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# School Library Service in the United States

*An Interpretative Survey*

By HENRY L. CECIL

*Superintendent of Schools, Tonawanda, New York*

and

WILLARD A. HEAPS

*School of Library Service, Columbia University*



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## PREFACE

For the purpose of the present study, the term "school library service" is defined as the function of providing a school system with reading materials other than school texts, under the direction and stimulation of trained librarians or teacher-librarians. This service may be carried out within the school itself by means of library rooms or classroom libraries, or in public library branches in school buildings or on school grounds, or by county library agencies through school deposit stations or book truck circulation at the school door; and may be provided under the administration of the school board, or jointly by the school board and the public library board, or by larger units such as the county library or regional library organizations.

The purpose of this volume is threefold:

1. To interpret to the school administrator and student of school library development the importance and place of school library service in our educational program today.
2. To trace its growth and educational significance from the earliest school library consisting of a single shelf of books, to the broad concept of service which the school library of today implies.
3. To describe and analyze forms of administration and participation in the establishment and maintenance of school library service today.

It is concerned with school library service from the standpoint of educational administration and the problems of establishment, maintenance, costs and personnel will be considered from that angle. The details of administration, that is, those problems and interests pertaining to the internal operation of the school library such as book selection, methods for stimulating interests

in books and reading, methods for teaching the use of books and the library, administrative policies and practices in individual libraries, teacher cooperation and related subjects, are the province of the school librarian and will not be included.

The basis for the present volume is the dissertation of Dr. Cecil entitled "An Interpretive Study of School Library Service for the School Superintendent" which was completed in 1939 at the School of Education of New York University under the sponsorship of Dr. Alonzo F. Myers, Dr. Albert B. Meredith, and Dr. Dorothy I. Mulgrave. Mr. Heaps has added the professional library viewpoint and has made extensive additions and revisions.

The authors are indebted to the publishers and individuals who have permitted the reproduction of previously published material, and to the many state officers of education, school superintendents, and librarians who contributed helpful data for the study. Thanks are offered to Eudocia Stratton for the preparation of Figures II, III and IV, and to members of Mr. Heaps' seminars in School Library Administrative Problems at the School of Library Service, Columbia University, for valuable aid and criticism.

H.L.C.  
W.A.H.

June, 1940

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## CHAPTER I

# IMPORTANCE OF SCHOOL LIBRARY SERVICE IN THE MODERN EDUCATIONAL PROGRAM

The growing recognition of the potentialities of school library service as an instrument of education is giving the library a new significance in our modern educational program and elevating it to a position of major importance. From all sections of the country, towns, cities and rural areas, come reports of increased interest and activity on the part of educators, parents, laymen, and legislators, in an effort to make available to schools of their localities some form of this essential service.

Evidence to support these statements may be found in many publications on the school library issuing from various state departments of education, from surveys completed or under way in the library field, in the new curriculum studies of various school systems, and in the number of new laws enacted during the past few years providing increased aid to school libraries, funds for the purchase of school library books, or legal provision, often with some state aid attached, for the establishment of county and regional libraries so that rural areas, and therefore rural schools, may have the same advantages as those of more populous sections.

Further evidence of this desire and need for library service to schools is found in the programs adopted by various associations whose aims are in many respects identified with those of the school.

The American Library Association at its conference on National Planning in 1934 endorsed the following statement:

Because the daily use of library materials is indispensable to the modern American program of elementary and secondary education, every child should have access within his school to a variety of well chosen

books and other printed materials. This means that larger schools, both elementary and secondary, should be provided with organized libraries presided over by professionally prepared personnel and that smaller schools should be provided with books and organized library service through participation in some plan of large-unit administration.

In order to bring these conditions about, those responsible for the administration and financing of both schools and public libraries should come together locally and as state and regional groups to work out programs giving to schools adequate school library service and facilities without unnecessary duplication of physical equipment, reading materials, or personnel, and without curtailment of reading opportunities for adults. It will also be necessary for boards of education to budget school libraries and library service on the same basis as they are accustomed to budget other educational indispensables such as textbooks and teaching service, and to arrange for the certification and employment of school library personnel on a professional basis.<sup>1</sup>

These pronouncements were part of a national plan for libraries which would include federal, state, and local participation.

At the annual convention of the National Congress of Parents and Teachers in Milwaukee, May, 1936, the following program for the development of school library service was approved informally by the Library Service Committee conference:

1. A unified state plan, agreed to by educators and librarians, for equalization of book opportunities for all children in the state.
2. A school library supervisor in the state department of education who would combine professional library training with educational training or experience, and work with educators and librarians to promote school library service in all elementary and secondary schools throughout the state.
3. Certification for school librarians.
4. Required courses in the use of the library, elements of research, and book usage in all schools and the integration of these with the regular work of the schools.
5. Required and adequate courses in children's literature for all grades in all teacher-training institutions.
6. A plan for adequate tax support of the above.<sup>2</sup>

Another recognition of the value of school library service was the creation of the Library Service Division of the United

<sup>1</sup>A National Plan for Libraries, *American Library Association Bulletin*, Vol. 29, February, 1935, p. 95-6.

<sup>2</sup>Catharine C. Mulberry, The Parent-Teacher Association and the School Library, *American Library Association Bulletin*, Vol. 30, December, 1936, p. 966.

States Office of Education on January 3, 1938, charged with definite responsibilities for the development of school library service (See Chapter VII).

The most recent pronouncement was made by the White House Conference on Children in a Democracy which met in Washington, D.C., on January 19, 1940. As a part of the chapter on educational services of the community, the following recommendations were made:

1. The States should encourage and assist in the extension and development of local public-library service and give financial aid for the maintenance of such service. In rural areas provision should be made for traveling libraries to reach isolated homes and communities.
2. Federal grants to the States for general public education should be available for school libraries. Special Federal grants should be made available for extension of library service to rural areas.
3. Libraries should provide for special collections and personnel to serve children. Provision should also be made for material and for library advisory service for parents on subjects relating to child care and training.
4. Libraries should be staffed by personnel trained and qualified specifically for this work.<sup>3</sup>

2389 These are but a few of the newer developments which reflect this increased interest. If library service is recognized today as a requisite in the modern educational program, what factors have brought about its new importance and contributed toward the evolving concept of the library as the "heart of the school"?

## 8 I. SOCIAL AND EDUCATIONAL CHANGES ✓

027.8 Fundamental to the evaluation of the importance of school library service today is an understanding of the changes that have been taking place, first, in our social order with the effect of increasing the need for education; and second, in our thinking with regard to the broader interpretation of education itself.

<sup>3</sup>White House Conference on Children in a Democracy. *Children in a Democracy: General Report*. Washington, Government Printing Office, 1940, p. 42.

Since the early days of our democracy the need for education has been constantly increasing. In the nineteenth century this need came at the elementary school level. Three factors appear to have been the most important causes of this elementary school expansion; first, our tremendous growth in population due to the effects of immigration; second, the rise of industrialism in our nation and the subsequent legislation restricting child labor and providing for compulsory school attendance; and third, the growing belief that a democracy for its own preservation should provide a basic education for all its citizens.

After the turn of the century, the elementary school enrollment continued to gain by leaps and bounds. A fifty per cent increase occurred between 1900 and 1930, and in 1936 the enrollment of elementary schools and public kindergartens was 22,706,806 as compared with 23,588,479 in 1930, a noticeable decrease.<sup>4</sup> But the main trend in education after 1900 has been its expansion at the secondary level. The increase in the proportion of adolescent youth remaining in school has been phenomenal. In 1930, 4,799,867 pupils were enrolled in secondary schools, while the figure rose to 6,424,968 (of a total of 9,565,000 population of 14-17 years of age inclusive) in 1936, a gain of 1,625,101 in six years!<sup>5</sup> Briggs<sup>6</sup> attributes this increase to three factors: the growing popular faith in education, the increase in our national wealth, and the decreasing need for youth in industry, supported by legislation derived from the democratic theory of the equality of opportunity. This legislation consisted of new laws for compulsory school attendance where none previously existed, the revision of older laws to make them more binding, and the raising of the age limit from fourteen to sixteen and in some states to eighteen

<sup>4</sup> Emery M. Foster, *Statistical Summary of Education, 1935-36, being Chapter I of Vol. II of the Biennial Survey of Education in the United States, 1934-36*. Washington, Government Printing Office, 1939 (U.S. Office of Education Bulletin 1937, No. 2), p. 7.

<sup>5</sup> *Ibid.*, p. 7.

<sup>6</sup> Thomas H. Briggs, *The Changing World and the Curriculum*, *Teachers College Record*, Vol. 35, October, 1933, p. 33-5.

years of age, with the result of bringing into the classroom thousands of adolescents who would otherwise never have taken advantage of secondary education.

Another writer calls attention to the steady decrease in the opportunity for gainful employment of young people. According to Caswell,<sup>7</sup> in 1900, 18.2% of the children ten to fifteen years of age were gainfully employed; in 1920, 8.5%; and in 1930, 4.7%. In 1920, 39.5% of all persons sixteen years of age were gainfully employed, and in 1930, 24.8%. The proportion of persons in the population seventeen years of age employed in 1920 was 50.3%; and in 1930, 38.8%, while the proportion of persons eighteen and nineteen years of age employed in 1920 was 60%; and in 1930, 55.3%. In 1930, twelve million young people were gainfully employed; in 1935 that number was reduced to 7,600,000, a decrease of 37%.<sup>8</sup>

Aggravating this situation has been the economic depression of recent years. Because of inability to obtain employment, large numbers of young people, even when not especially interested in school work, have continued to attend school as a means of keeping themselves occupied. The shorter working day, fewer working days in the week, the increase of periodic unemployment resulting from technological advance, are all forces which have been operating to bring or retain in the school an unprecedented number of young people for whom the schools must provide profitable activity.

According to Office of Education statistics, comparisons made on the basis of the traditional (four-year) high school, show that the school was holding more than twice as large a proportion of pupils in the second year of high school, three times as large a proportion in the third year, and more than twice as large a proportion in the fourth year in 1930 as it

<sup>7</sup>Hollis L. Caswell and Doak S. Campbell. *Curriculum Development*. American Book Co., 1935, p. 3.

<sup>8</sup>National Education Association, American Association of School Administrators, *Sixteenth Yearbook: Youth Education Today*. 1938, p. 43.

had held in 1912.<sup>9</sup> It is estimated that about 65% of all adolescents are now attending school.

This popularization of secondary education has led to a greater heterogeneity of the school population by bringing into the classroom a wide diversity of individual differences in ability, interests, and needs. According to Thorndike, in 1890, when only one child in ten reaching teens in the United States entered high school, 95% of these children were above average in native intellectual capacity, whereas in 1918, when one child in three entered high school, only 83% were above average.<sup>10</sup> Certainly the secondary school has become less and less selective from the standpoint of intelligence.

The situation confronting the schools is described in these words:

The chief result since 1900 has been to bring into the school 'all the children of all the people.' Into a school organized largely for those who wished to attend and who possessed interest in and ability for general education, there came a horde of those who did not want to go to school, had no interest in it, nor ability for what the school had to offer. Children of all levels of intelligence, including levels which never thought of education in early days, were brought in, together with all sorts of physically handicapped, the blind, the deaf, the tubercular, etc. The bright, the dull, the normal, the defective, those who liked school and those who hated it, were all brought to school together. For the first time in history a national school system was called upon to educate in addition to the normal and willing, the 'lame, the halt, and the blind.' That serious problems were inevitable is obvious.<sup>11</sup>

At first an attempt was made to educate all similarly because a belief existed that children are all alike, that they should have equal opportunity, and that the training they needed for citizenship and life consisted in acquiring certain fundamental knowledges. In carrying out this conviction the

<sup>9</sup>Roy O. Billett, *Provisions for Individual Differences*. Washington, Government Printing Office, 1932 (U.S. Office of Education Bulletin 1932, No. 17. National Survey of Secondary Education Monograph 13).

<sup>10</sup>Edward L. Thorndike, *Changes in Quality of Pupils Entering High School*, *School Review*, Vol. 30, May, 1922, p. 355-9.

<sup>11</sup>William H. Burton, *Introduction to Education*. D. Appleton-Century Co., 1934, p. 255.



kind and amount of subject-matter for each grade was determined and everyone, regardless of age, previous experience, or mental ability, was required to take the same work.

But experience and research were proving that this theory of education was based on three false assumptions. First, children are not alike but vary greatly in individual differences; second, equality of opportunity is in reality not uniformity of opportunity; and third, while a narrow basic education of memorized fact knowledge helped to prepare youth for citizenship and life in the early days of our democracy, a very different training is needed in the twentieth century to help youth adjust himself to his rapidly changing environment and to prepare him for social efficiency in the life of tomorrow. "Equality of opportunity does not mean uniform exposure to education put up in one form only and taught by one method only. It means the careful differentiation and adjustment of materials and methods of education so that all types of learners actually have equal opportunities to secure the same desirable common ideas and attitudes necessary to democratic group life."<sup>12</sup>

When John Dewey restored the philosophy of Rousseau by placing the child as the center about which all educational processes evolve, a change took place in the interpretation of education and this philosophy of a "child-centered" school has brought a redefining of the aims and objectives of education in terms of the child. Curriculum changes have resulted in an enrichment of the course of study, an introduction of new materials, and an increased interest in teaching techniques and their application to specified subject matter, all of which have emphasized the importance of pupil initiative and creative activity, and the provision for individual differences. As Cubberley implies, we are now trying to develop a *thinking* child, one who can conduct himself properly in a democratic society, and can participate in its activities; in other words, a well-trained citizen

<sup>12</sup> *Ibid*, p. 256.

should be the outcome of the training the child receives in the schools.

Present programs in schools regarded as progressive attempt to develop within pupils the ability to select problems easily, to plan work effectively, and to form opinions based on authoritative information. Such a program requires wide reading, the consultation of varied references, and the investigation of many extensive sources of information. Books, periodicals, newspapers, pamphlets, maps, visual aids, and the services of trained librarians in organizing and motivating this material becomes essential. Today no program of effective modern education can be carried on without some form of library and book service.

Again, according to this child-centered philosophy education must assist the child in clarifying and organizing his experiences which should as far as it is possible be actual life situations. However, obviously no one individual's life situations can embrace all the experiences necessary to a well-integrated growth, nor can the community in which he lives supply them. It therefore becomes necessary to obtain vicarious experience and it is the library which provides materials for this experiencing.

Thus this new philosophy of education, with its changed programs and procedures developed in an attempt to meet the increased need for education which changes in our social order have made imperative, is the underlying factor in the necessity for school library service today and the principal reason for the new importance attached to it.

## II. STATUS OF SCHOOL LIBRARIES

The Office of Education recently published a statistical study of public elementary and secondary school libraries.<sup>13</sup> This

<sup>13</sup> Emery M. Foster and Edith A. Lathrop, *Statistics of Public-School Libraries; being Chapter V of Vol. II of the Biennial Survey of Education in the United States, 1934-36*. Washington, Government Printing Office, 1938 (U.S. Office of Education Bulletin 1937, No. 2); Digest in *School Life*, Vol. 25, October, 1939, p. 25. All statistics are quoted therefrom; Additional data in Louis R. Wilson, *The Geography of Reading*. University of Chicago Press, 1938, p. 156-69, 267-89.

publication represents a more comprehensive picture of library facilities than has hitherto been available. Based on returns from the superintendents of 3,130 county and school systems, it offers significant data on the present status of these libraries as regards number, types, size of book collection, personnel, and expenditures.

In connection with the published figures, two facts should be noted. One is that the 3,130 reporting school systems are but 49.47% of the total in the United States; the other is that the replies are not from individual schools, but represent totals from superintendents for all schools in their respective systems.

