

## CHAPTER VII

CO-OPERATION OF THE PUBLIC LIBRARY  
AND THE SCHOOL<sup>1</sup>

IT IS the purpose of this chapter to examine briefly the aims of the library and the school, pointing out their similarities in many respects; to indicate some of the points which have presented difficulties in effecting co-operation and to offer suggestions to serve as a basis for agreement; to point out some of the specific problems of school library service; and to describe some of the types of co-operation being employed in the demonstration counties.

The desirability of close co-operation between the library and the school in the South is based on a number of considerations. Four are worthy of mention here: (1) It is a well-known fact that children, particularly those between the ages of twelve and eighteen years, generally constitute a rather high percentage of the users of the American public library.<sup>2</sup> (2) In the South this percentage is relatively higher than in other regions. (3) If the general reading public of the South is to be materially increased, the present generation of students must be stimulated to become adult readers. (4) Funds available for library purposes, whether expended by the public library or by the school, are more limited in the South than elsewhere. Consequently, it may well be one of the major duties of the public library, as well as of the school in the South, to make reading materials available to students under conditions which are highly favorable to the stimulation of reading.

<sup>1</sup> As used in this chapter, "the school" refers primarily to the public schools below the college level, although parochial and other private schools are not necessarily excluded.

<sup>2</sup> The inclusion of children above the age of fourteen years, or those who are enrolled in high school, in "adult" registration of the library tends to obscure much of the use of the library by students below the college level. The Hinsdale study, for example, showed that over a period of one month 28 per cent of the "adult" loans were to children from ten to nineteen years of age, inclusive (*Library Quarterly*, V, No. 1 [January, 1935], 13). Data from two branches of the New York Public Library show that 58 and 38 per cent, respectively, of the adult registrations are students (*ibid.*, III, No. 1 [January, 1933], 11).

## AIMS OF THE LIBRARY AND THE SCHOOL

Consideration of the problems involved in co-operation between the public library and the public school may well begin with an examination of the general objectives of each institution. The objectives of the public library have recently been formulated.<sup>3</sup> The statement is so important to a fundamental understanding of the program of the institution that it is quoted at some length:

The objectives of the library are to assemble and preserve books and related materials in organized collections, and through stimulation and guidance, to promote their use to the end that children, young people, men, and women may have opportunity and encouragement:

To educate themselves continuously;

To aid in the advancement of knowledge;

To improve their capacity for appreciation and production in cultural fields;

To improve their ability to participate usefully in activities in which they are involved as citizens;

To equip themselves, and keep themselves equipped, for efficient activity in useful occupations and practical affairs;

To keep abreast of progress in the sciences and other fields of knowledge;

To maintain the precious heritage of freedom of expression and a constructively critical attitude toward all public issues;

To make such use of leisure time as will promote personal happiness and social well-being.

This statement emphasizes the educational, cultural, citizenship, vocational, and recreational functions of the library, and continues by saying that "library service will become a social enterprise participating and co-operating with all other agencies and forces concerned with the welfare and progress of humanity."

Educational literature of the past two decades has been replete with discussions of aims and objectives, and of the necessity for clear and specific formulations of aims as a frame of reference for determining the content of the curriculum. One of the pioneer general statements, and probably the most commonly accepted one, is that drawn up by the Commission on Reorganization of Secondary Education.<sup>4</sup> The seven cardinal principles—command of fundamental processes, health, ethical character, worthy home membership, citi-

<sup>3</sup> See the *Bulletin of the American Library Association*, XXIX, No. 2 (February, 1935), 92-93.

<sup>4</sup> U.S. Bureau of Education, *Bulletin No. 35* (1918).

zanship, vocation, and worthy use of leisure—emphasize the broad aim of education as the development of the capacities of the individual so as to fit him for efficient membership in society.

Similarity of the stated objectives of the library and the school on several points is apparent, while the latter institution has at least one field which is its peculiar responsibility—teaching the command of the fundamental processes, the “tools” of education. The relative importance of the school and the library in influencing the thought of the growing and mature individual, as indicated by the objectives and programs of the two institutions, might be said to shift from dominance of the former in the early school life of the young pupil, through close co-operation during most of the school experience, to ascendancy of the library in the adult years.

The element of co-operation is emphasized in the statement of the aims of the elementary-school library prepared for a report which has exerted strong influence in the field:

The aim of the library shall be:

- a) To train children (1) to like to read that which is worth while; (2) to supplement their school studies by the use of books other than text books; (3) to use reference books and library books easily and effectively.
- b) To correlate the school library and public library in order to make the proper connection (1) with leisure time, (2) with practical needs.<sup>5</sup>

General objectives of both the library and the school lead to more specific statements for each type of service, each school grade and subject, and so on. This point may be illustrated by listing the general objectives of reading in the school program of one of the school systems visited:

1. To make reading a joyous, happy experience for every child.
2. To create within each child an impelling desire to read.
3. To secure enlargement of life by rich and varied experiences through reading.
4. To develop strong motives for and permanent interest in reading.

