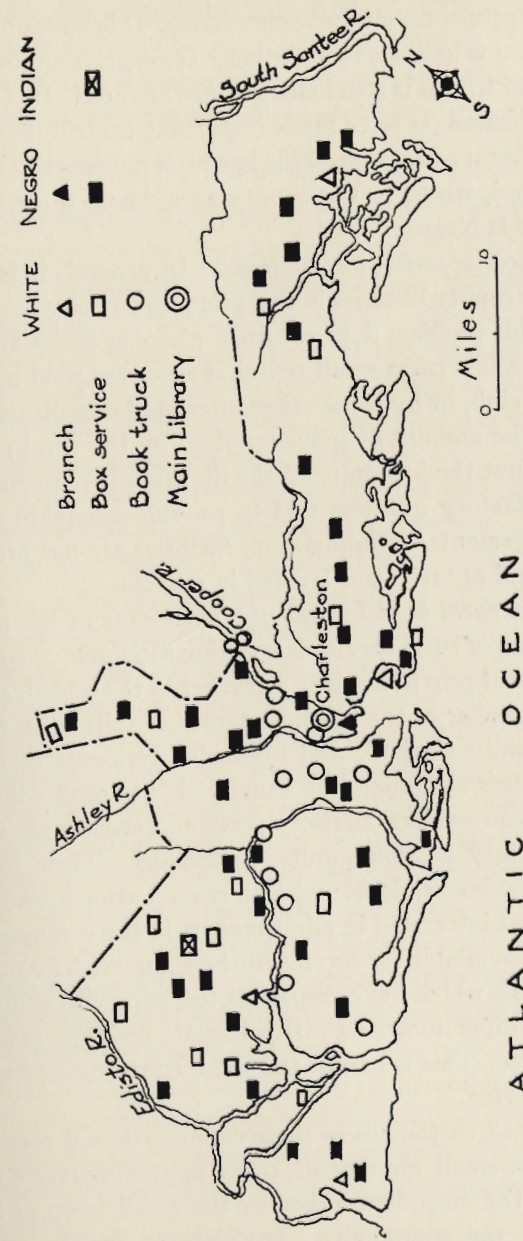


FIG. 17.—Location of various types of agencies for book distribution in Charleston County

pass away in approximately two generations. It is undoubtedly true that library boards hesitate to make large appropriations for Negroes while service to whites is still inadequately financed. In a few cases the Negroes themselves have made important contributions toward financing the library program. This has been noteworthy in Clarksdale, Mississippi, where in the county as a whole three-fourths of the population is Negro.

Rental of rural branches and stations.—In general, it is not customary for the county libraries in this group to pay rent for branches or stations. This problem does not arise where agencies are located in schools. In a few cases small rental charges are paid by a town, by a woman's club, or by some other interested organization in the community. The amount of space required by the rural stations is usually small, but the ingenuity of the librarian is frequently taxed to locate satisfactory quarters and to provide adequate desk and shelving arrangements. Reading-room facilities are not provided in most of the rural agencies not located in schools.

Custodians in rural branches and stations.—One of the most perplexing problems of rural service is securing satisfactory custodians. The most frequent provisions are: a teacher in the school, a resident in a home, a member of the headquarters staff (either on the truck or in a community station), and interested residents of the community. Volunteer custodians are usually able to render little or no expert reference or readers' advisory service. Teachers are not thoroughly satisfactory as community custodians. They frequently know little about books, do not wish to remain after school to serve adults, or are not interested in adult readers in the community, and usually are not available for service in the summer. The number of rural high schools which have employed teachers with some library training, or full-time librarians with adequate training, is becoming increasingly large. This is one of the most encouraging features of rural library service.

The majority of custodians in these counties do not receive compensation. In a small number of cases approximately \$5.00 per month is paid the custodian either by the small town or by some organization in the community. In Webster Parish, where the branches are located in schools, the library pays a part of the salary

of the teacher-librarian, usually from \$8.00 to \$10.00 per month for whites, and \$2.00 to \$4.00 per month for Negroes. The practice of compensating custodians somewhat in proportion to the circulation is not a general policy in any of the counties.