According to tabulations, of the 66,101 schools in the systems reporting, 61,303 (92.74%) are served either by centralized libraries or by classroom collections only. Analysis of the latter figure shows that 27,836 schools (42.11% of the total represented) have centralized library service and that 33,467 (50.63%) have "classroom collections only". In view of the fact that approximately one-half of the school systems are represented, caution should be exercised in applying these percentages to the country as a whole.

The 27,836 centralized libraries—for it is assumed that any one school has only one such library—serve 7,209,674 pupils or 57.67% of the 12,501,017 enrolled in 66,101 schools, the total number reporting. Data are not available showing the number of pupils served by "classroom collections only". Contained in these centralized libraries is a calculated total of 28,346,250 volumes, approximately four books to each pupil enrolled. The additions to their book stock in 1934-35 amounted to nearly two million volumes (1,901,228), about one-quarter of a book per pupil.

An analysis of the number and percentage distribution of the 27,836 centralized libraries by size of library and by educational level shows that the smallest libraries are in schools with elementary grades only, 81.2% of all the libraries in these schools containing less than 500 volumes. In schools of elementary and junior high level, 37.6% of the total number of

centralized libraries contain less than 500 volumes; 32.8% from 500 to 900 volumes; and 20.4% from 1,000 to 2,999 volumes.

For each of the three following types of educational levels—the junior high school only, the junior-senior high school, and the senior or regular high school—the tabulation shows that the largest number of centralized libraries are within the group with 1,000 to 2,999 volumes. In the junior high school only, 44.1% of the libraries fall within this range; in the junior-senior high school, 43.6%; in the senior or regular high school only; 35.2%.

In schools of elementary and all high school levels, 32.1% of the total number of centralized libraries contain from 500 to 999 volumes; 30.4% less than 500 volumes; and 29.9% from 1,000 to 2,999 volumes. Only 7.6% of the total number of libraries reported in schools of this educational level contain more than 3,000 volumes. Many of the centralized libraries in schools of this level are found in county school systems.

The returns from school systems reporting give a total of 12,578 librarians in the 27,863 centralized libraries reporting. Of this number 3,808 are full-time and 8,770 are part-time.

The prevailing type of centralized school library is one which is not open to the public and is under the administrative control of the school board. Of the total number of centralized libraries reporting, 70.3% are not open to the public; and 96.3% are under the control of school boards.

During the school year 1934-35, the total income for school libraries, including both centralized libraries and "classroom collections only" for the school systems reporting was \$6,907,793. Local school districts provide most of the funds for the support of school libraries, 79.3% of the total income coming from this source. Other sources of income are state funds, public library funds, and donations by persons and organizations interested in the welfare of the schools (see p. 204).

The total expenditure for school libraries for the school year 1934-35, including both centralized libraries and "class-room collections only", for the school systems reporting was \$6,858,251.

Statistics such as these indicate better than mere words the position of the school library in the educational system of this country.

### III. GENERAL AIMS OF SCHOOL LIBRARY SERVICE

Accepting the principles implied in this new philosophy that the fundamental aim of education is growth—toward a realization of one's best self and greatest social efficiency—and that school library service is essential in any program of modern education directed toward the attainment of this aim, then the conclusion is apparent that the aim of school library service is the same as the aim of the school. As Johnson says: "The library is not an end in itself; it is a means to an end—the adjustment, the growth, and the development of the individual pupil. This purpose is likewise the aim of the teacher, and the principal, the curriculum and the extra-class activities."<sup>14</sup>

Since educational objectives are interpreted in the light of the individual and the school and community which it serves, so must the objectives of library service be adjusted to the individual, the school, and the community. Therefore, school library service must adjust itself first to the type of school organization best suited to the individual and his community, next to the methods of instruction, and finally to the unit of the school which it serves.

### IV. LIBRARY SERVICE IN THE ELEMENTARY SCHOOL

Many formulations of the functions of the elementary school have been prepared, but certain objectives are common to them all. There seems to be rather general agreement that,

<sup>14</sup> B. Lamar Johnson, *The Integrating Function of the School Library*, *California Journal of Secondary Education*, Vol. 12, December, 1927, p. 461-4.

since the elementary school serves as the basic foundation of the public school program, it should provide the child not only with the common tools of knowledge and laws of health, but also should develop in him civic, social, and moral responsibility, and awaken in him interests and appreciations which will lead to the choice of worthwhile activities during his leisure hours. With these principles of education as a background, the elementary school child must have a library which will assist him in interpreting himself in relation to others and which will develop in him the power to understand better the life about him through reading.

The elementary school library has had a hit-and-miss development and today it is not so much a well-defined entity as a form of service differentiated to meet school conditions, particularly the curriculum. Just as the elementary school itself varies today in its organization, from the traditional teacher-centered school with its emphasis on memorized recitations, subject matter, and the single textbook, to the progressive child-centered school with its integrated curriculum and its emphasis upon creative activity and a wide variety of reading materials, so we find library service following no standardized plan but reflecting in organization and program the curriculum practice of the school it serves. On the basis of curriculum practice the elementary school library today has been roughly divided by one authority into three types: the traditional school library, the reading laboratory, and the unlimited service library.<sup>15</sup>

The traditional type is in reality not a true library, for it is a collection of books shelved in any available place—a locked case in the principal's office, a hallway or closet, or perhaps scattered throughout the school in various classrooms. These books have not been selected by a specialist, but represent a mere accumulation from various sources. Reference work, the teaching of the use of books and libraries, and reading guidance is for the most part entirely lacking. Such a library is not a functional unit.

<sup>15</sup> Lucile F. Fargo, *The Program for Elementary School Library Service*. Chicago, American Library Association, 1930, p. 59.

The reading laboratory has developed in many school systems as a response to the new changes in the curriculum, particularly the new methods of teaching reading. For convenience such schools hold reading classes in a room equipped to serve as a library as well as a classroom. This room is generally in charge of a reading teacher. The greatest value of the reading laboratory and its modifications is that the library organization and materials are all directed towards the improvement of the reading program alone, and there is little opportunity for library work in connection with other subjects. Reference work is limited.

The unlimited service library attempts to do for the entire curriculum what the reading laboratory does for the reading program. It provides a complete library service within the school walls, being housed in a central room with all types of enrichment materials. Collections are circulated to individual classrooms as needed in addition to individual loans. The librarian in charge is familiar not only with curriculum developments but also with library techniques, recreational reading interests, and the broad field of children's literature. The wide book collection allows for the provision of individual differences and the stimulation of interests. The gifted child is offered opportunities for independent work in the library, the slow pupil encouraged and guided in the selection of materials suited to his needs.

### SPECIFIC FUNCTIONS

#### *Provision of Enrichment Materials*

In general then, the first function of library service in the modern elementary school is to provide materials for the enrichment of classroom procedures and the educational experiences of the child:

1. The library provides an enriched program so that effective attitudes and habits of reading for pleasure, for information, and for study may be developed.
2. The library stimulates a desire for the use of books through various kinds of good literature.

3. The library develops skill and resourcefulness in the use of books and libraries as 'tools of intellectual growth.'
4. The library helps the child to discover the unity of knowledge and to learn many important things not contained in the regular school courses.<sup>16</sup>

### *Development and Promotion of Reading Interests*

A second function of elementary school library service is to assist in establishing and developing strong motives for and a personal interest in reading. Educators generally agree that reading is the most important single subject taught in the elementary school. The relation between the reading program and library service is clearly shown in the following statements:

Discriminating and intelligent reading is an important factor in education. Children receive their knowledge of life, their education, from three sources: verbal instruction, personal experiences or observations, and reading. The child who reads easily and who has been taught to seek for himself the information that may be found in books has taken the surest and shortest road to knowledge. He may learn in a few hours facts that the child who does not read may learn only after years of experience, or not at all, and he has open to him a wealth of recreation and entertainment that cannot be duplicated in any other form. . . .

The reading habit, like other educational habits, is formed during the impressionable period of life, that is, during childhood and youth. It is easier for some children to form the habit than for others, just as it is easier for some than others to cultivate a liking for vigorous daily exercise. But all children of average intelligence may be taught to enjoy good literature. The important thing is that they should be encouraged at an early age to read good books.

The first step in the formation of the reading habit is an early mastery of the mechanics of reading. . . . The earlier the reading habit is formed, the more permanent the acquisition is likely to be. . . .

After the child has mastered the mechanics of good reading he should immediately be supplied with all the good books he can use. By nine years of age the child should be reading easily and with enjoyment. Children of this age are not too young to understand and appreciate good literature.<sup>17</sup>

<sup>16</sup> California State Department of Education, *Selection and Distribution of Supplementary and Library Books in California Counties*. (Bulletin No. 10, May 15, 1934), p. v.

<sup>17</sup> Lewis M. Terman and Margaret Lima, *Children's Reading*. 2d ed. Appleton, 1931, p. 3-5.



In a study of reading interests made by Gray and Munroe, we find this recommendation:

Studies show clearly that the reading interests of children vary widely at each grade and age level. Furthermore, notable differences have been reported in the reading interests of different levels of mental ability and achievement in reading. These facts support the recommendation that a wide range of reading material is necessary in the school. . . .<sup>18</sup>

Dolch offers as one of the goals of intermediate reading: "Free independent reading by each child of material directly suited to his interest and ability." In discussing this point he says:

Each child is a member of a group and should live partly as a member of that group. The child is also an individual with individual tastes and capacities. While he is living his group life, he should also be stimulated in his individual life and part of that life is reading. He should be given the reading that is most suited to him and he should attack it freely in time set aside for the purpose and in any other time he wants to give it. . . .<sup>19</sup>

### *The Stimulation of Appreciations*

A third function of elementary school library service is to stimulate appreciations, to teach through reading the love of the beautiful and the joy of self-discovery. As Hicks says, "Education is trying to show the beautiful side of life. It aims to send the child out into the world capable of understanding and enjoying the cultural things. For want of a better term we call this 'appreciation.'"<sup>20</sup>

### *Provision for Individual Differences*

A fourth function of elementary school library service is to aid in providing differentiation and the recognition of

<sup>18</sup> William S. Gray and Ruth Munroe, *Reading Interests and Habits of Adults*. Macmillan, 1929, p. 126.

<sup>19</sup> Edward D. Dolch, Goals in Intermediate Reading, *Elementary School Journal*, Vol. 35, May, 1935, p. 683-90.

<sup>20</sup> Howard H. Hicks, The Junior High School Library. In American Library Association, *School Library Yearbook No. 5*, 1932, p. 44-5.

individual differences. Almost all writers urge recognition of individual differences in ability, interests, and needs. Studies have shown that gifted children read three or four times as much as those of average ability and that the quality of reading is better.<sup>21</sup>

The library, then, is the ideal agency in the school for providing for these differences. The child with defective eyesight, the dull, the normal, the bright child, through reading may be stimulated to progress as far and as fast as his capacities will take him.

### *Teaching the Use of Books and Libraries*

A fifth function of library service in the elementary school is the teaching of the use of books and libraries as preparation upon which to build for junior and senior high school experiences and as preparation for life. Generally a better system of library instruction can be instituted when a school library exists in the school.

Morgan sums up the value of library service to the child when he says:

The library has its great opportunity when, having learned to read, the pupils first discover the book as a joy and a tool. This comes during the elementary school years. Then is the time par excellence to lay solid foundations for right and permanent reading habits. Such habits will add to the richness of the child's elementary school experience; they will cause many pupils to enter junior and senior high schools, and even college, who would otherwise lose interest. They will furnish those whose formal education is over the open sesame into the broad highway of useful and liberal learning.<sup>22</sup>

<sup>21</sup> Cf. Lewis Terman and Margaret Lima, *op. cit.*, p. 51-67; Also May Lazar, *Reading Interests, Activities and Opportunities of Bright, Average, and Dull Children*. Teachers College, Columbia University, 1937 (Contributions to Education No. 707); Also Paul A. Witty and H. C. Lehman, *Reading and Reading Interests of Gifted Children, Pedagogical Seminary*, Vol. 40, June, 1932, p. 473-85; Vol. 45, December, 1934, p. 466-81.

<sup>22</sup> Joy E. Morgan, *Schools and Libraries, School and Society*, Vol. 20, December 8, 1924, p. 703-13.

## V. LIBRARY SERVICE IN THE JUNIOR HIGH SCHOOL

The aims and objectives of education in the junior high school include the objectives of the elementary school supplemented and enlarged, adding the opportunity for exploratory try-outs of different courses, providing for flexibility in groupings, offering an opportunity for educational and vocational guidance, and making possible adaptation to individual differences. The junior high school offers the pupil the opportunity to explore any and all activities of human life which his curiosity and interests suggest. The schools provide an opportunity for such exploration. If the library service to the junior high school does not provide this opportunity for exploration by furnishing materials to interpret the life of the child to himself and to bring him to the realization of his relationship to human-kind through emotion and experience, then the library fails as a contributing factor in his educational experience.

Through the school library all fields of knowledge are opened up to the adolescent boy or girl and each individual may range as far as his ability may take him. Materials are at hand to vitalize his work in the social sciences. History is no longer an endless account of wars and conquests; through wide reading he comes to see each period in its entirety, the culture and economic significance of the era. Events of the present day take on new meaning in their relation to the past. In English he is led to discover not only the important books of earlier generations but the worthwhile books of our own day. In science he finds the latest developments in invention. All subjects lead to the library where, through carefully selected books and the wise direction of teacher or librarian, the child grows in knowledge and in the formation of good habits of study.

The library in the modern junior high school is a regular part of the equipment of the school, an educative unit designed

to serve all teachers, pupils, and every classroom. The place of the library in the junior high school is well stated in the following:

No other activity of the school, not even the lure of the gymnasium, auditorium, shops, fine arts, or even the attractive social activities should be permitted to wield the influence comparable to that which the junior high school library should exert.

The junior high school library is the servant of all—faculty, pupils, every classroom, every subject in the program of studies, every assembly program, every homeroom activity, in short, the whole life of the school is administered to by the library. By service it is entitled to the high place in the junior high school which should be accorded this agency of greatest service. . . .

One consideration which determines the true place of the library in the junior high school is its adaptability to the instinctive needs of early adolescent age. Mental inquisitiveness at this age surpasses that of any other stage in life. Nature gives the child enlarged intellectual powers. The early adolescent demands the right to think for himself. He must have his own experience—learn by doing—live his own personal life. No agency surpasses the library in its potential power to guide early adolescent youth. Guidance in the library is unobtrusive. The early adolescent does not know or care that every volume has been selected to eliminate the harmful. He finds heroes who should become his guiding patterns. The junior high school library should be a rich storehouse of juvenile fiction, biography, and travel. It should be secondarily a reference, instructional, or supplementary agency.<sup>23</sup>

The junior high school age is an important period of interest in reading. Hundreds of investigations have been made of the reading interests of children in this country. The results of practically all studies on the elementary and junior high school level show that the percentage of children who read books of their own accord increases rapidly in the primary and middle grades and approximates one hundred per cent in the junior high school. In this connection a school librarian says:

This period in our school system is the time of greatest opportunity for opening up to boys and girls the world of good books. At the beginning of the period the child is approaching that great physical and mental change of adolescence. This is the period of the greatest

<sup>23</sup> James N. Glass, *The Place of the Library in the Junior High School*, *Library Journal*, Vol. 50, February 1, 1925, p. 123-5; Also in Martha Wilson, comp. *Selected Articles on School Library Experience*. H.W. Wilson Co., 1925, p. 213-18.

amount of reading. The child has mastered the mechanics of thought-getting from the printed page, and as he turns to new methods of class work with widened horizon on all sides he experiences the growing pains of readjustment of himself to the world of men. Far beyond any facts we may teach or trusts we may develop for the pupil, the only great and abiding factor we shall leave in the building of his character is the right attitude of mind. That may be assured if the child has a love of good books.<sup>24</sup>

The socializing influence of the junior high school library is emphasized by another writer:

The junior high school is a place where a youngster learns to be a young man or a young woman. The process of passing through the junior high school is largely a process of finding one's self, of developing one's self-direction.