<sup>5</sup> C. C. Certain, *Elementary School Standards* (Chicago: American Library Association, 1925), pp. 4-5. For additional statements of aims and objectives see: William A. King, *The Elementary School Library* (New York: Charles Scribner's Sons, 1929), p. 4; Howard H. Hicks, “The Junior High School Library,” in *School Library Yearbook*, No. 5 (Chicago: American Library Association, 1932), p. 47; Hannah Logasa, *The High School Library* (New York: D. Appleton & Co., 1928), chap. 1, “Objectives”; Lucile F. Fargo, *The Library in the School* (Chicago: American Library Association, 1933), p. 21.

5. To cultivate taste for and standards of good reading materials.
6. To establish right attitudes and economical and effective habits and skills in reading.<sup>6</sup>

More specific objectives for the primary, intermediate, and upper grades are listed in the teachers' manual; and these are further broken down into specific aims for each class or school level.

The evidence presented seems to indicate conclusively that the library and the school have so much of common purpose that their development of extensive overlapping activities without co-operative endeavor is unjustified except where communities are so wealthy that they wish to maintain separate services.<sup>7</sup>

#### DIFFICULTIES IN CO-OPERATION

Three of the major points on which the public library and the school have difficulty in reaching satisfactory agreements are financial support, supervision and control, and mutual understanding. Some of the principles to be observed in reaching satisfactory agreements on these points will be indicated.

*Financial support.*—The chief deterrent to satisfactory library service is the lack of adequate funds. It is shown in chapter I that in the South per capita wealth and current income are low in comparison with other regions in the United States. This makes it imperative that such public funds as are spent for library service be so administered as to secure the greatest possible return. When local and state school authorities become convinced of the importance of adequate resources of books as a basis for improving the quality of the educational product as it functions in adult behavior, more adequate library support will undoubtedly be provided.

In general the South ranks relatively high in the proportion of its public funds spent for schools, while the corresponding expenditures for public libraries have been extremely low. In view of the fact that the total funds available for libraries from both sources are limited, a simple and equitable rule to follow suggests that both the school and

<sup>6</sup> Adopted by the Fresno County, California, public schools from the statement published in the *Twenty-fourth Yearbook of the National Society for the Study of Education*.

<sup>7</sup> This should not be interpreted as opposition to the agreement between a public library and a large school system on a division of objectives so that the latter may develop its own system of school libraries.

library contribute toward financial support of service to students somewhat in proportion to the adequacy of their available funds. Practical solutions have been reached on the basis of objectives, the library furnishing recreational reading and the school furnishing curricular and supplementary books and reference tools.

Division of support has also been made on the basis of the "object" of the expenditure, the school providing for salaries, quarters, and physical equipment, and the library furnishing reading materials. A combination of these two suggestions may be effectively worked out by the library's contributing supervision and technical staff (not including school librarians) and the school's providing funds for all other purposes. Where a unified system is not the rule and co-operative services are introduced, it is usually desirable to draw up contracts, stating the conditions to be met by each party to the agreement.<sup>8</sup>

School library service, such as is essential in the educational program of the modern school and as is commonly required by state and regional accrediting agencies, is relatively expensive. Consequently, special funds for this purpose are required. Different methods of providing them have been followed by different states. The most successful methods, however, have been those by means of which the state, through its school law,<sup>9</sup> has required the local board of education to use a definite amount of its funds for school library purposes, or has established in the state department of education a school library fund to be allocated to schools upon a per pupil or other basis. The requirements within different states may vary; but financial support for school library service, whether supplied by the local school board or the state department of education, should constitute a definite item in the budget and should be provided from the regular channels of income, just as provision is made for other instructional salaries, supplies, and equipment.

This principle has been recognized in part in a number of southern states. The state-aid school-library fund in North Carolina was ap-

<sup>8</sup> See Lucile F. Fargo, *op. cit.*, for a discussion of this subject. Examples of contracts in use may be found in Martha Wilson (comp.), *Selected Articles on School Library Experience* (New York: H. W. Wilson Co., 1925), pp. 15-16.

<sup>9</sup> *School Code of the State of California* provides for a minimum of \$25 per teacher, except in cities governed by a board of education, in which the minimum is 40 cents per pupil in average daily attendance. See *Code*, secs. 6.542 and 6.552.

proximately \$16,000 for the school year 1933-34.<sup>10</sup> Virginia provided \$22,065 for similar purposes for 1934-35.<sup>11</sup> Alabama appropriated \$17,500 for its rural school-library fund for the year ending in 1934.<sup>12</sup> In North Carolina, the fund is allocated to the various schools on a per student basis—three cents per pupil in daily average attendance. In Alabama, the fund is used as a matching fund, and is drawn upon when local schools and county boards of education match given amounts. In many instances schools add to the funds supplied by the state, the total added in this way in North Carolina for 1933-34 being four or five times as great as that furnished by the state. But in such instances, the support thus provided is secured from other than regular budget sources; and the resulting library service for the schools of the state as a whole is very uneven. A much more satisfactory service can be secured in states like Iowa, where fifteen cents per pupil is required, and in California, where forty cents per pupil is required in cities under independent boards of education, and from sixty cents to one dollar per pupil (a minimum of \$25 per teacher) in rural districts, which are usually served by county libraries through contract.