REGISTRATION

Problems arising out of library registration are frequently discussed by professional workers, but uniform procedures have not been generally put into practice. This lack of uniformity is probably due to varying opinions regarding the use and value of the registration file. Possibly the most frequent use of the registration data is to enable the librarian to compute the percentage of the total population registered as library borrowers. This figure is of little value even for comparisons among different library systems, owing to differences in registration practices and to the fact that registration does not necessarily indicate an active library borrower.

A few of the differences in practices among the demonstration libraries will be indicated. Periods of registration are three, four, and five years, and for an indefinite period. Expired registrations are systematically culled out of the file in some libraries, and are not in others. Registration is required for the use of the main library and city community branches, but is generally not required in branches or stations located in schools. Registration is frequently not required of either adults or juveniles in the small rural community stations. In some cases unregistered school pupils are not reported as borrowers, while in others the number of pupils registered is reported as equivalent to the school enrolment. Borrowers' cards are required for the use of some book trucks, and are not for others. Juvenile registration commonly ends at the age of fourteen years, or with enrolment in high school, although one library defines juvenile registration as under the age of eighteen.

The name and address are the only items uniformly called for on the application card, although business address, occupation, and a reference are usually requested. Persons under the age of fourteen are frequently requested to have the application card signed by one of their parents.

The most common methods of encouraging library registration

are through the co-operation of the schools, talks before organized groups, and newspaper publicity. In some systems members of the library staff visit classrooms and have pupils sign application cards during the visit. Where a library card is required to use the book truck, this system is usually used at the first of the school year, so that time is not required in future visits for pupils to fill out application cards.

An effort was made to find if the registration file was of any practical value in the administration of the libraries. The Charlotte Public Library has dispensed with the borrower's card, so that when a book is charged out the registration file is consulted in order to record the borrower's number on the book card. Other uses of the registration file reported are: checking occupations and addresses of borrowers "to have some idea of the age, sex, and occupations of borrowers, as an aid in building up the book collection to meet the various group and individual interests," and in filling special requests and reference questions to secure the occupation or school of the person making the request. Use of the reference or guarantor feature of the application card appears to be very infrequent. There is no evidence to indicate the relation between the use of the guaranty and the loss of books.

CIRCULATION

Circulation rules in the group of libraries limit the number of books which may be withdrawn on an adult borrower's card to four, five, or six books, while juvenile borrowers may withdraw from one to five books. Three libraries report no limitation on the number of adult withdrawals, while only one library reports no definite limit on withdrawals by children. The number of fiction titles is occasionally limited to two or three books. Practically all of the libraries make some exception to the general circulation rules in regard to adults, particularly in the case of teachers who wish to withdraw books for use in classrooms.

Two further variations in circulation rules should be noted. Although two weeks is the most typical period of the loan, with the privilege of renewal, one library has changed to a seven-day period for a large part of the collection. Duplicate pay collections are used

by several of the libraries, apparently with general satisfaction. The Chattanooga Public Library uses a modified form of the duplicate pay collection by which the first two days are free and charges accrue only after the expiration of two days. In some cases, where the general collection circulates for fourteen-day periods, recent titles are limited to seven days.

In a majority of the demonstration counties a registered borrower may use either the main library or any community branch, so long as he does not cross the color line. Provision is usually made for transient and non-resident use on payment of a specified fee or a deposit equal to the value of the books withdrawn. In several of the libraries the non-resident fee is returned when the borrower's card is canceled. One system reports a deduction of twenty-five cents per month from the deposit. The Richland County Library will send books by parcel post to non-resident members who have made the proper arrangements, including the payment of postage.