Now this process of becoming socialized is partly a teacher-guided process, and partly a self-discovering process; a very subtle and interesting mingling of impulses makes up the final determining motive of the school boy or girl. There must not be too much guidance and there must not be too much vague individual wandering. But very definitely some time and through some means in the junior high school, selfhood must be attained.

One of the best environments for this slow process of self-discovery is the library. In the library the student is a free citizen; he may move about, select books from the well chosen ones within reach. He may do this himself, by himself, and for himself. Yet others see him doing it. The library is an ideal place for the co-mingling of teacher direction and individual initiative.<sup>25</sup>

## VI. LIBRARY SERVICE IN THE SENIOR HIGH SCHOOL

The senior high school combines the objectives of the elementary school and the junior high school as a basis for the additional aims of its organization. The senior high school attempts to lead each pupil to discover himself, to guide him to accept higher ideals and interests in life, and to aid him in the choice of a useful career.

The library in the secondary school may contribute vitally to scholastic efficiency, to inexhaustible pleasure, to specific

<sup>24</sup> Laura C. Bailey, *Library Opportunities in the Junior High School*. In Martha Wilson, *op. cit.*, p. 205-13.

<sup>25</sup> Elizabeth Madison, *The Socialized Library*, *Journal of the National Education Association*, Vol. 13, November, 1924, p. 299-301.

information, and to a judicious taste in the selection of reading materials. The high school pupil uses his reading whenever it is the best method for gaining information, enriching his experience, or gaining a deep and abiding satisfaction. The amount and choice of his reading may serve as a measuring rod of his social, intellectual, and cultural attainments, though the type of school situation may influence this. These standards are high and perhaps idealistic to an extent, yet they do not override the functions of a good library.

The National Survey of Secondary Education in 1932 aimed to collect opinions on the functions of the secondary-school library as stated by 352 principals, teacher-librarians, and librarians, with the interesting results given in Table I. The differences

TABLE I

*Functions of the Secondary-School Library Reported by Principals, Teacher-Librarians, and Librarians*<sup>26</sup>

Function	Principals (108)	Teacher- Librarian (47)	Librarian (197)	Total (352)
To enrich curriculum & supply reference material	92	30	140	262
To provide for worthy use of leisure time	68	32	144	244
To train pupils in the use of books & the library	22	13	104	139
To serve as a central- izing agency for the school	3	2	30	35
To train for character	6	3	16	25
To serve teachers	4	3	17	24
To assist in the guid- ance program of the school	2	1	7	10

<sup>26</sup> From B. Lamar Johnson, *The Secondary-School Library*. Washington, Government Printing Office, 1933 (U.S. Office of Education Bulletin 1932, No. 17; National Survey of Secondary Education Monograph No. 17), p. 7.

of emphasis by these groups are apparent.

### SPECIFIC FUNCTIONS

#### *Enrichment of the Curriculum*

In the senior high school as in the junior high school the library is an integral part of the school organization and carries out the same general activities. Formerly, the library was considered important for its cultural value. Today, it is recognized also as a teaching department, making its greatest contribution when it is integrated with the contents and objectives of the curriculum and the methods of each teacher. How the library aids in enriching the course of study is shown in Figure I. This function has been expressed by one writer as follows:

The library, in particular, is of importance in the matter of correlating the interests of all departments of the school. For purposes of organization and administration of secondary education, artificial divisions into departments according to subject matter is necessary but has tended to separate the school into independent units of instruction. Each subject then entrenches itself as best it can to other subjects taught in the school. Therefore, specialization becomes rigid and uncompromising at the very period in the life of the pupil when orientation, exploration, and general sampling of subject matter is what he needs most. Therefore, under these conditions the school library must have for its objectives the unification of education, the correlation of one department with another.

The library in secondary schools must be built upon the work the elementary school library and the junior high school library have been doing. Where such libraries have been lacking, the high school library must lay the foundation of library service for teachers and pupils as well as build the superstructure of library experience.<sup>27</sup>

#### *Preparation for Actual Life Situations*

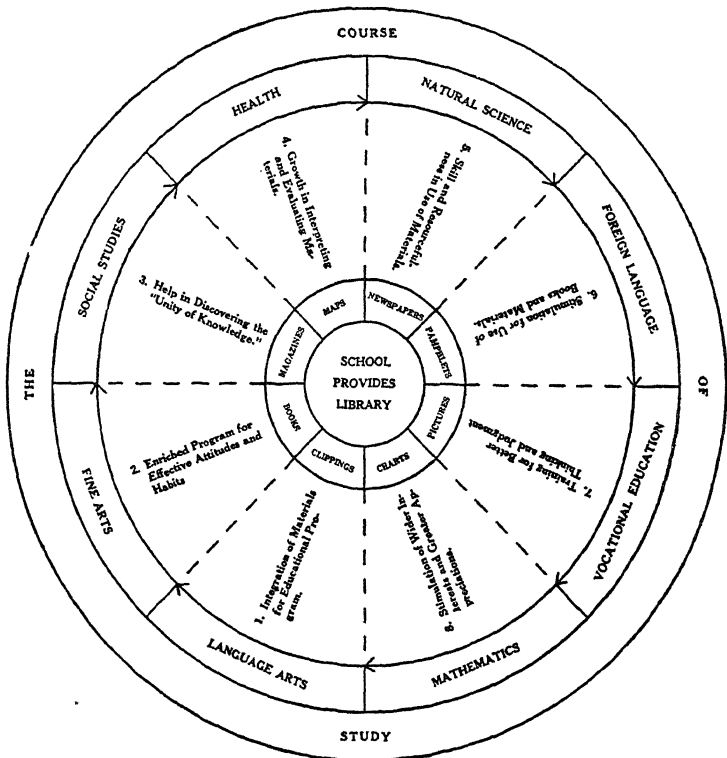
As we have mentioned, one of the objectives of the modern high school is to help youth adjust himself not only to his immediate life environment, but also to attempt to prepare him to meet new conditions and situations intelligently. The library provides the laboratory and the wealth of material necessary in this work.

<sup>27</sup> Hannah Logasa, *The High School Library*. Appleton, 1928, p. 12.

FIGURE I

From North Carolina Department of Public Instruction. *Suggested Procedures for Curriculum Construction and Course of Study Building, 1934-35. Publication No. 179, p. 101*

Prepared by Mrs. Mary P. Douglas



**OPPORTUNITIES PROVIDED BY THE SCHOOL LIBRARY IN RELATION TO THE COURSE OF STUDY**

*Vocational Choice*

The choosing of a vocation is a live issue with all high school students. The library, containing up-to-date information on industries and professions, is an important factor in such vocational and educational guidance.



*Development of Recreational and Leisure-Time Reading*

Besides serving as the chief means of curriculum development, the library serves as a laboratory for recreational reading. The importance of reading and reading guidance in the secondary school is emphasized in these words:

The years that fall within this educational span are in many respects the most important in the reader's life. The child enters secondary school just at the close of the period when we can normally count upon his wanting to read. Before he leaves it, his adult attitudes and interests with respect to reading will largely have been formed. Thus, the critical moment in his reading comes during the very years when he passes, in the scholastic field, from the field in which he is expected to receive direct help and constant guidance from his teachers to that in which he is expected to be able to depend largely upon himself. The library entering through the school into the process of his development during this transition period, assumes its share in the educational advancement of the reader and the student at one and the same time.<sup>28</sup>

*Teaching the Use of Books and Libraries*

A final function of high school library service is the development of skill in the use of books and libraries as training for self-education through life. There should be cooperation with the public library in such a way as to stimulate the pupil's use of its facilities, in the hope that this habit will carry over into adult life. It has been said that school education is a mere beginning. Upon it must be built a lifetime of educative experience. Most of such experience must come, if at all, from reading. This same thought has been expressed in these words:

The library must find a way to recognize a pupil's initiative, his capacity for study, his interest, and thus prepare him for self-directed personal development beyond school. His natural urges and curiosities must be conserved and directed in such a way as to bring him the joy of work and the power of self-direction which goes to make up a successful adult. The task of the school library is to create in pupils such a love

<sup>28</sup> Gertrude L. Angell, *Function of the Library in the Secondary School*, *Educational Outlook*, Vol. 10, January, 1936, p. 73-4.

for books, such an appreciation of libraries and dependence upon them that when school days are over, they will turn instantly to other libraries at their disposal for all they have come to expect from the library in the school. The child of today has a right to receive in school that experience and training which will obviate confusion and embarrassment in furthering his self-education in the years to come.<sup>29</sup>

## VII. LIBRARY SERVICE ON ALL LEVELS: SUMMARY

A recent book on education states the fundamental characteristics of a good library for children and young people as follows:

1. It is *usable* as a working laboratory.
2. It is *adapted* to the training, experience, tastes, age, and personalities of the pupils. Reading materials are easily understood.
3. It is *varied* in its reading materials, ranging from the purely literary to the realistic, and serving all needs and interests in all subject-matter and activity fields.
4. It is *well-balanced*, providing sufficient reading materials for all grades, including the youngest, and neglecting no important subject matter field.
5. It is *reasonably large*, making ample provision for all children attending school.
6. It is *growing*, kept up-to-date, and closely correlated with the activities of a changing curriculum.
7. It is *attractive* in the appearance and arrangement of books and equipment and a source of pleasure to the children.
8. It is *well-cared-for* with appropriate equipment and by rules and habits which prevent loss or unnecessary hard usage.
9. It is *in constant use* which enables it to render the largest amount of service.<sup>30</sup>

In summary, then, school library service at all levels develops the educational program of the school in the following ways: (1) it supplies material for the teacher to integrate and correlate all subjects; (2) it supplies new material to meet new social

<sup>29</sup> May Ingles, Place of the High School Library in a National Library Service, *School and Society*, Vol. 28, August 11, 1928, p. 159-63.

<sup>30</sup> Charles M. Reinoehl and F. C. Ayer, *Classroom Administration and Pupil Adjustment*. Appleton-Century, 1940, p. 252.

needs; (3) it eliminates material of doubtful value, substituting something more significant; (4) it assists in the guidance program of the school; (5) it provides for individual differences; (6) it stimulates original thinking, thus arousing the creative impulse; (7) it trains a student for independent study and continuing self-education.

### VIII. THE SCHOOL ADMINISTRATOR'S RESPONSIBILITY FOR PROVIDING SCHOOL LIBRARY SERVICE

As far back as 1899, the function of the school superintendent in procuring libraries for, and their proper use in, public schools was a topic of discussion at the National Education Association meeting in Los Angeles. Even at this early date progressive educators, recognizing the importance of books and libraries in the educational program, placed the responsibility for providing them directly upon the school superintendent. One educator bluntly said:

My conclusion, therefore, is that the function of school superintendents in procuring libraries for schools is to procure them, and preferably by a method which involves some form of self-help and sacrifice on the part of those who are to use them. The city superintendent should be identified either in person or by proxy with the public library, with the clear purpose of limiting its abuse and extending its wise use by both teachers and pupils. The public library, wherever it exists, should be a tributary ally of the school. In communities without a library the superintendent or principal should forthwith establish one.<sup>31</sup>

Clearly it is the responsibility of the superintendent to provide this leadership. While the influence and support of the school principal is one of the biggest factors which does most to determine the contribution that the library can make to the school program, for by his interest and help a school librarian can go far in adapting the program and activities to the type of child, the

<sup>31</sup> Alfred Bayliss, *Function of the School Superintendents in Procuring Libraries For, and Their Proper Use, in Public Schools*, National Education Association, *Addresses and Proceedings*, 1899, p. 1140.

teaching personnel, and the community, the provision for this service must first come through the superintendent and the board of education. Just as it is the duty and responsibility of the superintendent to extend and improve library service in his schools, so it is his responsibility to determine after careful investigation and consideration of the local library situation whether this service shall be provided by the school board, by the public library, or by the county or regional organization.

The ability of the superintendent to secure school library service wisely and adequately is determined in large degree by his understanding of the wide field of library service. The school library movement is young. While there are many library-minded superintendents today, school library conditions in countless cities, towns, and rural areas point to a fundamental lack of understanding of library problems on the part of school administrators.

An intelligent understanding of school library service problems is based in part upon a knowledge of four things: (1) the background of the school library movement in its relation to significant movements in education; (2) the legal basis of school library service; (3) important forms of school library service administration together with the problems in support and control inherent in each form of administration; and (4) current practices and trends of progressive school systems in providing school library service.

It is the purpose of the remaining chapters in this volume to consider each of these phases of school library service from the viewpoint of the school administrator.

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Advocates the decentralization of library service to classrooms as working laboratories.



## CHAPTER II

### THE RISE AND DEVELOPMENT OF SCHOOL LIBRARY SERVICE IN ITS RELATION TO SIGNIFICANT MOVEMENTS IN EDUCATION

Though not primarily within the province of the present volume, a brief survey of the history of the school library movement is pertinent, in order to show the evolution and growth of school libraries today.

#### I. EARLY PERIOD, 1835-1876: RISE OF SCHOOL-DISTRICT LIBRARIES

During the early quarter of the nineteenth century a number of prominent Americans having diverse interests embarked on trips to Europe with the avowed purpose of securing new ideas to put into practice when they returned home. Included in one group were Governor De Witt Clinton of New York, William L. Marcy of New York, and Horace Mann of Massachusetts, who were interested in education, especially in methods of educating the young. Horace Mann devoted most of his time abroad to studying various school systems, especially those of Prussia, where the influence of Pestalozzi had been finding its way into the Prussian schools. The inspiration received by these men and brought back to our own shores had a great influence on the origin and growth of school libraries in the United States.

These educational leaders and others of the day realized that the development of intelligent citizens depended not only upon teaching reading but also on providing reading opportunities. It was for the purpose of providing such opportunities that the school district libraries came into being.

A brief résumé of the rise, initial popularity, and decline of these libraries in the first three states providing legislation for them will serve to illustrate the difficulties encountered in the struggle for their establishment and maintenance.

#### NEW YORK THE PIONEER STATE

Governor De Witt Clinton, in his message to the New York state legislature in 1827 recommending the formation of a better common school system, first proposed that a small library of books should be placed in every school house; but it was not until 1835 that the friends of the free schools saw their hopes realized in the passage of a law which permitted the voters in any school district to levy a tax to begin a library, and a tax of \$10 each succeeding year to provide for its increase. Much apathy was shown, and a few districts voted the necessary tax.

In 1838, Governor Marcy decided that something must be done to get the people in a receptive state of mind toward the idea of the district school library. In his inaugural address he recommended that the legislature appropriate a share of the United States Deposit Fund for this purpose. The New York state legislature passed an act respecting school district libraries on April 15, 1839.

After the New York legislature adopted Marcy's recommendation it was provided that \$55,000 of the fund should be set aside for three years to be applied to the district school libraries, with a further provision that the towns were also required to raise a like sum for the same purpose. General John A. Dix, then Secretary of State, and ex-officio Superintendent of Schools, from the first a zealous and powerful friend of the movement, was charged with the execution of the law. The law met with favor everywhere except among those who opposed the common schools themselves, so that General Dix's successor was able in 1841 to report 422,459 volumes in school libraries.