*Supervision and control.*—Administrative control of school library service will be dictated, to a considerable extent, by the types of service agreed upon between the public library and the school. In most cases a joint control by library board and school board, under the direction of the librarian and school superintendent, will be found most acceptable. This solution presents no difficulties when the types of service to be rendered by each institution and the contractual relations involved have been clearly agreed upon.

Activities which should come under the supervision of the public library are: recommendation of school librarians to the superintendent-

<sup>10</sup> Data from the supervisor of school libraries in the North Carolina State Department of Education. The amount has been increased to approximately \$24,000, or three cents per pupil for 1935-36. It was two cents per pupil in 1933-35.

<sup>11</sup> Information furnished by the director of school libraries and textbooks of the State Board of Education, Richmond, Virginia. The figure includes expenditures between July 1, 1934, and April 13, 1935. The "books are selected from approved lists," and the matching fund is not used "for the purchase of encyclopedias and other sets of books."

<sup>12</sup> Department of Education, State of Alabama, *Annual Report*, 1934.

ent (or passing on the professional qualifications of teacher-librarians); determination of standards for supplies, furniture and equipment, planning and arrangement of library rooms; and supervision of professional duties of library staff. The superintendent or principal should make final selection of the school librarian from a list of nominations, fix salaries in line with general school schedules, and promote the co-ordination of the school and public library with the objectives of the curriculum.

It is especially desirable for members of the library staff who work with schools to have recognized status within the school system in order to assure a smooth working of the administrative aspects of the library activities. This requires that the library experts should be cognizant of modern school practices and teaching methods and in sympathy with the objectives of the school. Members of the school staff should be considered as extension agents of the public library. This implies that the teacher should be aware of the objectives of the library and should assist in their achievement in every way possible in so far as they promote the welfare of students.

*Need for mutual understanding.*—The library is an agency to promote the achievement of certain objectives; its value in the school depends on the degree to which these aims are realized. That is, the equipment of the rooms, the excellence of the book collection, the professional training of the librarian, and the maintenance of rigid rules and routines have no meaning except as they contribute to the achievement of worthy purposes. It is on problems arising at this point that the public library and the school frequently fail to reach an understanding.

The librarian has frequently been trained in such a manner as to emphasize certain rather stereotyped technical library procedures and routines, and fails to understand that books and other library materials constitute only one of a number of types of materials which are utilized in the teaching process in modern schools. School officials and teachers have gone through another and quite different type of training which frequently has overlooked the significance of the use of library materials in the educational process. Neither group has sufficient knowledge of the problems and techniques of the other to furnish a common ground and basis for working out the

most effective co-operative arrangements. These generalizations are by no means universally applicable, and the conditions are being rapidly overcome.

Three procedures, which are already in rather limited use, will tend to remove these obstacles to understanding. The first involves an introduction of prospective teachers, and teachers in service, to the special fields of literature for children and young people and the use of library materials in instruction.<sup>13</sup> The second involves a survey of the principles of curriculum construction and methods of teaching in the training course for school librarians and members of the public library staff who supervise school-library activities. A third desideratum is the inclusion in the professional preparation of school administrators of some study of the problems of the school library, including such items as proper location, plan, and equipment of the rooms, general library administration, and the integration of the library as a unit in the instructional and recreational program of the school.<sup>14</sup>

General adoption of these suggestions by teacher and library training agencies would require little additional funds and would probably do more to promote the library program than any other steps which can be immediately put into effect. In fact, the most efficient use of the facilities now available requires progress along these lines. Most of the difficulties which are pointed out in the following sections would tend to disappear or be minimized by the resultant establishment of mutual understanding of purposes and methods.

#### SPECIAL PROBLEMS OF SCHOOL LIBRARY SERVICE

The discussion up to this point has been in the nature of general background, without special reference to the demonstration counties. The remainder of the chapter will deal more specifically with

<sup>13</sup> North Carolina regulations now require such a course for state certification of teachers. The Rosenwald Fund has employed Miss Edith C. Moon, a children's librarian of broad experience, to give courses in the integration of library and curricular materials in summer schools for Negro teachers in Georgia in 1935.

<sup>14</sup> For an illustration of progress in this direction see *The Elementary School* by William C. Reavis, Paul R. Pierce, and Edward H. Stulken (Chicago: University of Chicago Press, 1932).

problems and practices in the eleven counties and in the southern area.

The difficulties which have attended the efforts of the county libraries to extend book service to public schools in the demonstration area are numerous. Considerable progress had been made in serving schools before 1930 in at least three counties; but the fact remained that at the beginning of the demonstration most of the schools, and particularly rural ones, both white and Negro, were without organized book service.

The problem of acquiring books and setting up a service organization was a difficult and relatively slow one, particularly with the limited funds available for the purpose. There are over 1,000 public schools in the eleven counties. Approximately 54 per cent are white and 76 per cent (almost 800) are rural. In each of four counties there are more than 60 rural Negro schools.

The school systems in the demonstration counties are, as a group, considerably superior to typical southern educational standards. This is particularly true of the rural schools. In spite of this fact, many schools are handicapped by inadequate preparation of teachers, by the use of inefficient instructional methods, and by the lack of adequate housing and equipment. The county library would not deposit book collections in some rural Negro schools, for example, because the buildings did not furnish what was considered adequate protection from prowlers and thieves. Educational progress has been little short of phenomenal under the administration of some of the present superintendents of schools; many of the present deficiencies are due to economic and social conditions pointed out in chapter i.