REFERENCE

Facilities for reference work vary greatly among the demonstration libraries, and tend to bear a direct relation to the size of the general book collection. The three Tennessee cities have one or more special rooms devoted to reference, genealogical, and historical collections, and have full-time reference staffs of three or more people. The Richland County Library and the Charlotte Public Library also have separate rooms for the reference work, while the remainder of the libraries have reference collections in the main reading-rooms. Picture collections, pamphlet files, and fugitive materials, when these receive special attention, are usually placed in charge of the reference librarian. In approximately one-half of the libraries the staff is not sufficiently large to provide a full-time specialist for reference work.

All of the libraries answer reference questions over the telephone, with the exception of two which found it desirable to eliminate telephone service because of reductions in the size of the staff. Reference questions are encouraged from branches and stations; but where there are full-time school librarians and reference collections, students are encouraged to do reference work at the school libraries.

However, school pupils usually make heavy demands on the time of the reference department of the main library. College students make frequent use of the reference collections in several of the libraries, in order to supplement the inadequate facilities at their institutions.

A type of service which is commonly rendered in all of the libraries is the preparation of bibliographies for clubs and study groups, and assistance in the preparation of papers and programs for various types of clubs. Requests for genealogical and historical information are frequently received by the staffs of the libraries at Knoxville, Chattanooga, Memphis, and Richland County, as each has one or more special collections along these lines. The latter library houses the book collection of the Richland County Medical Association. The Medical Association pays the rent of the room required for housing the collection. The professional books and periodicals are available to, and consulted by, doctors from many parts of the state. Tyrrell Library, in Jefferson County, maintains an index of local and state news reported in one of the local daily papers. Other special features which may be briefly mentioned are the government documents department of the Chattanooga Public Library, the business branch of Cossitt Library, and special service for the Federal Soil Erosion project in Webster Parish.

Several of the libraries record the reference questions asked and the main sources consulted, and keep a file of bibliographies and other material prepared. The total number of reference questions and the number of readers using the collections are frequently recorded. Reference questions from the small community stations are relatively infrequent. Two of the county libraries supply forms to custodians of branches and stations on which special requests, or reference questions which cannot be answered locally, are sent to the main library. This practice seems to encourage special requests, and library patrons are generally pleased and impressed by the ability of the library to meet their special needs. In most of the counties special inquiries are not emphasized as a feature of the service to rural stations.

FINANCIAL ADMINISTRATION

Responsibility for the financial administration of the library is determined primarily by the legal provisions under which the library is organized. Financial administration has two focal points—securing the funds for support and administration of the funds available. The fiscal independence of the library hinges on the first point, which is commonly defined in the legal provisions under which the library is established. In general, libraries which are organized under powers granted by specific charter or special legislation have a large amount of fiscal independence. Cossitt Library, in Memphis (Shelby County), and the Richland County Library, respectively, illustrate this point. In each case proceeds of a special property tax are available for the library, and their boards have sole authority over the expenditure of the funds.

Others among the demonstration libraries represent various degrees of fiscal independence. Charleston Free Library is dependent upon the county delegation for its governmental appropriation, but it is independent of any other authority in the expenditure of its funds. The board of control of the Webster Parish Library is empowered to direct the expenditure of its funds, but it is entirely dependent upon local appropriations for governmental support. Under the Knoxville city government the budget of Lawson McGhee Library must be approved by the city manager by the inclusion of the library appropriation in the budget presented for the approval of the city commission.

Accounting.—The official accounts of the demonstration libraries are most commonly kept by the fiscal officer of the city or county. The classification of accounts is usually determined by the local governmental official, so that it is customary for the librarian to keep a simple financial record of the sources of income and the objects of expenditures. The cash book and general ledger are the types of financial records uniformly reported; beyond these the accounting records vary with the degree of fiscal independence of the library and the size of the budget.