In 1842, the number of volumes in the district school libraries had increased to 620,125, a growth in one year of more

than 200,000 volumes. In 1843, authority was granted the school districts to use the library fund for the purchase of school apparatus, and after that had been sufficiently obtained, for the payment of teachers' wages, providing that each district containing more than fifty children between five and sixteen years of age should have a library of not less than 125 volumes. Year by year the school libraries grew and multiplied until in 1853 they contained 1,604,210 volumes. Then began a period of decline.

Volumes began disappearing at an alarming rate. Though \$55,000 had been appropriated each year for purchase, the number steadily decreased. In the 1875 report the evil was revealed as being worse than ever, as evidenced by the table included in the 1875 report of the Superintendent of Public Instruction.<sup>1</sup>

1860	.....	1,286,536	volumes
1865	.....	1,269,125	volumes
1870	.....	986,697	volumes
1871	.....	928,316	volumes
1872	.....	874,193	volumes
1873	.....	856,555	volumes
1874	.....	831,554	volumes

Since the total amount of appropriations since 1838 had been \$2,035,100, the Superintendent recommended that the law be repealed, since it was obvious that library monies had been applied freely to the payment of teachers' wages.

#### ORIGIN OF SCHOOL-DISTRICT LIBRARIES IN MASSACHUSETTS

School libraries in Massachusetts owe their origin to Horace Mann, who, in 1837, gave up a promising political and legal career to become the first secretary of the first board of educa-

<sup>1</sup>New York Superintendent of Public Instruction, *Twenty-First Annual Report*, February 10, 1875, p. 26-7.

tion in the United States, the State Board of Education of Massachusetts. Through his influence an enabling school district library law was enacted in 1837, by the same legislature that created the State Board of Education, allowing school districts to raise and expend \$30 for one year, and \$10 each succeeding year to begin and support a school library, the school committee to select the books. No doubt the legislature was influenced by the Act of the state of New York which had provided somewhat similar legislation in 1835. However, few districts availed themselves of the authority thus granted, and Horace Mann became alarmed, and as a result included in his 1839<sup>2</sup> report a section on district libraries in which he elaborated on "useful" reading as compared with "amusing" and "fictitious" reading, and indicated that the hope of education in Massachusetts lay with the establishment of a program whereby a school library should be placed in every district in the state. This report is outstanding for its succinct statement of the purposes and values of reading, the more remarkable since it was written a century ago.

Again in his famous 1840 lecture "On District-School Libraries"<sup>3</sup> he outlined the plan, emphasizing that common-school libraries were meant for the poor as well as rich, and that since learning to read was the principle purpose of school attendance, a supply of materials for such reading was a necessity. He went on to elaborate upon good and bad reading, maintaining that it was the function of the school to improve taste as well as to build it.

Four years later, in 1841, there were only 10,000 volumes in all school libraries in the state. It was estimated at this time that 100 towns within the state were without any kind of libraries save private.

The friends of school libraries did not despair, and in 1842, owing to their unwearied efforts, a resolution was passed appropriating to each school district that would raise an equal amount,

<sup>2</sup> Horace Mann, *1839 Report of the Secretary of the Board of Education*, p. 10-60.

<sup>3</sup> Horace Mann, *Lectures and Annual Reports on Education*, 1867. Lecture VI, p. 297-330.

the sum of \$15 for library purposes. Neither this resolution nor that of 1843 extending its provisions to cities and towns not hitherto divided into school districts, gave more than \$15 to any one library. In 1842 one-fourth of these districts formed libraries, at an expense to the state of \$11,355; they contained by estimate 33,000 to 40,000 volumes.

In 1843 the school library reached its height as shown by the number of applications for their establishment under the law of 1842. The applications for aid gradually decreased from 1843 to 1849 when, according to the report of the State Board of Education for 1849, the value of all the libraries was \$42,707 and the number of volumes 91,539. When Mann left the Secretaryship of the State Board of Education in this year, the school library was a definite part of the Massachusetts school system.

But it was not to remain a part of the system for long, for legislation in 1850 repealed the law. In its place an act was passed providing for the establishment and maintenance of public libraries by taxation. This legislation, which became effective in 1851, gave impetus to the growth of town libraries. They became so popular in a short time that they superseded the school libraries.

To Horace Mann must be given credit for educating the people of Massachusetts to the point of becoming library-minded. His lectures and writings on the value of common-school libraries during his whole term of office aroused the interests of citizens in all sections of the state, and made easier the establishment of the town library because it was felt the school library could not fill the two important needs, that of the school and the public.

#### SCHOOL-DISTRICT LIBRARIES IN MICHIGAN

The Michigan school law of 1837 empowered the voters of each district to raise by tax a sum not exceeding \$10 annually for the purchase and increase of district libraries. Each district that levied the library tax became entitled to its proportion of

the clear proceeds of all fines collected within the several counties for any breach of the peace laws, and also its proportion of its equivalent for exemption from military service, which fines and equivalents should be paid over by the several officers collecting the same to the county treasurers to be apportioned by the number of children in the townships between the ages of 5 and 17 years.

An amendment, in 1840, directed that the funds arising from fines and exemptions should be used for library purposes only. The Act of 1843 provided for the establishment of township libraries and for the annual income of \$25 for each, to be raised by taxation; it permitted the electors, after a library had acquired 200 volumes, to reduce the amount to be raised by taxation to a sum of not less than \$10 annually; and it was made the duty of the State Superintendent of Schools to publish a list of books suitable for school libraries. The law also empowered the election of a town to raise by special tax \$50 additional for the purchase of books for the library. The act of 1859 authorized the voters of any town to determine what proportion of the amount raised by taxation for school purposes should be used to purchase books for the town library; it also authorized the directors to divide the township libraries into district libraries. The law of 1869 permitted the electors of any town to unite the several district school libraries and form a township library. The electors of a school district might vote a tax for library purposes.

One of the first acts of the new Michigan State Superintendent of Schools, Mr. Gregory, in 1870, was an attempt to have the law changed, but his attempt failed and he said "If we could have an honest administration of the fine moneys and ten percent of the two mill tax, I am sanguine we should soon be proud of our school libraries."

The Michigan State Superintendent of Schools report for 1873 discusses school libraries and from it the following statement is gleaned:

While it must be admitted that there are not a few who are decidedly opposed to school libraries as a useless appliance in our school

work, and many more quite indifferent to the subject, there are yet a host of earnest citizens and many among them our most active educators, who believe the value of school libraries, properly managed, can hardly be estimated.\*

While nineteen states, by 1876, had provided legislation of some sort designed to promote the development of public school libraries, the movement in general was considered a failure. Defects in original legislation, lack of state administrative coordination and supervision, and the lack of library techniques and trained personnel for each school were all handicaps to its success.

The school district library, though destined to be superseded in most areas by the town library and the public library of today, nevertheless served an important part in school library development. Although its usefulness in the school was hindered by the fact that it was organized primarily for adults and hence failed to consider children in its selection of books, its administration by school authorities, as provided by law, and its usual location in the school house, guaranteed its future consideration as school equipment.

By 1876 the movement for public libraries was on the ascendency and with their rise into prominence was to come a new form of school library development.

## II. MIDDLE PERIOD, 1876-1900: RISE OF PUBLIC-SCHOOL—PUBLIC LIBRARY COOPERATION IN PROVIDING LIBRARY FACILITIES IN THE SCHOOL

The year 1876 is usually designated as the starting point of the modern library movement. In this year events took place which greatly influenced the growth of all public-supported libraries, both school and public.

\*Michigan State Superintendent of Schools, *Report for 1873*, p. 70.

## DEVELOPMENTS IN THE LIBRARY FIELD

One event of great importance occurred in this year, the publication of the first government report on the history, condition, and management of libraries in the United States.<sup>5</sup> Coming as it did at this time, its importance can scarcely be overemphasized, for it not only publicized the need of libraries but also served as a basis for future library development.

A second event of far-reaching significance was the founding of the American Library Association, by Melvil Dewey, who brought together at the Centennial Exhibition at Philadelphia in 1876 a committee which organized the American Library Association under the following resolution:

For the purpose of promoting library interests in the country, and of increasing reciprocity of intelligence and good will among librarians and all interested in library economy and bibliographical studies, the undersigned form themselves into a body to be known as the American Library Association.<sup>6</sup>

This organization was the first of national scope devoted to the common purpose of library development.

The third event of importance was the publication of the first issue of the *Library Journal*, the first periodical in the United States to be devoted entirely to the interests of the library field. Files of this publication trace the growth and development of school libraries.

## DEVELOPMENTS IN THE EDUCATIONAL FIELD

Meanwhile two events in the education field attracting the attention of educators at this time, the new movement in reading and the Herbartian movement, were powerful influences in the demand for books in the school and the subsequent revival of interest in school libraries as a means of furnishing this material.

<sup>5</sup> U.S. Bureau of Education, *Public Libraries in the United States of America, Their History, Condition, and Management*. Special Report, Part I. Washington, Government Printing Office, 1876.

<sup>6</sup> American Library Association, *Fifty Years of Library Service*. Chicago, American Library Association, p. 1.



### *The New Movement in Reading*

The background of this movement may be traced to the time (1835-40) when Horace Mann and other Americans returned from visiting European schools bringing with them the German-Pestalozzian principles of teaching reading, as they had observed them, especially in the Prussian schools. These new and more sensible methods created a revolt in our country against the A B C plan generally in use here, and set educators at work developing a new approach to the reading problem.

From 1840 to 1880, series of readers appeared. The William McGuffey, the Russell Readers, the Tower Readers, the Swan Readers, and others were developed in an effort to put into practice Pestalozzian principles. McGuffey is given credit for being the first author to produce a clearly defined and carefully graded series consisting of one reader for each grade of the elementary school. The McGuffey readers included literature in the upper grades to lend itself to elocution, and the McGuffey primer contained realistic material because Pestalozzi placed emphasis upon object and science teaching.

It was about 1880, when, according to Smith,<sup>1</sup> one finds the first well defined aims, methods, and all materials directed to the goal of developing a permanent interest in literature. From 1880 onward, for almost forty years, the predominant function of reading instruction was to be that of developing an appreciation for and a permanent interest in reading and literature. Thus was created an immediate and increasing demand for literature materials in the classroom.

### *The Herbartian Movement*

About this time, another great educational movement, originating in Europe also, and known as the Herbartian Movement, was rapidly developing in this country. Johann F. Herbart, its founder, was a German philosopher and educator, who believed

<sup>1</sup> Nila B. Smith, *American Reading Instruction*. Silver Burdett, 1934. p. 115.

in teaching character through the use of historical and literary stories. He stressed the aim of developing "many-sided interests" so that the individual would go into the world equipped with interest and ability in many lines. Virtue or moral character to him was the chief aim of education.

Herbart also emphasized ideas as outcomes of learning. These became the object of teaching in place of the training of the faculties, hence, this was the beginning of a theory opposing formal discipline. It was also the beginning of a long period of intellectual or bookish education.<sup>8</sup>

Thousands of books, not only texts, but historical and literary stories as well, were published based upon these new Herbartian principles. The Herbartian movement in reading which swept this country, particularly from 1889 to 1897, was a large factor in the awakening of educators to the potentialities of the library in the school.

#### RISE OF PUBLIC SCHOOL AND PUBLIC LIBRARY COOPERATION

In 1876, we find recorded, too, the first suggestion of the advantages to be derived from a possible cooperation of the public school and the public library. The suggestion of this possibility came not from a teacher nor from a librarian but from a layman, a Mr. Charles Francis Adams, Jr., Chairman of the School Committee, and President of the Town Library Board of Quincy, Massachusetts, whose interest in education and keen insight into its problems and possibilities made him a leader of his day. He prepared a paper for the teachers and called a meeting on May 19, 1876, to be read before them. In this paper he advocated the unification of the town libraries with the high and upper grades of the grammar school, in view of the fact that the school and public library were formed on a common basis, combined to make what he called "A People's College."

<sup>8</sup>William H. Burton, *Introduction to Education*. D. Appleton & Co., 1934. p. 48.

In bridging the gap between the library and the school, Mr. Adams contributed in large measure. His speech was published and widely circulated among educators of the day. Further discussion of the question took place at the conference of the American Library Association in Boston, in 1879, when the reading of children was discussed. The viewpoint of the teacher was voiced at this meeting by R. C. Metcalf, Master of Wells School, Boston, in an article on "Reading in the Public Schools." After discussing methods of cultivating the tastes and directing the choice of pupils' reading, Mr. Metcalf said: ". . . It only remains to suggest how, in my opinion, the public library can be made a great public benefit, rather than what it too frequently is, a great public nuisance. So long as our pupils are allowed free access to a public library without direction as to choice, either by parent, teacher, or librarian, we can look for no good results." Mentioning the distance between some schools and the library and the lack of branch libraries, he further says: "Some plan must be devised whereby the principal or teacher can draw from the library such books as his pupils may need and deliver them at his desk whenever the school work suggests their use." \*

The first record to be found which gives the results of actual experience between the school and the public library is found in a paper read by Samuel S. Green, public librarian at Worcester, Massachusetts, at the annual meeting of the American Social Science Association, September 8, 1880, on the topic—"The Relation of the Public Library to the Public School." In this paper Mr. Green described the method used in Worcester whereby borrowing privileges had been extended to teachers and pupils and class visits to the public library had been instituted. This article stimulated other libraries to attempt the same kind of work.

By 1882 this movement, which was to spread rapidly in the next two decades, was under way and in this year reports

\* R. C. Metcalf, Reading in the Public Schools, *Library Journal*, Vol. 4 September-October, 1879, p. 343-5.

appear in the *Library Journal* from Indianapolis, Middletown, Conn., Buffalo, Chicago, and Cincinnati.

In 1885 a report was made to the American Library Association on the work with schools done by libraries throughout the country. Reports were received from seventy-five libraries, thirty-seven of which reported that official connection had been made with the schools, special privileges being granted pupils and teachers and direct effort made to add interest to school work. This report stimulated other libraries to attempt similar work. The more progressive librarians developed new ideas of cooperation with schools which were put into practice.

#### INTEREST OF EDUCATORS IN LIBRARY COOPERATION

It is well to examine the attention that educators were giving at the same time to this movement. So far the initiative in attempting cooperation between the school and the public library had come almost entirely from public librarians. Apparently, educators were either reluctant to try the new experiment or indifferent to its value. The first paper distinctly on the subject of the library was presented before the annual meeting of the National Education Association held in Chicago in 1887, by Thomas J. Morgan, Principal of the State Normal School at Providence, R.I. It dealt chiefly with the principles of teaching the pupil how to use books, indexes, references, etc., noting that in Providence, Worcester, and other cities, sets of books could be taken from the public library for school use.

The first presentation directly on cooperation before the Association was in 1892 when the librarian of the Cleveland Public Library described the work of his library in cooperating with the schools both through class use and loans.

#### *The Establishment of the School Library Section of the National Education Association*

Many public libraries which had been serving both the school and the public were facing serious administrative prob-

lems. These problems had reached such proportions in 1896 that leading librarians felt the National Education Association should have a department to assist in forming policies for future school library growth. To this end, John C. Dana, president of the American Library Association, prepared a petition to be presented to the Board of Directors of the National Education Association for consideration at their annual meeting at Buffalo, New York, in 1896. The petition was unanimously granted and the section was accordingly established. The purpose of the section was stated that it

should cover fully school and pedagogic libraries, but that its great work should be the practical recognition that education is no longer for youth and for a limited course in school, but that it is really a matter for adults as well as youth; for life, not for the course; to be carried on at home as well as in school . . . . This means that education must be carried on by means of reading and that, if the libraries are to furnish the books and give all necessary help in their proper field, the school must furnish the readers.<sup>10</sup>

The American Library Association in the same year appointed a committee to cooperate with the Library Section of the National Education Association.