Maintenance in nine of the counties of two or more independent school systems adds to the difficulties of service. The urban and rural schools are typically under separate administrations, so that different courses of study are frequently in use. Walker County and Webster Parish have the county-unit school administration, which is typical of Alabama and Louisiana. In these two counties, particularly in the latter, the co-operation of the school and library have been close.

The variety of types of service which are frequently attempted with the limited resources available in the school sometimes cause

difficulties. In a few counties, for example, the libraries in the consolidated rural schools serve pupils from the first grade through the high school, as well as adults in the community. In such a situation pupils may easily select books which, because of reading difficulties or for other reasons, may be unsuited to them.

Most of the head librarians not only have been extremely co-operative in working with the schools but have made constructive suggestions for extensions of service. This has not been uniformly the case, however. Although decidedly in the minority, there have been instances of county librarians who regarded school service as being outside the function of the public library, or who offered service to schools on conditions arbitrarily set up without conference with school officials to determine school needs. The rural schools and the county library program have been closely linked; however, the library which looks upon its service to schools as largess, distributed at its pleasure, is not establishing service on a satisfactory or permanent basis. The fact that the rural schools frequently make no contribution to the cost of service rendered by the library is unfortunate, as the quality of service which the library can give is necessarily related to its total income. Since the funds of the library are usually inadequate to meet all demands made upon it, financial support from boards of education is particularly desirable.

The conditions pointed out in the foregoing paragraphs under which school service must be rendered—the number of small schools, in many cases inadequately equipped and staffed; the many school districts; and the requirement of duplication of equipment for the dual white and Negro systems—combined with the limited financial resources, have made progress slow. The city white high schools, partly because of the requirements of the Southern Association of Colleges and Secondary Schools, as a group have much more adequate library facilities than the rural schools or than the urban Negro schools.

Table XL shows one phase of the situation by indicating the number of books in high-school libraries in various subjects and courses. The number of Negro schools for which data are available is so small that these are not separated for urban and rural areas. Some of the counties do not have rural high schools for Negroes.

In Table XL courses in English and American literature are

counted only once for each school, so that the numbers in these columns also represent the number of schools reporting. In all of the other columns each course is included for which the number of available books could be identified. For example, in history and social studies, a total of forty-six courses is included in the white urban schools, the median number of books per course is 134, and

TABLE XL  
NUMBER OF BOOKS IN HIGH-SCHOOL LIBRARIES IN  
VARIOUS SUBJECTS AND COURSES\*

NUMBER OF BOOKS	ENGLISH AND AMERICAN LITERATURE			HISTORY AND SOCIAL STUDIES†			SCIENCES‡			HOME ECONOMICS AND AGRICULTURE			OTHERS§							
	White		Ne-gro	White		Ne-gro	White		Ne-gro	White		Ne-gro	White		Ne-gro					
	City	County		City	County		City	County		City	County		City	County		City	County			
	None	1-10	11-20	21-30	31-50	51-100	101-200	201 and over	Total	Median number of books Over 200	None	1-10	11-20	21-30	31-50	51-100	101-200	201 and over	Total	Median number of books Over 200
None				6	3	31			6	8	57	5								
1-10	3			38	2	18	98	19	1	13	1	25	71	12						
11-20	1			27	3	12	25	4	1	6	2	12	11	2						
21-30	2			17	1	6	8	1		7	2	3	7	1						
31-50		9	1	6	25	4	6	5		4	5	1	6	3	1					
51-100	1	16	2	10	22	8		4		10	1	4	2	1						
101-200	2	6	2	13	5	1				6			3							
201 and over	14	14	2	14	3					3			1							
Total	17	51	7	46	143	19	45	171	24	11	56	7	58	155	22					
Median number of books Over 200		83	125	134	21	45	12	4	7	45	24	23	8	2	4					

\* Courses omitted include: physical education, health, occupational studies, commercial and industrial geography, business arithmetic, state history, Negro history, library science, Bible, commercial law, retail selling, interior decorating, mechanical drawing, and shop courses such as metal shop, electricity, and auto mechanics.

† Social studies includes civics and economics.

‡ General science, biology, chemistry, and physics are included.

§ "Others" includes business and commerce, ancient and modern languages, fine arts, and mathematics.

the range is from approximately 11 to over 200. The median number of books per course is highest in every field of study included for the white urban high schools, and is lowest for the rural white schools in every field except home economics and agriculture. Two conditions partly explain the fact that Negro high schools rank above the rural white high schools—the number of Negro high schools is small (usually only one in a county), and in some cases the school library and adult community branch library are combined.

The number of high-school courses for which no library books are provided is surprisingly large, especially in the rural schools. This

situation indicates that the standards of the state and regional accrediting agencies should provide for a minimum number of acceptable titles as a part of the instructional equipment for each course in which reading is desirable. A requirement of books in terms of pupils enrolled does not assure that a minimum basic collection for each subject for which the need is indicated will be provided. The small high schools have a larger number of books per pupil than the large schools have, but the range and adequacy of their collections is much more limited.