Probably no field of library administration has received less careful study than that of accounting, particularly cost accounting. If

the county library administrator wishes to study such problems as the cost of each function or department, or if he wishes to know how the cost of book circulation by a system of community branches compares with that for direct circulation from a book truck, the accounting system will not yield the desired data. The question of the size of the library unit is being generally discussed; yet, little or no accurate information is available regarding the relation between the size of the unit and the cost of similar types or services at approximately uniform standards of quality. Tolman says: "Librarians may well ask themselves whether their own records and methods of accounting afford the kind of information such experts [in municipal administration] will need."¹

In this connection it should be pointed out that the commonly computed figures of expenditure per volume circulated, expenditure per registrant, and expenditure per capita are not in any accurate sense cost figures. A "cost" accrues when goods or services are used up, while an expenditure simply represents the disbursement of funds. This difference in the character of expenditures is partially recognized in the financial data requested on the American Library Association statistical report, where payments are segregated into operating expenses and extraordinary expenses. The latter include payment for sites, new buildings, additions, and alterations to buildings, and other unusual expenses. The American Library Association classification represents a combination from the two standpoints of character and object of expenditure, but is not fully developed from either standpoint.

One important difference in accounting procedure in the item of books may be mentioned for illustrative purposes. The American Library Association form treats the expenditure for books as an operating expense, while the National Committee on Standard Reports for Institutions of Higher Education of the American Association of Universities, in its classification of expenditure by object, considers it as a capital outlay.²

¹ Carl Vitz (ed.), *Current Problems in Library Finance* (Chicago: American Library Association, 1933), p. 35.

² National Committee on Standard Reports for Institutions of Higher Education, *Recommended Classification of Expenditures by Object* (Champaign, Illinois: Flanigan-Pearson Co., 1932).

Clearly, the books bought in any given year are not all used up in that year. That is, the expenditure is not a cost which accrues in, or is wholly chargeable to, one year. During the depression years many library budgets have been heavily cut, but book circulation has not decreased proportionately. The so-called "unit cost" per volume circulated has therefore tended to decrease considerably; the former higher figure has sometimes been cited as an evidence of library extravagance. A more accurate unit of cost-per-volume-circulated would include the large loss in capital assets represented by the using-up of the resources of the book stock accumulated over preceding years.

The details of an accounting system should grow out of the functions which the system is to serve. If a general attack on problems of accounting is to be planned, the first approach to the problem should be a definite statement of the purposes which the accounting system should serve. Development of the system designed to meet the definitely stated purposes then becomes a task for capable accountants. The procedure should avoid the difficulties and inconveniences, as well as the increased expense, of a system developed by accounting experts who are primarily interested in the perfection of accounting details rather than a functionally sound system. Such a system might conceivably be based on minimum and maximum functions to be served, additional classifications and records being necessary to meet increasing demands on the system.

Budget.—The library board is usually the final budgetary authority. However, when the library is organized as a department of the city or county, the budget must usually be approved by the local government. The commissioners court approves the budget of the Jefferson County Library, while the Knoxville city commission acts on the Lawson McGhee Library budget. The local government is most often concerned with the total amount of the appropriation, leaving the distribution among the various items of expenditure to the professional staff of the library.

The principles of desirable budgetary practice are so simple and have been so frequently discussed in literature dealing with public administration that no complete treatment of the topic will be attempted. Two points that are considered of especial importance will

be mentioned: first, the items in the budget should be titled to agree with the main headings used in the general ledger accounts; and second, periodical budget balance statements should be prepared.

Demands of the local government may determine the budget heads in the document which is presented to the local fiscal authority. In general, the detailed budget prepared by the librarian is considerably condensed for presentation to governmental bodies. The detailed budget should be broken down into items as small as individual salaries, distribution of the book fund among various departments, amount and type of supplies needed, and so on. The proposed activities of the library for the entire year are thus expressed in the detailed budget. It represents the planning of the library for the year in terms of personnel and materials with which the staff will work.

The periodical budget balance statement serves as a regular check on the consistency with which the library is following the program adopted for the year's work. Monthly reports of this type are desirable. The income part of the budget should show in parallel columns the total income estimated for the year, the income for the month in question, and the total income to date for each of the major sources of revenue. Similarly, the expenditure side of the statement should show for each of the major budget divisions the three corresponding items—total appropriation, expenditure for the month, and expenditure to date. Such a record makes it possible for the librarian to keep a systematic check on the income and expenditure and, if necessary, to revise the expenditure budget to keep it in balance with either increasing or decreasing income.