### *Discussions, 1897-1899*

At the special conference of the American Library Association in Atlantic City practically the entire program was given over to a symposium entitled "Work Between Libraries and Schools."<sup>11</sup> Prominent librarians from Worcester, Cleveland, Detroit, Milwaukee, and Dayton presented papers outlining the work of their public libraries in aiding schools.

At the 36th meeting of the National Education Association in Milwaukee the subject was further discussed. Two committees were appointed, one to prepare and recommend lists of books and editions suited for the reading and reference use of pupils in the grades, and a second to report on the relations of public

<sup>10</sup> Melvil Dewey, The New Library Department of the N.E.A., National Education Association, *Addresses and Proceedings*, 1896, p. 1001.

<sup>11</sup> Work Between Libraries and Schools: A Symposium, *Library Journal*, Vol. 22, April, 1897, p. 181-93.

libraries to schools, indicating methods of cooperation by which the usefulness of both might be increased.

The Committee made a preliminary report the next year and \$500 was appropriated for the expenses of a further intensive investigation. One Committee was created of five members instead of two committees. They offered their report at the 38th annual meeting in 1899 at Los Angeles, California, where a detailed re-statement of school and public library objectives was presented.

The importance and value of books in the child's education was now generally accepted by educators and librarians alike. Many differences of opinion existed, however, as to the methods by which these books could be made a part of his education. But the groundwork for future school library development had been laid. It remained for the philosophy of education and the educational researches of a later date to establish the school library as an indispensable unit of the modern educational program.

### III. PERIOD OF RAPID GROWTH, 1900-1940

This new philosophy of education began to take form early in the twentieth century. In the development of mass education in the nineteenth century the American public school arose as a text-book-centered institution. Subject matter, teaching procedures, and all classroom organization were developed toward the learning of definite facts and the acquiring of so-called tool skills, more or less, as ends in themselves. Repression was the dominant note.

However, reaction against this form of regimentation had set in before the turn of the century. Among the pioneers of educational reform, mention should be made of Col. Francis W. Parker and Dr. John Dewey. Col. Parker in the public schools of Quincy, Mass., and later in Chicago at the Cook County Normal School, made an important contribution in his insistence that the child should be the center about which the subjects of study were to be organized. His emphasis upon the child's

growth as equal to or more important than absorption of subject matter was a new note in educational practice.

Dr. John Dewey was the first to see the educational implications of science to life and to realize the need of applying the scientific method in the reconstruction of education. His laboratory school, established at the University of Chicago in 1896 and dedicated to pupil freedom, differed widely in theory and practice from other schools of the time.

Through the teaching and influence of these two men and others, education soon came to be concerned with the study of the child as an individual and educational philosophies began to insist that his initiative and capacities be recognized.

### THE PLATOON SCHOOL

The work-study-play platoon school, introduced by Superintendent William A. Wirt in Bluffton, Indiana, in 1900 was the next attempt to break from the traditional elementary school with its emphasis on subject matter knowledges and to give expression to this new social philosophy of education which insisted that the school should be a place in which the children could really be considered as a part of the business of living instead of being concerned with the needs of adult life or deferred values. It took the name Gary Plan when Dr. Wirt put it in operation in Gary when he went there as Superintendent of Schools in 1910. One writer says:

It might be truthfully said that John Dewey furnished the educational philosophy upon which William Wirt built the first platoon school and from which the platoon school philosophy of today has developed.<sup>22</sup>

The plan of organization calls for a division of all pupils of the school into two groups called platoons, which provide a schedule of classes arranged so that one platoon is studying the fundamental subjects in home rooms while the other platoon is engaged in activity subjects in special rooms. The library

<sup>22</sup> Roscoe D. Case, *The Platoon School in America*. Stanford University Press, 1931, p. 3.

is one of the special features of the platoon school, where it performs many carefully defined functions which were unknown in the traditional school.

#### WINNETKA PLAN

Another educator who attempted to introduce new procedures was Frederic L. Burk who developed a plan of individual instruction in the training school of the San Francisco State Teachers College in 1913. The possibilities of this method as a plan of public school organization and procedure were not put into effect until introduced by Dr. Carleton W. Washburne at Winnetka, Illinois, in 1920.

The individual instruction, or Winnetka Plan as it is known today, has as its primary objective the adaptation of instruction to the abilities of pupils. Reading plays an important part in the Winnetka curriculum and a wealth of library material is gathered around the plan.

#### DALTON PLAN

A third plan of school organization, devised in an attempt to put into practice new principles in education, was the Dalton Plan, first introduced by Miss Helen Parkhurst in 1919 in an ungraded school for crippled children. In 1920 the plan was adopted in the high school at Dalton, Massachusetts, hence the name Dalton Plan.

The Dalton Laboratory Plan is unlike the Winnetka technique in that it is not primarily a curriculum experiment, but rather an endeavor to give expression to a sociological philosophy of education through the curriculum which is commonly accepted. The Dalton Plan aims to achieve its sociological objectives by centering upon and socializing the life of the school.

In describing the plan Miss Parkhurst indicates three principles which must be recognized in applying the above theory. The first principle is freedom for an individual to work without interruption, and to develop concentration; the second principle



is cooperation in community living; the third principle is the apportionment of effort to maximum attainment through budgeting time.<sup>13</sup>

A well-equipped central library or "laboratory libraries" are essential in the Dalton plan of organization, for the core of the curriculum is the library.

### NEW METHODS OF CLASSROOM TEACHING

Within the traditional school itself, new methods of classroom teaching were being introduced in an effort to incorporate as far as possible within the old framework the principles of this new educational philosophy and the findings of research in regard to adolescent learning, individual differences, and other related subjects. The socialized recitation, the problem lesson, the project method, supervised study, the laboratory method, were each an outgrowth of the earnest endeavors of educators to put new educational principles into practice.

In 1924 Morgan wrote:

Intelligence tests, subject matter tests, project method, Dalton Plan, Winnetka Plan, individual instruction, the laboratory system, the platoon, and the development of the library in charge of trained workers: all these are phases of our attempt to deal with the child as a human being to be developed by freedom rather than by compulsion.<sup>14</sup>

### CONTROVERSY OVER ADMINISTRATION

While the educational teachings of Parker and Dewey were taking root, at the beginning of the century, making more urgent the need of books in the school, a controversy of great magnitude was taking place between educators and librarians over the administration of this reading material. There seemed to be little doubt at this date as to the advisability of having library books in the school building. Differences of opinion did exist,

<sup>13</sup> Helen Parkhurst, *The Dalton Laboratory Plan*, in the *Twenty-Fourth Yearbook* of the National Society for the Study of Education, Part III, 1925, p. 84.

<sup>14</sup> Joy E. Morgan, *Schools and Libraries*, *School and Society*, Vol. 20, December 8, 1924, p. 703-13.

however, as to whether the school should purchase its own books and maintain its own library, or whether the public library should furnish books and even administer the library room in the school as some public libraries were already doing.

Differences of opinion on this question had been strongly voiced at the 37th annual meeting of the National Education Association, held in Washington, D.C., in 1898. For the next decade the question was to be a live issue at all educational and library conferences and the subject of many articles in library and educational publications.

Objections to the cooperative plan of furnishing public library books to the schools was expressed in 1902 by Mr. N. D. C. Hodges of the Cincinnati Public Library who stated that he was not satisfied with the working relations between the schools and libraries of his city, and that the human element of the problem brought serious difficulties. He felt that the work of the two institutions, the school and the library, were quite distinct and that the library weakened itself by using its funds for supplying books to the schools. A different opinion was held by Mr. Frank O. Carpenter of the English High School, Boston, Massachusetts, who believed that all books bought in any town for the use of the school, from primary to high school, should be bought and distributed by the public library which for the purpose should be joined to the high school system of the town and made its head or center.

The schools are to educate the people when young; the library is to educate the people when older, and there is no good reason why the education of the young and the education of the old should be performed by different bodies of men; and in this modern age of progression and consolidation sound business sense demands this change as being in the interest of economy, convenience, and efficiency.<sup>15</sup>

Melvil Dewey, in reference to this question, also favored school libraries under the public library.

<sup>15</sup> Frank O. Carpenter, *The Library the Center of the School*, *Education*, Vol. 26, October, 1905, p. 111.

DEVELOPMENT OF SCHOOL LIBRARIES UNDER  
THE BOARD OF EDUCATION*Room Libraries in the Elementary School*

While cooperative methods of furnishing reading materials in the school were being developed in many cities, both large and small, other school systems during these years were developing libraries independently, purchasing their books from school funds. Under this plan a common development in the elementary school was the room library where books purchased by the school were placed permanently in the classroom. As pupils progressed each year to a higher grade, they came in contact with the books selected especially for use in that grade. Many teachers of experience favored the room library because they felt that it did much to cultivate an appreciation for and an interest in literature as well as to increase the quantity of reading done. "A collection of fifty books in a room chosen with reference to the age and ability of the pupils in that room is the most satisfactory means of forming a taste for good literature."<sup>16</sup>

*The Library in the Secondary School*

Although the library in the secondary school was accepted from the beginning as a regular part of school equipment, little provision was made for its support, either by state aid or by direct appropriation from school funds. A library meant simply a collection of books and while nearly all the academies and high schools prior to 1876 had libraries of some sort we read in the government report on libraries published in that year that

most of the collections belonging to the schools in different states are of a miscellaneous character, mainly consisting of the gifts of individuals. . . . The schools are for the most part without library funds, although in many instances means have been afforded to make selections that would aid students in their courses of study.<sup>17</sup>

<sup>16</sup> Clarissa Newcomb, *Schoolroom Libraries*, National Education Association, *Addresses and Proceedings*, 1899, p. 527.

<sup>17</sup> U.S. Bureau of Education, *Public Libraries in the United States of America*, *op. cit.*, p. 58.

About 1890 there was a marked tendency to promote the organization and provide for the support of school libraries through direct appropriations of state moneys and the assistance given by library commissions. The rapid growth of public libraries caused a similar movement toward promoting libraries in schools. As a result of the lack of uniformity in legislation and support, and because of the variety of ideas regarding the best form of organization under which such libraries should be established, the library in the secondary school evolved under three forms of organizations (1) the high school library as a part of a system of public school libraries; (2) the high school library "maintained strictly as a piece of apparatus"; and (3) the high school library as a branch of the public library.

Mr. Edward D. Greenman of the United States Office of Education made a report in 1913 on the development of secondary school libraries and described these various forms.<sup>18</sup> The high school library as a branch of the public library had already been widely discussed, and two other early forms need further discussion.

### *The High School Library as a Part of the System of Public School Libraries*

In some of the larger cities very strong public school libraries were developed:

These libraries are of considerable size, are frequently housed in the high school or an annex to the high school, and are organized for the purpose of supplying books to all schools in the city. The central library is under the supervision of a trained librarian; branch libraries are established in each of the public schools, and in many instances classroom libraries are provided.<sup>19</sup>

The Public School Library of Columbus, Ohio, founded in 1847, is an example of this type of school library. In 1913 it comprised about 80,000 volumes, supplying books to 49 elementary

<sup>18</sup> Edward D. Greenman, Development of Secondary School Libraries, *Library Journal*, Vol. 38, April, 1913, p. 183-9.

<sup>19</sup> *Ibid*, p. 187.

schools, 6 high schools, and one normal school. A second example of this type of school library is the High School Library of Albany, New York. This library, founded in 1868, was formed by the consolidation of all the district school libraries of the city.

*The High School Library "Maintained as a Piece of Apparatus"*

By far the most common type of library organization in the secondary school was this type. These libraries were housed in the school building under the supervision of a teacher, or in many cases, under a trained librarian. The library was supported from the school funds administered under the board of education. Many of these libraries, organized before the public library became prominent, had for years received financial aid from the state, and as a result possessed large and very valuable collections of books. The high school libraries of Spokane, Detroit, and Washington, D.C., were excellent examples of this type of organization.

#### CHANGING CONCEPTIONS OF THE HIGH SCHOOL LIBRARY

While the years 1900-1913 witnessed a tremendous increase in the number of high schools having libraries, the value of most of these libraries was questionable indeed. Although certain cities had built up excellent book collections, this same report of secondary school libraries in 1913 is authority for the statement that the

secondary school libraries are weighed down with books long since out of date, or with antiquated books. . . . Most of them are small collections of reference and text books, poorly quartered, unclassified and neither catalogued or readily accessible for constant use. Of the 10,000 public school libraries in the country at the present time, not more than 250 possess collections containing 3000 volumes or over. As a good working high school library should contain at least 3,000 to 5,000 carefully selected books, it is quite evident that there is still a broad field for development.<sup>20</sup>

<sup>20</sup> *Ibid*, p. 184.

But the changes taking place in the rapidly expanding secondary school were focusing the attention of progressive educators upon the library and its potentialities as an instrument of education. Enriched courses of study, new methods of teaching, the rise of scientific education from 1903-1910, and the application of these scientific methods to the curriculum, all suggested the library as an effective agency in attainment of the new objectives of the school. If the laboratories which were at this time being equipped for students in physics, chemistry, zoology, and botany, were desirable, how much more necessary, then, was a well-equipped library which would administer to the needs of the entire faculty and student body? "The need of books as direct aids in the work of the school increases as the pupil passes from grade to grade, and becomes greatest in the high school. No really good high school is possible without at least fair equipment. . . . A high school without a library is as impossible as a high school without a teacher."<sup>21</sup>

That the high school library was in need of organization and some degree of standardization was apparent to all educators who had come to recognize its potential worth in the educational program. In 1912 a report of the Committee on the High School Library of the National Education Association made the following statement:

The twentieth century high school, with its broader curriculum and changes in methods of teaching from the exclusive use of the text book to the full use of the library as a laboratory and an important aid in all its work, is making demands which require radical changes in the organization and administration of the school library and closer connections with the public library.<sup>22</sup>

An enlarged conception of the functions of the high school library was also expressed in this report. The need for trained personnel was also emphasized.

<sup>21</sup> Robert J. Aley, Books and High School Pupils, National Education Association, *Addresses and Proceedings*, 1909, p. 844.

<sup>22</sup> Mary E. Hall, Report of the Committee on High School Libraries, National Education Association, *Addresses and Proceedings*, 1912, p. 1274.

Certainly a new conception of the high school library had been born—an attractive room with necessary equipment, an adequate collection of books, selected with the needs of the curriculum in mind, under the supervision of a trained librarian. But what should constitute a good working library for high schools of varying sizes? What kind and amount of equipment should be provided? What standards should be set for the selection of books? What training should be required of those who administer the library? These were all questions which needed investigation. Such studies for school libraries had never been made. Experience had conclusively proved that a collection of unorganized books did not constitute an effective school library. Something else was lacking, too, and that missing link was now seen to be service. Whether the books were owned by the school or furnished by the public library became a matter of secondary importance. Books must be provided but with them librarians to organize and motivate their use in the functioning of the school program. And for the school administrator the need of standards by which he could determine the library requirements of his school system, was imperative.

#### THE CONTRIBUTIONS OF EDUCATIONAL AND LIBRARY ORGANIZATIONS

From 1913 onward, educational and library organizations began appointing committees and undertaking studies for the development of the school library. At this date, the Library Department of the National Education Association was in close touch with the Committee on Re-Organization of the English Curriculum, the report of which, appearing in 1917, set a high standard for the library in secondary schools.<sup>23</sup> In November, 1914, the National Council of Teachers of English appointed a standing committee on school libraries. In December, 1914, the

<sup>23</sup>National Joint Committee on English, *Reorganization of English in Secondary Schools*: report compiled by James F. Hosic. (U.S. Bureau of Education Bulletin 1917, No. 2).