The difficulty of providing adequate library facilities for the small high school has been frequently mentioned. Undoubtedly, one of the ways for improving this service is to place more stress on the use of the main public library. Table XLI shows the number of titles of fiction and of various non-fiction subjects withdrawn by white high-school students from the public library, exclusive of branches in high schools. Fiction withdrawals exceed those of non-fiction, but no doubt some of the fiction was withdrawn to meet the requirements of courses in literature. English and American literature, biography, and agriculture are the subjects in which the most books were withdrawn.

The data of Table XLI show that high-school students are using the public library to supplement inadequate collections in high-school libraries. The librarians in the area, through the Southeastern and Southwestern Library Associations, have worked on the problem of enabling high schools having membership in the Southern Association to meet its standards for high-school libraries by equivalent service provided by the public or county libraries. When the standards were adopted in 1927, the regulations concerning the librarian and the number of books and periodicals were generally interpreted by the schools as making it necessary for the librarian to be a member of the school staff and for the books and periodicals to be owned by the school. Through a carefully worked out statement of equivalents proposed by the librarians and accepted by the Southern Association in December, 1934,<sup>15</sup> the schools are now able to accept service through the librarian and bookstock of the public library provided all of the standards as to training of librarian, daily

<sup>15</sup> See App. B.

hours of service, number of volumes and magazines in the school library, etc., are "in no way lower than the present High School Library Standards." The equivalents, consequently, affect only the question of ownership of the book collection and the staff to which

TABLE XLI  
NUMBER OF BOOKS IN VARIOUS SUBJECTS WITHDRAWN  
FROM THE PUBLIC LIBRARY\* BY WHITE  
HIGH-SCHOOL STUDENTS

Subject	Urban Students	Rural Students
English and American literature. . . .	368	77
Biography. . . . .	180	105
Geography and travel. . . . .	85	42
History, general. . . . .	63	10
Social sciences†. . . . .	44	18
Amusements. . . . .	40	13
Fine arts. . . . .	34	7
Modern United States history. . . . .	32	17
Useful arts. . . . .	29	2
Engineering. . . . .	25	5
Customs, costumes, and folk lore. . . . .	22	15
Modern European history. . . . .	25	17
Ancient history. . . . .	20	1
Sciences, general. . . . .	22	15
Home economics. . . . .	12	7
Business. . . . .	8	5
Chemistry. . . . .	5	.....
Agriculture. . . . .	4	115
All other non-fiction. . . . .	135	95
Total non-fiction. . . . .	1,153	566
Total fiction. . . . .	3,049	1,928
Grand total. . . . .	4,202	2,494

\* Data are for nine counties combined for an experimental period of from three to six days. Withdrawals from high-school branches of the public library are not included.

† The Dewey classes from 370 to 399 are not included.

the librarian belongs. Emphasis is thus shifted from ownership to the presence of the required number and quality of volumes in the school and service through a competent librarian. The standards, consequently, have not suffered; and the possibilities of co-operation between the two principal educational institutions of the community and of increasing the resources of the school libraries have been extended.

One of the simplest ways of increasing the possible contribution

of the book collection of the county library to the high school would be for the latter to list important titles available only in the county collection. These titles could be added to the card catalog of the school or indicated in a published list such as the *Standard Catalog for High Schools*. The record of new accessions could be kept up to date by periodic bulletins of the county library. This extension of service would require more emphasis on special requests and loans than is now typical of the demonstration counties.<sup>16</sup>

The standards of the various state departments of education have greatly stimulated the provision of reading materials at all school levels. Requirements of reading tables and classroom libraries in all rooms in the elementary school are common, and special library rooms are usually indicated for junior and senior high schools. The quality of the book selection in the local schools is being improved in some states by requiring that titles purchased from state funds be approved by school library supervisors.

The Southern Association, by requiring member high schools to provide trained librarians, especially equipped quarters, instruction in the use of the library, and annual appropriations, in addition to reading materials, has focused attention on the need for adequate library service.<sup>17</sup>

A final problem of school service is the difficulty of securing trained personnel, particularly in the small schools. The county library has given assistance by providing part-time librarians from the central staff for some schools, by service from the book truck, and by various other co-operative measures. Some of the methods used in small schools to insure better-trained personnel include summer library school courses for teacher-librarians and work in the field of children's literature for teachers, the selection of the teacher of reading or of literature as the library custodian, selection of a study-hall teacher with some library-school training, and training by a school or county librarian of student assistants to supplement the work of the part-time librarian.

<sup>16</sup> The Fresno County (California) Free Library, as a part of its contract service to high schools, has built up a central high-school collection of titles not provided in each school but which may be borrowed by special request.