Careful financial management, particularly in the avoidance of deficits, has in some cases been partly responsible for the fact that the library has won increased respect and support from other city or county governing bodies. With an adequate system of records and accounts, careful budgetary control becomes a simple matter. A mimeographed form can be used which carries the total income and expenditure estimates for the year. When the income and expenditures for the month are recorded, the total to date is determined by adding the figures for the current month to the totals for the preced-

ing month. The monthly budget summary, therefore, requires very little work in addition to that necessary for the monthly financial statement of the library.

Several of the libraries in the demonstration report that monthly budget balance statements are prepared for the use of the librarian. In most cases these are also presented to the library board; but only two of the libraries, one city and one county, report that the statements are presented to the local governing authority of the city or the county. The Jefferson County librarian reports that this monthly statement is on file, available for the public.

Insurance.—All of the libraries, with one exception, report that fire insurance, covering buildings and their contents, is carried. Protection against damage by tornado, cyclone, windstorm, and lightning are also reported. The chief variation in regard to insurance on books and equipment is in the insurance of books in branches. Branch buildings owned by the library systems are usually insured, but these are few in number. Protection of the capital assets of the library indicates that a blanket policy covering books in branches should be held. Where the library systems own motor cars, insurance covering fire, theft, and liability is common. It is rather general practice in libraries which are fiscally independent for some member of the library board of control, or a committee of the same, to have direct charge of the administration of the insurance.

Purchasing.—The librarian is usually responsible for the purchasing for the library. Two library systems report that bids are required for purchases in amounts exceeding \$100 and \$150, respectively, on all items except books and periodicals. The majority of book purchases are made through jobbers, but a number of the libraries place orders through local dealers in books. Approximately one-third of the librarians report that periodicals are purchased only after competitive bids, while one librarian reports that bids are also required on supplies and printing.

Bond.—Posting of a bond is not generally required of the library treasurer, except in the case of libraries organized under special charters or special legislation where library funds are handled exclusively by the treasurer of the library. In a majority of the demonstration libraries the funds are handled by an officer of the local gov-

ernment, and the librarian is responsible only for the petty cash. Library officers who handle large amounts of money should be required to post bond in a reputable bonding company, and for amounts sufficient to safeguard adequately the library funds.

Audit.—Sound financial practice requires that there be an annual audit of the library accounts. In case the official records are kept by an officer of the city or county government, the library audit is frequently included with that of the local government. Independent library boards in the demonstration groups, however, are not uniform in requiring the annual audit. It is recommended that, where it is not already the practice, the library board provide for an annual audit by a certified public accountant.

CHAPTER IV

USE OF THE LIBRARIES

LIBRARY AIMS

THE public library is maintained by a democratic society in order that every man, woman, and child may have the means of self-education and recreational reading. The library provides materials for education and advice in their use. It diffuses information and ideas necessary to the present welfare and future advancement of a community. It strengthens and extends appreciation of the cultural and spiritual values of life. It offers opportunity for constructive use of the new leisure. It serves all ages and all classes.¹

The foregoing paragraph represents a general statement of the aims of the American public library. Although the statement was formulated after the beginning of the co-operative program with the Rosenwald Fund, it contains no implication not generally accepted by the administration of the several demonstration libraries. The Fund stipulated that equal service was to be given to all of the people of the county, urban and rural, white and Negro, and that the service be adapted to the needs of the group.

Statements of aims prepared by librarians of the demonstration group frequently include the phrase "to give adequate library service to all of the population." In the deed of gift of one of the library buildings, the donor stated that it was his desire "to afford to this and future generations of the city and contiguous territory facilities for enlightenment and culture."

One of the most comprehensive statements of the aims of the library includes the following phrases: "book and informational service given to both races"; "an aid to better racial understanding"; "a socialized service to link the library to all pursuits and activities"; "recreational use to an extremely rural, scattered population";

¹ *Bulletin of the American Library Association*, XXVII, No. 11 (November, 1933), 513, "Standards for Public Libraries."