American Library Association formed a School Library Section, "to further in every way possible the development of effective school libraries," and immediately set in operation two committees; the first, Secondary School Library Administration; and the second, Professional Training of the School Librarian.

During the year 1914-1915 a committee of the National Education Association which had been organized four years previously "set in motion a definite organized campaign for the establishment and maintenance of live high school libraries which shall vitalize the work of all departments of the modern high school and which shall be in charge of trained and experienced librarians." In addition to this aim the committee planned to work for the appointment of trained and experienced librarians in every state in the union to act as state supervisors of school libraries, in rural, normal, elementary, and high schools.<sup>24</sup>

In August, 1915, the Library Committee of the Department of Secondary Education of the National Education Association was organized at the Oakland meeting of the Association. Beginning with a survey of library conditions, this committee together with one from the North Central Association of Colleges and Secondary Schools, worked out and presented to the two organizations a report on "Standard Library Organization and Equipment for Secondary Schools of Different Sizes."<sup>25</sup> This report, often referred to as the Certain Report, because Mr. C. C. Certain was chairman of the committee, was the first attempt to formulate and to standardize school library practice. The report was approved by the two organizations which sponsored it and in 1920, given the approval of the Committee on Education of the American Library Association, it was published by that association. For the first time school administrators had a national standard for high school library development. The report set up "definite standards for junior high schools; for high schools

<sup>24</sup> Mary E. Hall, Report of Committee of High School Libraries, National Education Association, *Addresses and Proceedings*, 1915, p. 1064.

<sup>25</sup> National Education Association, Committee on Library Organization and Equipment, *Standard Library Organization and Equipment for Secondary Schools*. Chicago, American Library Association, 1920.



with an enrollment below 200; for high schools with an enrollment of from 200 to 500; for four year high schools or senior high schools with an enrollment between 500 and 1,000; and for four year high schools with an enrollment between 1,000 and 3,000." It was complete enough to enable any administrator to determine the needs and standards of his school.

This report on secondary schools was followed in 1925 by a report on Elementary School Library Standards, which appeared first in the Fourth Yearbook of the Department of Elementary School Principals and was later published by the American Library Association.<sup>26</sup>

Following these two classic reports, numerous sectional bodies began to make school libraries the subject of careful study. In 1928 a special committee on libraries of the North Central Association of Colleges and Secondary Schools published a report based on findings obtained through their use of Martha Wilson's Score Card.<sup>27</sup> The Southern Association sponsored a study of libraries in its accredited schools in charge of Doak S. Campbell of the Division of Surveys of George Peabody College for Teachers.<sup>28</sup> State surveys of high school library conditions in their own states were made by educational groups in Illinois<sup>29</sup> and Oklahoma.<sup>30</sup>

In 1932, a national survey of the secondary school library was completed as a part of the National Survey of Secondary Education sponsored by the United States Office of Education. The study of the school library was made by Dr. B. Lamar

<sup>26</sup> National Education Association and American Library Association, Joint Committee, *Elementary School Library Standards*. Chicago, American Library Association, 1925.

<sup>27</sup> North Central Association of Colleges and Secondary Schools, Special Committee on Libraries, *High School Library Study*, *North Central Association Quarterly*, Vol. 3, September, 1928, p. 246-88.

<sup>28</sup> Doak S. Campbell, *Libraries in the Accredited High Schools of the Association of Colleges and Secondary Schools of the Southern States*. Nashville, Tenn., George Peabody College for Teachers, 1930.

<sup>29</sup> Arthur W. Clevenger and Charles W. Odell, *High School Libraries in Illinois*. (University of Illinois Bulletin No. 28, June 16, 1931, Bureau of Educational Research Bulletin No. 57).

<sup>30</sup> Oklahoma State Teachers Association, Department of Secondary School Principals, *Status and Functions of the High School Library*, n.d. Mimeo.

Johnson who chose for cooperation 390 school libraries in forty-six states and the District of Columbia.<sup>31</sup> Though the report neither made recommendations nor suggested standards, it did serve to focus the attention of educators on school libraries and to make librarians realize the need for further study of school library problems.

In 1933 the Department of Elementary School Principals of the National Education Association devoted their twelfth year-book to a study of elementary school libraries.<sup>32</sup>

Nor had professional library organizations been sleeping, for increasing numbers of school libraries and librarians focused attention upon their problems. The School Libraries Section of the American Library Association had been founded in 1915. In 1932, the Board on Library Service to Children and Young People was established, its personnel of six representing children's librarians, young people's librarians, school librarians, administrators of public libraries, and a representative of the rural or state point of view. Its work has been mainly concerned with needed publications, including booklists and accounts of interesting experiments. In 1936 the School and Children's Library Division was established at the American Library Association headquarters, with a specialist in charge.

In 1936, the Department of Rural Education of the National Education Association devoted one issue of its bulletin to the subject of rural libraries,<sup>33</sup> an outstanding contribution to the field opened up by the Office of Education survey of Miss Lathrop, mentioned later.

A feature of the past two decades has been the growth of standards for schools set up and administered by accrediting agencies. Committees on the library have been at work in all the regional associations, attempting to restate the famous Certain standards in line with the developments within individual schools.

<sup>31</sup> National Survey of Secondary Education. *The Secondary School Library*. U. S. Education Office-Bulletin No. 17, 1932. Monograph No. 17.

<sup>32</sup> National Education Association, Department of Elementary School Principals. *Twelfth Yearbook: Elementary School Libraries*, 1933.

<sup>33</sup> National Education Association, Department of Rural Education, *Rural School Libraries* (Bulletin, February, 1936).

Because standards had been stated in quantitative rather than qualitative terms, the Cooperative Study of Secondary School Standards was begun in 1933, in order to determine qualitative as well as quantitative standards for determining the success and accomplishments of the educational program of a given school.<sup>34</sup> A try-out program of 200 carefully selected secondary schools was carried out in 1936-37, as a result of which norms were developed which might be used by other institutions. The library as an essential part of the school has received consideration and the phases of the evaluation which touch upon it have been printed as a separate publication.<sup>35</sup> The reprinting of these sections dealing with the school library was undertaken in the realization that even partial use could be highly stimulating to librarians and conducive to improvement of school libraries. Many of the evaluations are necessarily qualitative in nature, requiring judgment, usually the judgment of a person or persons outside of the school. Rating scales are provided and an individual library's score can be compared with the norms available. The forms have already been used on a state-wide basis in California and by certain schools in Massachusetts,<sup>36</sup> and during the school year 1939-40 Connecticut and Maryland are undertaking complete survey programs. But in other states and localities the checklists and evaluations of the study relating to the school library would be revealing and stimulating to the individual librarian willing and able to participate in such evaluation.<sup>37</sup> The publication of these criteria is undoubtedly one of the most significant events of recent years and will serve as a milestone in school library development.

<sup>34</sup> Cooperative Study of Secondary School Standards, *How to Evaluate a Secondary School*, 1940 edition. See also Carl A. Jessen, Cooperative Study of Secondary School Standards, *School Life*, Vol. 24, July 1939. p. 305-6.

<sup>35</sup> Cooperative Study of Secondary School Standards, *Evaluation of a Secondary School Library*, 1938 ed., sponsored jointly by the Study and the American Library Association, 1939.

<sup>36</sup> Massachusetts Planning Board for Libraries, Committee on School Libraries, *Report on 23 Massachusetts High School Libraries*, 1939. Mimeo.

<sup>37</sup> Edith A. Lathrop, Library Criteria Supplant Standards, *Secondary Education*, Vol. 9, September, 1939, p. 212-14.

1939 has seen unprecedented attention directed towards school libraries, and at least three highly important contributions have been made. As the library contribution to the New York State Regents' Inquiry into the Character and Cost of Public Education, Waples and Carnovsky<sup>38</sup> published a volume which described library conditions in two selected communities of wide differences. The California State Department of Education printed the survey of the 494 secondary school libraries in the state (95% of the total number) undertaken by the Department and the School Library Association of California. The publication<sup>39</sup> represents the most complete study of library service which has been published to date. Finally, mention should be made of the publication of the Research Division of the National Education Association which examined the school library systems of 240 cities and towns in the United States.<sup>40</sup>

It seems reasonable to state that the school library is becoming recognized as an essential of the school worthy of consideration in any plan which aims at the optimum development of students. Individuals as well as national, state, and local organizations are constantly at work attempting to both improve and extend such services.

#### THE CONTRIBUTIONS OF EDUCATIONAL FOUNDATIONS

In connection with the growth and development of libraries, mention should be made of educational foundations and their contributions toward this growth. The rapid progress made by libraries, both school and public, particularly in the last three decades, has been due in large measure to the benefactions of Andrew Carnegie and the Carnegie Corporation, which together have contributed over \$41,000,000 to library development in the United States. Through their grants to schools and communities

<sup>38</sup> Douglas Waples and Leon Carnovsky, *Libraries and Readers in the State of New York*. University of Chicago Press, 1939.

<sup>39</sup> California State Department of Education, *The Secondary School Library in California*, 1939. (Its Bulletin No. 2, April, 1939.)

<sup>40</sup> National Education Association, American Association of School Administrators and the Research Division, *Certain Aspects of School Library Administration*, 1939 (Its Circular No. 6, May, 1939).

for the erection and equipment of public and school libraries, and through their generous endowment of the American Library Association and the further endowment of library schools, college libraries and college librarianship, they have strengthened the cause of libraries and their position in all sections of the country. One of its outstanding contributions in the school library field was the grant-in-aid for a nation-wide study of rural school library service, including county library service to schools, which was made in 1931.<sup>41</sup>

While the Carnegie Corporation has been the outstanding benefactor of libraries, other foundations, notably the General Education Board and the Rosenwald Fund, have found the public and school library a suitable outlet for energy and money. The Rosenwald Fund by 1935 had expended \$786,676 on library interests.<sup>42</sup> The Rockefeller Fund has granted many times that amount for library buildings, library schools, development of libraries, and similar interests. The General Education Board established demonstrations of state supervision in several Southern states.

Of particular interest during the last decade has been the extension of the field of interest of the Julius Rosenwald Fund to the initiation of a general county library program in the south. This program had far-reaching effects upon the development of school libraries in every state touched by the grants. In 1927, the fund began to grant aid to negro elementary and high schools in the south. By June, 1932, aid had been given to 944 elementary and 245 high school libraries, as well as 567 counties. The Fund also contributed toward the purchase of new books for forty negro colleges and teacher-training institutions. In 1929, the Fund undertook to aid eleven county library systems where comprehensive rural library service might be demonstrated, equal service being given to negroes and whites and to all schools

<sup>41</sup> Edith A. Lathrop, *A Study of Rural School Library Practices and Services*. The U.S. Office of Education, Carnegie Corporation of New York and the American Library Association, 1934.

<sup>42</sup> Robert M. Lester, *Review of Grants for Library Interests, 1911-1935*. Carnegie Corporation of New York, 1935, p. 129.

within a county.<sup>43</sup> At present the Foundation is distributing four sets of books for elementary schools. Negro schools may purchase these for two-thirds cost, white schools paying the full cost.<sup>44</sup>

The general scope of the county work and the method upon which grants were based will be discussed in Chapter IV in connection with county and regional library development.

## GROWTH OF THE SCHOOL LIBRARY AS A SUBJECT FOR RESEARCH

The increasing attention of educators to the school library is reflected also in the number of studies which have been made in universities, colleges, teachers' colleges, and library schools. ~~The only two existing bibliographies~~<sup>45</sup> of such studies list a total of 206 undertaken between 1930 and 1938, many of which deal with administrative problems. Recently the National Committee on Coordination in Secondary Education has included the school library as a field for research problems, listing 38 unanswered questions in 14 phases of high school library administration.<sup>46</sup>

## CURRICULUM BUILDING AND SCHOOL LIBRARY DEVELOPMENT

An important current movement in education, giving impetus to the growth and development of school libraries, is the con-

<sup>43</sup> Lucile Merriwether, High School Library Service in Tennessee Rosenwald Demonstration Units, *Peabody Journal of Education*, Vol. 12, November, 1934, p. 126-33; Margaret Rufsvold, History of School Libraries in the South, *Peabody Journal of Education*, Vol. 12, July, 1934, p. 14-18; Louis R. Wilson and Edward A. Wight, *County Library Service in the South: A Study of the Rosenwald County Library Demonstration*. University of Chicago Press, 1935. Esp. p. 142-64.

<sup>44</sup> Julius Rosenwald Fund Libraries, *Wilson Bulletin*, Vol. 13, February, 1939, p. 426-7.

<sup>45</sup> Eleanor M. Witmer, School Library Studies and Research, *Library Quarterly*, Vol. 6, October, 1936, p. 382-404; Willard A. Heaps, School Library Studies and Research, 1936-38: A Survey, Critique, and Bibliography, *Library Quarterly*, Vol. 10, July, 1940, p. 366-92.

<sup>46</sup> Lucile F. Fargo, High School Library. In National Committee on Coordination in Secondary Education, *Suggested Studies in Secondary Education*. Washington, Civic Education Service, 1939, p. 79-84.

tinued and increased efforts in curriculum building. According to a recent survey<sup>47</sup> curriculum development programs are now under way in well over seven-tenths of the cities above 25,000 population, while slightly less than one-half of the school systems in communities of 5,000 to 25,000 are doing likewise, as are a third of the school systems in cities below 5,000. The same survey is authority for the statement that state wide curricular programs of widely varying degree of magnitude are now under way in 32 states. By far the majority of these enterprises have been begun since 1930.

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- See also histories of school library development in individual states.

<sup>47</sup> Joint Committee on Curriculum of the Department of Supervisors and Directors of Instruction of the National Education Association, *The Changing Curriculum*. D. Appleton-Century Co., 1937, p. 1-3.

## CHAPTER III

# STATE PARTICIPATION IN SCHOOL LIBRARY SERVICE

Because of the tendency to consider the state as a factor in educational support in the United States, and because leadership in and stimulation of local effort has become a reasonable expectation of the state, it is well to examine and interpret the state's participation in, and responsibility for, school library service. Such an examination will not attempt an analysis of school library laws in the United States but will aim to give a résumé of those laws indicative of the provisions under which school library service functions today, and suggestive of the trend its development is following.

In 1927 Frank H. Koos<sup>1</sup> produced an extensive and exhaustive survey of this problem, but the phenomenal growth of such state participation and subsequent changed conditions limits the present value of this study. The information in this chapter is based upon (1) a study of school library laws in the 48 states, (2) an examination of recent legislation affecting school libraries, (3) bulletins and reports from state departments of education, library commissions, and the American Library Association, and (4) upon previously related investigations. Material on school library legislation has been verified by the state Departments of Education.

<sup>1</sup> Frank H. Koos, *State Participation in Public School Library Service*, Bureau of Publications, Teachers College, Columbia University, 1927.



## I. ADMINISTRATIVE AND LEGAL PROVISIONS

LEGAL PROVISIONS FOR THE ESTABLISHMENT OF  
SCHOOL LIBRARIES<sup>2</sup>

All states in the union except Massachusetts and New Hampshire have legislation in some form pertaining to public school libraries. New York, in 1835, was the pioneer state to provide such legislation; Georgia the last in 1935. Massachusetts and New Hampshire had laws but have none today, having discarded their original enactments without providing new ones.

Forty-five states, as shown in Table II, have enactments in their laws relating to the establishment of school libraries by trustees or directors of local school districts. In 30 states such legislation is permissive, and in 15 states it is mandatory. Three states—Massachusetts, New Hampshire, and Vermont—have no provision for the establishment of school libraries.