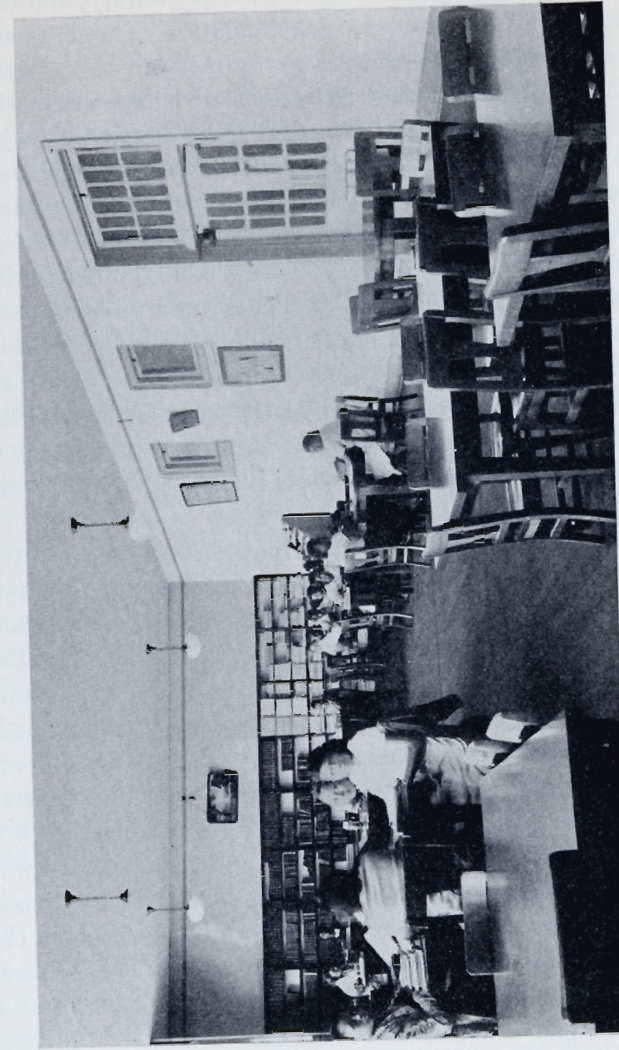
<sup>17</sup> A study of secondary-school standards, including the library, is now in progress under the joint sponsorship of several regional accrediting agencies.

## CO-OPERATION IN THE DEMONSTRATION LIBRARIES

There was little or no direction by representatives of the Fund of the lines along which co-operation should be developed, so that progress has been uneven in amount and varied in types among the counties. At various points in previous chapters of this report, reference has been made to specific instances of co-operation between the public library and the schools. This section will sketch briefly the general forms of co-operation in counties whose programs seem to hold out most significance for the southern area, and will indicate some of the best types of co-operative activities without specific reference to their location.

*Knox County.*—The public library in Knox County has a contract with the Knoxville board of education for school service. All money for school-library purposes is turned over to the library. Recommendation of school librarians is made to the superintendent of schools by the public librarian. The white senior high school, three junior high schools, and five elementary schools have full-time, professionally trained librarians. The platoon organization is used in some of the elementary schools. Most of the elementary schools are not yet equipped with library rooms; and these get service in the form of classroom collections, selected from a teachers' collection located in the main library. The Negro high school has a full-time librarian, and the elementary schools get service from the collection in the main Negro branch. Books for all the schools are purchased from board of education funds; during the demonstration period these amounts were matched by the Fund. All of the resources of the main library (Lawson McGhee), including reference, a large collection of pictures and pamphlets, and special historical collections, are available for the use of white students.

The library has no contract with the Knox County board of education and receives no funds from it for books or for salaries of school librarians. The two largest rural white high schools have full-time professionally trained school librarians, recommended by the public library, and attractive, well-equipped quarters. Such book funds as are available are provided by the local schools, largely from the proceeds of entertainments or from the activities of students. The



LIBRARY OF THE AUSTIN HIGH SCHOOL (NEGRO), KNOXVILLE, TENNESSEE



book funds are expended through the county library, and the books are sent to the schools prepared for circulation. The six smaller high schools receive part-time service from a member of the staff of the main library, and their book collections are supplemented by loans from the central collection. The rural white elementary schools receive direct service from the book truck, which has a regular schedule for visits to schools. The total rural Negro population of the county is only about 2,000; the few rural Negro teachers secure books for their schools from the collection in the main city branch for Negroes.

The program in this county has made rapid progress during the demonstration period. Although actually without a unified organization, many of the benefits are enjoyed because of the splendid spirit of co-operation between the library and the school authorities. This county represents an unusual example of progress under the direction of a member of the public library staff who is specially trained and qualified for work with schools.

*Hamilton County.*—This county, like Knox, is primarily urban; most of the population is centered in Chattanooga. The public library has contracts for service with the city and county boards of education. Two features which distinguish the co-operative program will be mentioned. The first is that the five city community branches, both white and Negro, are located in school buildings. This policy antedates the beginning of the demonstration period, so that new buildings selected to include community libraries have had special quarters, with outside entrances, provided. These branches are for community use, without a large amount of special emphasis on school service, but they provide much more adequate library facilities than are available in other elementary schools in the city. The white high school and a relatively new junior high school have full-time school librarians recommended by the head librarian and paid by the city schools, and their book funds are expended and general supervision is directed by the public library.

A second distinguishing feature of the Hamilton County co-operative service is its decentralized organization. In general, school service has been expanded by the addition of new departments, rather than by the expansion of a basic departmental set-up. In some respects this has added flexibility to the service, although its

general application to the development of co-operative service in southern counties is not recommended. This type of co-operation, as illustrated by the work of the county library school field agent, has been particularly effective in carrying out a special program of service. The field agent attends meetings of teachers, prepares bibliographies, purchases books for a teachers' professional library, prepares material for the monthly teachers' bulletin, and performs many other related services in addition to supervising the circulation of books to a group of rural schools.