In 27 states school authorities may contract with existing public libraries for school library service, making the school district library a branch of a city or county library.

STATE PARTICIPATION IN THE ADMINISTRATIVE CONTROL  
OF SCHOOL LIBRARIES

Legal codes of 45 states provide organization to aid in the promotion and direction of school library service. In 13 states specific responsibilities are vested in the state board of education. In 26 states the state department of education is assigned certain duties in relation to school libraries. The state library in 10

<sup>2</sup>For 1932 discussion, see H. L. Ruth, *Legal Foundations for the Establishment, Maintenance, and Administration of Public School Libraries*. Master's essay, Temple University, 1932.

For exact laws see Milton J. Ferguson, *American Library Laws*, American Library Association, 1930, and reports of the American Library Association Legislative Committee appearing annually in the September issue (Annual Reports number) of the *American Library Association Bulletin*. The League of Library Commissions plans to issue a full supplement to Ferguson, covering all enactments from 1930 to date, in the near future.

TABLE II

*Legal Provisions for the Establishment of School Libraries*<sup>3</sup>

STATE	Legal Provisions			Contractual relations with existing libraries
	None	Permissive	Mandatory	
Alabama		x		x
Arizona		x		x
Arkansas		x		x
California			x	x
Colorado		x		
Connecticut		x		
Delaware		x		x
Florida		x		
Georgia		x		x
Idaho			x	
Illinois		x		
Indiana		x		x
Iowa			x	x
Kansas			x	
Kentucky		x		
Louisiana		x		x
Maine		x		
Maryland		x		
Massachusetts	x			
Michigan			x	x
Minnesota		x		x
Mississippi		x		x
Missouri			x	
Montana			x	
Nebraska			x	x
Nevada			x	
New Hampshire	x			
New Jersey		x		x
New Mexico		x		x
New York		x		x
North Carolina			x	x
North Dakota			x	
Ohio		x		x
Oklahoma			x	
Oregon			x	x
Pennsylvania		x		x
Rhode Island		x		x
South Carolina		x		x
South Dakota			x	
Tennessee		x		x
Texas		x		
Utah		x		x
Vermont	x			
Virginia		x		
Washington		x		x
West Virginia		x		x
Wisconsin			x	x
Wyoming		x		
Total	3	30	15	27

<sup>3</sup> Changes between 1935 and 1939 seen by consulting Helen Heffernan, *The Administrative Control of School Libraries*, in National Education Association, Department of Rural Education, *Bulletin: Rural School Libraries*, February, 1936, p. 22.

TABLE III

State Agency or Agencies Participating in the Administrative Control of School Libraries, and Functions of These Agencies (1939)

STATE	Agency or Agencies				Duties of Agencies								
	State Board of Education	State Department of Education	State Library	State Library Commission	Promotion-Aid-Advice	Approval for Accrediting and Standardization	Receipt of Library State Aid	Construction of Standards	Provision of Standards for Certification of Librarian	Field Work	Book Selection	Lending Service to Travelling Libraries	Publication of Reports and Bulletins
Alabama		x			x	x		x	x	x	x		x
Arizona		x			x	x					x		
Arkansas		x		x	x	x							
California		x			x	x	x	x					x
Colorado		x			x	x					x		
Connecticut	x	x	x	x	x	x	x					x	x
Delaware				x	x				x	x			x
Florida		x				x							
Georgia				x	x		x				x		
Idaho		x		x	x			x			x		
Illinois			x		x	x		x		x			
Indiana			x		x	x		x	x	x	x	x	
Iowa				x	x	x						x	
Kansas				x		x					x		
Kentucky				x	x	x		x		x			x
Louisiana		x			x	x	x	x	x	x	x		x
Maine			x		x	x	x	x		x	x		
Maryland			x	x	x	x		x			x		
Massachusetts		x				x				x	x	x	
Michigan		x	x		x	x					x	x	
Minnesota	x	x			x	x	x	x	x	x	x	x	
Mississippi				x	x					x		x	
Missouri	x	x		x	x					x			x
Montana		x		x	x	x	x				x		
Nebraska				x	x	x		x			x		
Nevada		x	x		x	x							
New Hampshire	x			x	x						x	x	
New Jersey			x	x	x	x				x	x	x	
New Mexico	x			x	x	x	x			x	x	x	
New York	x	x		x	x	x	x	x	x	x	x	x	
North Carolina	x			x	x	x	x	x	x	x	x	x	x
North Dakota		x		x	x			x	x		x	x	
Ohio		x	x		x	x	x	x	x	x	x	x	x
Oklahoma				x	x		x			x	x	x	
Oregon		x	x		x					x	x	x	
Pennsylvania		x			x	x		x	x			x	x
Rhode Island													
South Carolina	x				x	x	x		x		x		x
South Dakota		x		x	x	x					x	x	
Tennessee	x	x			x	x		x		x	x	x	
Texas		x		x	x	x	x	x	x	x	x	x	x
Utah	x				x	x		x			x		x
Vermont	x				x	x	x	x	x	x	x	x	x
Virginia	x				x	x	x	x	x	x	x	x	x
Washington	x	x			x	x		x	x	x			x
West Virginia		x			x	x		x	x		x		x
Wisconsin		x		x	x	x	x	x	x	x	x	x	
Wyoming													
Total	13	26	10	23	43	36	23	24	24	23	36	21	18

states performs certain functions, and in 23 states the library commission or some similar body renders service to schools (see Table III).

The activities of the state library agencies in which supervision and control are vested comprise such duties as promotion, aid, and advice in the establishment and maintenance of school libraries; the approval of school libraries for accreditation and standardization of schools; the receipt of state library financial aid; formulation of school library standards; provision of standards of qualifications for the certification of school librarians; field work; book selection and book advisory services; lending service, particularly traveling libraries for rural schools; and the publication of reports and bulletins. Table III, based on questionnaire returns, indicates the extent to which these functions are performed in the various states.

## II. THE SCHOOL LIBRARY IN STATE-WIDE LIBRARY PLANS

According to the American Library Association <sup>4</sup> important functions of state library agencies in regard to public school libraries are:

- (1) Legislation and regulations of the department of education to ensure recognition of standards; provision for contractual and cooperative service between school libraries and between school and local, county, district, or regional public libraries; for state aid and minimum support from local school budgets; for certification of librarians.
- (2) A program for the development of school library service in elementary through secondary schools throughout the state.
- (3) Determination and administration of standards for school library service and school librarians.

<sup>4</sup>American Library Association. Library Extension Board. *The State Library Agency: Its Functions and Organization*. 3d ed. Chicago, A.L.A., 1939, p. 3.

- (4) Administration of state aid and encouragement of adequate school budget provisions for library service.
- (5) Advisory, supervisory and information service to existing libraries and in library establishment, through field visits, conference, institutes, correspondence, and publications.
- (6) Development of cooperation with other state educational agencies and with individuals and groups responsible for the educational programs of the state.

Other general objectives of state-wide library service may contribute to the work of the individual school with or without a separate library—(a) to develop a high quality of personnel in the libraries of the state (certification); (b) to provide a direct service of books, pamphlets and clippings, and visual material and guidance in their use to individuals, groups, and schools, in very sparsely settled or submarginal areas, or pending the development of complete library service, for groups who would otherwise lack it; (c) to provide a supplementary service of books, pamphlets and clippings, reading courses, and visual material for the libraries of the state; (d) to collect statistics and other facts on the status of libraries and to compile and publish reports and bulletins; and (e) to coordinate the library services of the state, and to coordinate libraries with other educational services and agencies, so as to increase effectiveness and avoid waste and unnecessary duplications. The latter suggestion infers the coordination of school and public library resources.

The place of the school library in such a plan evidences its recognition as an essential part of the state-wide library system which, though often receiving a part of its income from other than state funds, is nevertheless entitled to share in the financial bounties of the state, whether from educational or library sources. The function of the state library agency in supplementing local resources—a definitely recognized educational policy in this country—is inferred in the responsibility of the state for the direct and supplementary book services, particularly in schools

where inadequate financial support limits the book services. Equalization of opportunity in regard to book availability is thus undertaken by the state agency.

### III. STATE PARTICIPATION IN SCHOOL LIBRARY SUPPORT

#### STATE LEGISLATION FOR SUPPORT

Legal provision for support is provided from one of three sources, or a combination of these sources: (1) funds shall be granted or may be granted by the state; (2) funds shall be granted or may be granted by the county; or (3) funds must be granted by local authorities. Some states grant aid specifically for elementary school libraries, others for both elementary and secondary school libraries.

According to questionnaire returns, the school codes of 41 states make provision for appropriations and revenues. Seven states—Arkansas, Maine, Massachusetts, New Hampshire, Rhode Island, Utah, and Wyoming—report that no specific legislation is provided. In these states, however, the local legal interpretation of the school code permits expenditures of state or local funds for school library purposes. Maine and Utah report that state aid funds to local school districts may be spent for library books, and that rulings of state departments of education require that certain library standards be met. Arkansas also states that certain library requirements must be met for accreditation. In Wyoming library expenditures are a direct part of all expenditures. In Massachusetts, New Hampshire, and Rhode Island, local school committees are permitted to provide and maintain a library.

#### STATE LEGISLATION FOR STATE AID

Seventeen states make definite legal provisions for state aid for school libraries. In six states,—Idaho, Louisiana, New York, North Carolina, South Dakota, and Wisconsin—the provision is

mandatory. North Carolina provides 3 cents per pupil; South Dakota, 10 cents per child of school age; and Wisconsin, 20 cents per census child between the ages of 4 and 20. In Louisiana state aid is in the form of a direct allotment of books. New York's state aid for school libraries amounts to approximately one-third the total cost of such libraries. Until recently there was a special grant for the purchase of books for school libraries where the titles were approved by the state, and librarians were classed as teachers in connection with required qualifications for state grants for teachers. A recent act abolished nearly all of the special grants to schools and substituted for these one general grant based not upon the number of teachers but upon the average enrollment of pupils. The act provided, among other things, that the money could be expended for school library purposes. As approximately one-third of the total cost of the schools is met from state grants, it is fair to say that approximately one-third of the total cost of school library service, including books and librarians' salaries, is paid for by the state. This act is mandatory in the sense that the appropriation must be made by the state.

Eleven states have permissive legislation for state aid for school libraries. Delaware may provide 20 cents per pupil, grades 1 to 6, and \$1.00 per pupil in junior and senior high schools. Ten states—Alabama, Connecticut, Georgia, Indiana, Maryland, Minnesota, New Jersey, South Carolina, Tennessee, and Virginia—require supplemental funds from county or local school district sources, usually on a matching basis. A glance at the legal provisions found in a few of these states will serve to show the wide variation in methods used as a basis for allotting state aid. Alabama matches from state funds dollar for dollar money appropriated by the trustees of individual schools and the county board of education for the purchase of books. The state law makes it possible also to have a circulating library in the office of the county superintendents of schools. Virginia offers state aid of \$30 per \$60 unit, the matching fund to be provided by county

or city board. This dollar-for-dollar matching was instituted in 1938, supplanting the old state aid law in effect from 1908 to 1938 in which the state's contribution was one dollar for every three dollars raised locally for the purchase of books in forty-dollar units. In Minnesota any district or unorganized territory may receive aid for the purchase of library books not to exceed one-half the amount expended, or 50 cents per pupil in average daily attendance during the preceding year for 500 pupils, not to exceed one-fourth the amount expended or 25 cents per additional pupil in average daily attendance during the preceding year in such school districts or unorganized territory. Indiana gives state aid of 50 cents per pupil per year to state aid schools. Local units must have qualifying aid of 50 cents per \$1,000 taxable property. Maryland gives \$10 per schoolhouse district to be matched by the local district.

For some years past the need for equalization of educational opportunities within state boundaries has become increasingly evident. Small town and rural areas, due to scattered population and low per capita wealth, have been unable to provide educational opportunities and services such as are available to children in more favored sections. In no field of educational service has this discrepancy been more apparent than in the provision for school libraries. Sparsely settled sections have found it increasingly difficult to meet new standards set by accrediting associations for the improvement of library service. Although state aid has been available for public school libraries in many states, with few exceptions the amount provided has been small. As Koos says:

The small awards of state and county aids provided in the majority of cases by the legal codes indicate that the laws were enacted at a date when books were much lower in price than they are now, or when the laws were enacted to aid and encourage the establishment of libraries in small school units.<sup>5</sup>

The vast problem of general state aid is involved in this consideration of specific aid for school libraries, and it is well to consider the purpose and function of state aid for education.

<sup>5</sup> Frank H. Koos, *op. cit.*, p. 72.



## STATUS OF STATE AID TO EDUCATION

State grants have contributed largely to the development of public school systems. Beginning with land grants in colonial days, and closely related later to federal land grants, the principle of state responsibility was written into early state constitutions and carried out in laws and appropriations. Today every state is sharing to some degree in the support of its schools.

The amount contributed by the state was increased in every state between 1890 and 1930, and many states made marked increase. With the breakdown of local support in the depression, the need for state aid was intensified. The total for all states was \$555,353,854 for the school year 1935-36, New York having the high figure of \$119,038,946 and California following with \$69,541,547.<sup>6</sup> The percentage of total educational expenditure borne by the state ranged in 1936 from 92.3 in Delaware to nothing in Colorado and Oregon. North Carolina and West Virginia are now following Delaware in providing the major part of the cost of eight months' school on a state-wide basis. Table IV indicates the percentage of state grants to schools to the total school expenditures.

The apportionment of state funds varies widely among the states. There are also marked trends in methods through the years. The simplest statement of this highly complicated subject is the National Survey of School Finance:

In a very general way the states may be classified into groups with reference to their state school apportionment laws, as follows:

- (1) States which maintain at state expense a minimum term in all local districts and which permit the local district to supplement this state minimum as desired. The North Carolina plan is an example.
- (2) States which, by means of an equalization fund and other basic state aid, equalize an educational program, the cost of which has been determined in terms of some standard unit,

<sup>6</sup> U. S. Office of Education. *Biennial Survey of Education, 1934-36.* (Bulletin, 1937, no.2). Washington, Government Printing Office, 1939, Vol. 2, p. 85.

TABLE IV

*Percentage of State Grants to Schools to Total School Expenditures*<sup>1</sup>

	Per cent		Per cent
Delaware	92.3	Indiana	26.5
Arizona	74.4	North Dakota	24.3
North Carolina	86.2	Maryland	23.6
Texas	54.3	Tennessee	23.6
New Mexico	51.7	Missouri	23.0
West Virginia	50.8	Pennsylvania	21.2
Florida	50.2	Vermont	17.9
South Carolina	49.8	Nevada	16.5
Alabama	49.5	Wisconsin	16.2
California	48.2	Massachusetts	10.7
Washington	48.0	New Hampshire	7.6
Louisiana	47.8	Illinois	10.0
Michigan	44.5	Connecticut	8.7
Utah	43.7	Wyoming	7.6
Georgia	42.6	Idaho	6.7
Mississippi	41.8	Rhode Island	5.8
Kentucky	40.0	Montana	2.5
Ohio	37.4	South Dakota	2.5
New York	37.2	New Jersey	2.0
Arkansas	34.9	Iowa	1.1
Virginia	32.7	Nebraska	1.0
Maine	30.5	Kansas	.3
Oklahoma	30.2	Colorado	—
Minnesota	29.2	Oregon	—
	United States		29.4

in all the districts of the state, the amount of support depending upon the relative wealth of the administrative unit. The Missouri plan constitutes an example of this type of aid.