*Webster Parish.*—The service in Webster Parish represents the nearest approach in the demonstration counties to a single co-ordinated library system for all the schools, urban and rural. This is the only library system that included in its statement of aims the provision of "school service that will accredit each unit with the state department of education and three high schools with the Southern Association." The state high-school supervisor, in a report dated April 29, 1931, wrote as follows:

For a number of years the members of this division have found it necessary to point out shortcomings in the high-school libraries of this parish. In fact, this has been one of the particulars in which the schools of Webster have failed to measure up to the desired standards. However, I am now pleased to report that the libraries in several schools have been brought up to the accepted standard in that adequate library facilities are now available. The Webster Parish Library, working in co-operation with the school board, has placed in all the schools the number of volumes prescribed for the several high school subjects, and in addition makes available for all schools the services of the central library at Minden.

In a report dated May 3, 1934, the state supervisor of school libraries wrote to the state superintendent:

I want especially to report to you the excellent condition of these school libraries, the efficient administration of them under the supervision of Miss Harris, and the increased use being made of them by both the elementary grades and the high school. The book collections are growing; and all of the schools have access to large, carefully selected, and well-balanced book collections.

The parish board of education contributes approximately \$3,000 to the annual budget of the library. This is used for the purchase and preparation of books, payment of custodians in the school stations, and general service. In addition, three of the high schools have

now provided full-time high-school librarians whose salaries are paid by the school board. Branches for combined school and community service are located in each of the nine rural white schools and in twelve of the thirty-three rural Negro schools. The program of consolidation of rural white schools is practically complete, but rural Negro schools are still numerous and small.

The county training school (high school) for Negroes has the only building constructed exclusively for library use in the parish. Teachers for the rural Negro schools are trained in this school and may take a course of library training given by the custodian of the branch. Graduates of the school who have had the library course are placed in the schools which have branch libraries. By this method the quality of the service to both student and adult Negroes is being greatly improved. Negro teachers in schools without branches secure classroom collections from the library of the county training school.

The school service rendered by the Webster Parish Library is undoubtedly far superior to that which a school board could provide with the same funds under its own administration. Service to rural adults is generally not equal to that provided to students. This problem must be frankly faced and the solution worked out in terms of the program that appears to offer the greatest social good to the future development of the area.

*Other examples of co-operation.*—Certain significant examples of co-operative activities of the library and the school, in addition to those already described, should be briefly indicated.

1. The librarian meets with the principals' organization for the discussion of professional problems.
2. A teachers' professional library is maintained by the public library.
3. The children's librarian and a committee of teachers co-operated in working out a new curriculum for the primary grades.
4. The public library supplies books for teachers taking correspondence and summer courses.
5. New professional titles accessioned by the public library are listed in the monthly teachers' bulletin.

6. The public library supplies reading material for special school needs, as remedial reading, clubs, debates, summer playground activities, etc.

7. The library prepares "unit collections" of books for various subjects and grades.

8. A group of teachers and library custodians enrolled in a course in children's literature.

9. School librarians meet periodically with the school staff of the public library.

10. The library prepares and mimeographs graded reading lists.

11. The library prepares programs and lists for the summer reading of pupils.

12. The high-school librarian compiled a list of the bound periodicals in the public library as a supplement to the catalog of the high-school library.

13. A union list of serials in the main and branch libraries, including schools, was compiled.

14. Courses in the use of the library are given to school pupils by members of the staff of the public library.

15. Members of the public library staff maintain part-time service in schools without librarians.

16. The picture collection of the public library is integrated with the school curriculum.

17. Teachers and pupils assist the branch librarian in building up a picture collection.

18. The public library supplies books for adult-education classes.

19. An exchange of professional services with a local university is in use whereby the university librarian gives readers' advisory service in the public library.

#### RURAL SCHOOL SERVICE IN COUNTIES WITHOUT PUBLIC LIBRARIES

This chapter has dealt with school library service in co-operation with the public library. In many southern counties, however, there is no public library. The small school which wishes to improve its book service usually has no trained person available locally for

advice or assistance. Rural schools are particularly at a disadvantage in this respect.

An adequate supply of suitable books is necessary for the school to do effective work. The rural school needs books now; it cannot wait until county-wide library service is established. For the rural schools with limited funds, three practical suggestions are offered. These are all based on a circulating collection of books used by more than one school. Such a scheme tends to high circulation per volume, and worn-out books can be replaced by new titles. The small schools which individually could afford only a meager supply of books may have access to a much larger and more varied collection by using a co-operative arrangement. If a co-operative scheme cannot be worked out, each school, of course, should provide a small collection.<sup>18</sup>

*Assistance of state agencies.*—Several states in the South have lending collections from which schools may borrow. These are usually under the supervision of the state department of education, the state library commission, the state library, or the state university. The local school should first explore the possibilities of assistance from state agencies, including professional advice, loans of books, or funds for the purchase of books.<sup>19</sup> The Alabama Department of Education has compiled a list of inexpensive titles which many rural schools have used.<sup>20</sup>

*Local circulating collections.*—One of the most effective adaptations of the circulating collections for rural schools in an area without public library service is in Placer County, California.<sup>21</sup> Two of the school supervisors have organized the system. Each school which wished to join paid \$15 the first year (later \$10) per teacher. All the money was used for purchasing books for recreational reading. The

<sup>18</sup> Negro schools may purchase a classroom library from the southern representative of the Julius Rosenwald Fund, Nashville, Tennessee, at a substantial discount.

<sup>19</sup> A valuable pamphlet, *Effective Use of Library Facilities in Rural Schools*, has recently been issued by the California Department of Education, Sacramento (*Bulletin No. 11* [June 1, 1934]).

<sup>20</sup> The American Library Association, Chicago, Illinois, also has valuable aids for school libraries.

<sup>21</sup> The authors are indebted to Miss Arta B. Flood and Miss Gretchen Wulfling, Auburn, California, for information regarding this circulating library.

entire collection was assembled in units composed of books suitable for pupils in each grade in the rural schools. Thirty-four schools, twenty-six of which are one-teacher, belonged to the organization in June, 1934. There is no duplication of titles in the thirty-four groups of books.

Each school receives a collection of books for which it assumes responsibility. At the end of a month each school rotates its collection to an adjoining school on the basis of a schedule worked out by the supervisors. This procedure increases the number of titles available to a school during the year.

The advantages of this plan for schools in areas without libraries are numerous, particularly in view of the small amount which each school spends. After the books are put into circulation, the success of the scheme depends to a considerable extent on the co-operation of the individual teachers. The original book selection is important and should be made only by a person familiar with children's literature and the school curriculum. In counties where such a person is not available, the advice of the state library commission, the state department of education, the state library association, or the American Library Association should be sought.

*County school libraries.*—In the effort to supply the needs of pupils for reading material of curriculum, general education, and recreational types, many school superintendents have organized county school libraries where no public library was available. Of the seven southern states in which county library demonstrations are located, Alabama has the largest per cent of these school libraries.

The typical procedure is for the county superintendent of schools to have the collection of books organized in his office, under the administration of a secretary, clerk, or school supervisor, who devotes only a relatively small amount of time to this work. Alabama has a state rural-school library fund, which matches appropriations of the local schools and the county board of education. The books purchased must be approved by the state library supervisor, who also gives any desired assistance in the selection of books. Supplementary readers, books for the enrichment of the curriculum, and recreational reading are usually provided.

Circulation to the individual schools is usually through the teach-

ers. As they come to the office of the superintendent of schools they select the desired books from the general collection. The titles are recorded in a charging book, or the book cards are filed under the name of the school and teacher. Supervisors and trustees also assist the rural schools by delivering books when the teacher has no means of transportation. A few counties have used truck delivery.

The supervisors and superintendents, as they have seen these collections grow in size and in importance in the school program, frequently feel the need of a professionally trained librarian. One desirable step in this direction is summer library-school training for the supervisor, clerk, or teacher in charge of the circulating library. The interest of teachers in children's literature may be increased by making this a subject for summer school study.

The suggestions made in this section are intended for schools in areas without public library service. Most of the rural residents of the South do not have local library service. One of the greatest weaknesses of southern rural schools is the absence of reading materials in amounts sufficient to give pupils a thorough command of the technique of reading, and in the variety needed to furnish a broad educational background. One phase of this deficiency is revealed in low rank on standardized tests, particularly the time-limit tests, in which the ability to read rapidly and comprehend accurately are required.

## CHAPTER VIII

### FINANCING THE LIBRARY

**T**HE Board of Trustees of the Julius Rosenwald Fund agreed upon the following general principles to guide its financial policy for aiding the county library demonstration: (1) adequate service defined as a minimum budget for each county equivalent to 50 cents per capita for the total population; (2) provision for matching local funds above an amount approximately equal to the local library budget before the beginning of the demonstration period; (3) decreasing appropriations from the Fund in the third and fifth years of the five-year program and withdrawal of the Fund in the sixth year, when the local authorities were to assume full financial responsibility for carrying on the library program on at least as high a plane for both races as during the period in which aid was received from the Fund.

The formula used in matching funds usually involved two procedures. The Fund matched "new money," that is, an amount above a basic minimum budget already maintained by the library. The matching ratio most frequently agreed upon was \$1.00 from the Fund to \$1.00 from local sources for the first and second years, \$1.00 for each \$2.00 for the third and fourth years, and \$1.00 for each \$4.00 for the fifth year. In Walker County, Webster Parish, and Charleston County, where there were no publicly supported libraries, minimum budgets were not fixed, so that the Fund matched all local appropriations and gifts. In Charleston County, the Fund paid \$2.00 in the first two years for each \$1.00 of local money, \$1.00 for each \$1.00 in the third and fourth years, and \$1.00 for each \$2.00 in the fifth year. In addition to these more favorable matching arrangements, the Charleston Free Library received an appropriation from the Carnegie Corporation of \$35,000, for a book fund.

The demonstration period was originally planned for five years; but a number of the counties were not able to take up the full amount appropriated within this period, owing to decreases in an-