- (3) States which have a state equalization fund and equalize basic county aids so that educational opportunity throughout the states becomes approximately equal. The South Carolina plan is an example.
- (4) States in which all aid is granted on some standard measure with no attempt at equalization of the tax burden, but the amount of money distributed is sufficiently large to guarantee a seasonable minimum program. California is an example.

<sup>1</sup> From U.S. Office of Education. *Biennial Survey of Education, 1934-36*. Vol. 2, p. 25.

- (5) States which distribute aid on one or more bases with no deliberate attempt at equalization, and with amounts of aid so small that little equalization results. This group provides many different varieties of state aids, varying in amounts from very small apportionments on a census basis, as in New Mexico, to relatively large amounts of money distributed on a number of different bases.<sup>8</sup>

A century and a half ago most wealth consisted of real property, and most income was derived from farming. Gradually factories, transportation and commerce became the major sources of wealth and income. The growth of commerce and industry changed the distribution of wealth. Farms and people went together, so that wealth was distributed fairly evenly throughout the state. But the factories, railroads, power plants, wholesale houses, and stores which came with the machine age tended to concentrate at certain points. School districts which were fortunate enough to include a factory or a power plant or which bordered on a railroad had ample wealth to tax for schools. Other districts could tax only farms and homes and had to make big sacrifices in order to maintain their schools. As a result, striking inequalities in educational opportunities came into being. These extreme inequalities, with extremely high property tax rates in low valuation (largely rural) districts, property tax limits in large cities, and a tax system that had not in many states adjusted itself to changes in wealth and income, caused many states to examine their financial resources in order to equalize support to education regardless of local ability to pay. State aid was the result. The essential features of an effective state aid plan are four:

1. A certain degree of equality of educational opportunity guaranteed to every child.
2. Equalization of the tax burden for the support of this opportunity.

<sup>8</sup> Paul R. Mort, and others, *State Support for Public Education*, American Council on Education, New York, 1933, p. 462-3.

3. More state aid to the poor districts with very high tax rates, taxing the wealth where it is to educate the children, wherever they are.
4. Local control and initiative provided.

The guiding principles that should govern the administration of state grants to schools, as set forth by Strayer,<sup>9</sup> indicate the implications to school libraries, as a part of the state school system:

1. The state should guarantee support for local school systems in order to make an acceptable foundation program of education available throughout its entire area.

*(Note: Implication that school library service should exist in every school.)*

2. The state's program for financing schools should be in the nature of a minimum program in order to preserve local initiative and opportunity for experimentation. The localities should be permitted and encouraged to provide at their own expense for a more generous educational program than that paid for by the state.

*(Note: The matching fund library grants considered in this chapter serve to stimulate local initiative in school library support.)*

Further, it is possible to break away from the attitude that control must always accompany financial support and that shifting of support must be accompanied by shifting of control. It is possible to distribute funds for the financing of a minimum program and still leave to the local administrative units the determination of the details of this program.

*(Note: In most states, library state aid is given without any type of control other than the supervisory interest of the state which is advisory rather than imposed.)*

3. Control of minimum standards for school sites, buildings, and equipment should be placed in the state Department of Education. No state should permit the location, construction, or equipment of its school buildings to fall below definite minimum standards of provision for safety and health and for adequate housing of the educational program.

<sup>9</sup> George D. Strayer, jr. *Centralizing Tendencies in the Administration of Public Education; a Study of Legislation for Schools in North Carolina, Maryland, and New York Since 1900*, (Contributions to Education number 619) Bureau of Publications, Teachers College, Columbia University, 1934, p. 112-18.

*(Note: Practically every state has set up minimum school library housing standards.)*

4. The state should be made responsible for the establishment of standards and for the administration of a system of certification. This certification system should guarantee to all localities competent teachers, supervisors, superintendents, and other professional employees.

*(Note: Practically every state which has teacher certification has instituted a system for the certification of library personnel.)*

5. State control over the curricula and courses of study of the schools should be limited to the enforcement of general requirements considered essential to the safety and perpetuity of the state. Local control should govern the detailed content of courses of study and the selection of the curricula best adapted to the needs of the children.

When any local unit of administration lacks competent professional advice, the state should provide courses of study and curricula.

*(Note: Many states are recognizing instruction in the use of books and libraries as essential either in a separate or integrated course.)*

6. The state should provide leadership in matters relating to the interna (especially courses of study, curricula, and methods of teaching) even though the control be left to the local units of administration. This leadership should be under the direction of competent specialists employed by the state and should be provided even when the local administration and supervision within the state are on a high level.

*(Note: School library supervisors and departments of education are seeking to provide the leadership necessary to make the library an essential working part of the individual school situation.)*

7. The State Department of Education should be given legislative authority in regard to the minimum scope and organization of local school systems. No state should permit the continuance of inadequately organized local school units when this situation can be remedied by reorganization.

*(Note: Consolidation of school units renders an adequate school library program more possible.)*

Under such state grants to general education school libraries benefit from the allotment to an individual school according to the budgetary possibilities as determined by the principal or superintendent.

## STATE AID FOR SCHOOL LIBRARIES

The reason for state aid to libraries is clear cut and logical, and may be stated as follows:

1. Free access to books is essential in a democracy.
2. Our task is only half completed if we teach children to read and then fail to provide them with books and other reading materials.
3. The state has already expressed its interest in educational service and library service is a continuation of this interest.

*Results of State Aid*

Does state aid for school libraries actually serve to improve a state-wide program and plan? The results are difficult to measure, for individual states expend such funds in different ways, and the specific gains in individual situations lose their character when considered in the total state program. Few studies are in existence which throw light on this important problem. A study made from 1924-27 at Teachers College, Columbia University, revealed some interesting results of the effect of such special subsidies on school libraries as one of the activities of schools along with consolidation and transportation.<sup>10</sup> Neulen found, after a consideration of high school library service in 17 states giving state aid and 31 offering no such aid (as of 1922), that all the evidence seemed to point to the fact that state aid has had no greater effect as a device for encouraging the establishment of adequate library facilities than direct taxes or other means which may have been used by other states in establishing the same provision. The investigator found the mean increase in number of volumes from 1912-22 in the states giving aid to be 79.31, and in the states not giving aid, 93.4, indicating that

<sup>10</sup> Lester N. Neulen, *State Aid for Educational Projects in the Public Schools*, (Contributions to Education number 308) Bureau of Publications, Teachers College, Columbia University, 1928. Part II, Chap. 5: Effect of Special Subsidies on High School Libraries, p. 63-8.

slightly more was being accomplished in the states which did not subsidize libraries than in the other group. The next two factors, library payments per pupil in high school and the ratio of the number of libraries to the total number of pupils, give rather surprising evidence as to what might be expected if state aid is effective, for the total average library payment per pupil in the states giving aid is 1.105 and in the states not giving aid, 1.98. The critical ratio is 2.98 and the average ratio of the number of libraries to the number of schools in the states giving aid is 4.17; in the states not giving aid, 5.35. Thus it would seem that the states giving aid to libraries are not succeeding in providing adequate library facilities for high school pupils or in establishing an adequate number of libraries on the basis of the total number of schools. However, with the tremendous growth and development of school libraries since the date of this study, together with the liberal programs of aid and the inauguration of programs of state supervision in several states, these evidences would probably be voided in a more up-to-date study.

Recent evidences of the value of a program of state aid and supervision for school libraries in three states with outstanding school library programs has been given in a study recently (1940) completed at Teachers College, Columbia University<sup>11</sup> wherein the investigator sought to evaluate the services of three state departments of education in relation of curriculum development and improvement. Local workers in the states were asked to list three services in answer to the question: "What are the most important services now provided by your state department of education for the improvement of instruction?" No criterion for judging "most important" was given in the inquiry form, but it seems likely that workers would consider both the amount and desirability of assistance provided.

<sup>11</sup> William M. Alexander, *State Leadership in Improving Instruction: a Study of the Leadership Service Function of State Education Departments, with Special Reference to Louisiana, Tennessee, and Virginia*. Ph. D. thesis, Teachers College, Columbia University, 1940. To be published by Teachers College, Columbia University, Bureau of Publications, 1940.

Table V indicates the first fifteen of twenty-five services listed by Louisiana supervisors, superintendents, and principals, as most important and of greatest value. The item "free library books," seventh of the twenty-five mentioned, is listed by 7 per cent of the supervisors, 8 per cent of the superintendents, and 17 per cent of the principals, or a total of 11 per cent of the three groups of workers, indicating a recognition of the value of the state aid program of free library books.

TABLE V

*Most Important Instructional Services Provided by the Louisiana State Department, According to Supervisors, Superintendents, and Principals*<sup>12</sup>

Service	Percentage, By Groups, Suggesting Each Service <sup>13</sup>			
	Supv. (43)	Supt. (37)	Prin. (52)	All (132)
Organizing statewide curriculum program .....	77	65	38	58
Visitation of schools .....	21	38	35	31
Holding supervisory conferences with groups of teachers .....	42	16	12	22
Holding conferences for supervisors, superintendents, and principals .....	16	8	25	20
Curriculum bulletins .....	19	11	12	13
Directing curriculum laboratories during the summer	23	5	12	13
Free library books .....	7	8	17	11
Intelligent and sympathetic leadership .....	12	8	6	8
Free textbooks .....	5	5	12	7
Improving school libraries .....	7	8	8	7
Preparing a state supervisory program .....	16		4	6
Establishing definite standards .....	5	8	8	6
Financial assistance .....	2	11	8	6
Assistance in organizing parish supervisory programs	2	8	8	6

<sup>12</sup> Alexander, *op. cit.*, p. 210.

<sup>13</sup> The number of persons who suggested at least one service is given in parentheses at the head of each column.



TABLE VI

*Most Important Instructional Services Provided by the Tennessee State Department, According to Supervisors, Superintendents, and Principals*<sup>14</sup>

Service	Percentage, By Groups, Suggesting Each Service <sup>15</sup>			
	Supv. (34)	Supt. (39)	Prin. (39)	All (112)
Curriculum bulletins .....	12	36	41	30
Supervision .....	29	36	21	29
Curriculum study groups .....	24	28	18	23
Bulletins .....	29	8	23	20
Promotion of county supervision .....	12	33	10	19
Approval and classification of program of elementary schools .....	38	15	3	18
Improving school libraries .....	26	21	5	17
Conferences .....	3	18	18	13
Making and enforcing standards .....		18	13	11
Regional supervisors .....	24	3	5	10
Demonstrations .....	15	8	5	9
State elementary supervisor .....	24			7
State supervisors .....		10	10	7
State aid for libraries .....	9		10	6
Setting up standards for teachers ....	6	5	8	6
Conferences of supervisors .....	15		3	5

Table VI indicates the first sixteen of twenty-seven services listed by Tennessee supervisors, superintendents, and principals as most important. The item, "state aid for school libraries," fourteenth of the twenty-seven mentioned, was listed by 9 per cent of the supervisors and 10 per cent of the principals, or a total of 6 per cent of the two groups of workers. The listing "improving school libraries" as the seventh item is additional testimony of the effectiveness of the state program.

Table VII indicates the first ten of thirty-three services listed by Virginia supervisors, superintendents, and principals as most important. The item "state aid for libraries," fourth of the thirty-three mentioned, was listed by 15 per cent of the supervisors, 15 per cent of the superintendents, and 26 per cent of the principals, or a total of 18 per cent of the three groups of

<sup>14</sup> Alexander, *op. cit.*, p. 212.

<sup>15</sup> The number of persons who suggested at least one service is given in parentheses at the head of each column.

TABLE VII

*Most Important Instructional Services Provided by the Virginia State Department, According to Supervisors, Superintendents, and Principals*<sup>16</sup>

Service	Percentage, By Groups, Suggesting Each Service <sup>17</sup>			
	Supv. (68)	Supt. (80)	Prin. (23)	All (171)
Planning and holding working conferences . . . .	66	35	100	56
Leadership in curriculum revision . . . . .	19	46	30	33
Developing curriculum materials . . . . .	24	18	30	22
State aid for libraries . . . . .	15	15	26	18
Supervision . . . . .	13	24	4	17
Providing bulletins and similar materials . . . . .	12	11		10
Assistance in improving school libraries . . . . .	15	6	13	10
Assistance in providing county supervision . . . . .	9	11	4	10
Organizing study groups . . . . .	7	8	30	10
Raising standards for teachers' preparation . . . . .	9	9		7

workers. The listing of "assistance in improving school libraries" as the seventh item mentioned by 10 per cent of the workers indicates the strategic influence of the library and book program.

The listings of these book and library items are the more significant because the investigator made no suggestions and offered no possible clues. As a result it may be reasonably inferred that the state's participation in school library service in these three states is recognized and appreciated by those most intimately connected with the curriculum.

#### STATE AID PROBLEMS

Many problems are associated with the distribution of state aid for school libraries. Shall the state set the minimum program and aid local districts in carrying it out? What proportion of the total expense shall be met by the state? Shall the fund be a general allotment or shall it be designated specifically for books, librarian's salary, etc.? How shall it be distributed—by population, by school enrollment, as a stimulation of or reward for

<sup>16</sup> Alexander, *op. cit.*, p. 214.

<sup>17</sup> The number of persons who suggested at least one service is given in parentheses at the head of each column.

effort, as an equalization of the financial burden of the local community, or on the basis of an acceptable minimum service? What requirements are to be made of the local school—must the unit match funds according to a designated formula; must improvement according to a valid set of standards be a compulsory requisite for the receipt of such aid; shall the state enforce certification requirements as a basis for aid? How can state aid be administered without political or administrative interference? Does state control of school libraries naturally follow such support? These and many other questions need consideration according to the plans of an individual state.

With legal provisions for establishment and support mandatory in only fifteen states (see Table II), it is evident that if school library service is to occupy the place it should in our modern educational program, a large majority of states will need to provide a more adequate basis for this service. That a large number of states are attacking this problem and securing results is shown by recent provisions for increased state aid and proposed measures now before legislative bodies. Consideration of state aid programs in several states which follow will present elaborate evidences of its validity. Because the southern states have assumed leadership in such school library support through outstanding developmental programs, several programs and their accomplishments will be described:<sup>18</sup> Louisiana, North Carolina, Tennessee, and Virginia.

### *The Louisiana Plan*<sup>19</sup>

By legislative enactment in July, 1936, and a vote of the people in November, 1936, a constitutional amendment was passed providing for the annual purchase of library books for

<sup>18</sup> The history of state aid in these states is found in Mary V. Gaver, *An Investigation of State Supervision of School Libraries in Six Southern States*. Master's essay, School of Library Service, Columbia University, 1938.

<sup>19</sup> Lois F. Shortess, *State Purchase of School Library Books in Louisiana*, *American Library Association Bulletin*, Vol. 32, February, 1938, p. 78-80; Margaret R. Zahler, *Louisiana Builds Up Her School Libraries*, *School Executive*, Vol. 57, May, 1938, p. 418-19.

all elementary and secondary schools in Louisiana. This free-library-book act provided also for free supplies, such as pens, pencils, paper, ink, and other school utilities. The state has provided free textbooks for all public, private, and parochial schools since 1928.

The purpose of such state aid in the form of library books is summarized by the former State Superintendent of Education, Mr. T. H. Harris, as follows:

The State Board of Education furnishes free to the various parish school boards, library books for all public and private elementary schools and high schools. The board's action is predicated upon the belief that a library of good books in every school room is almost as necessary as a teacher and that this important item in the teaching program should not be left to the discretion or the financing ability of local authorities.

At the present time (1938) the state's expenditure for library books, for elementary schools and high schools, is approximately \$300,000 a year, and in selecting the books an effort is made to meet the varying needs of children. The sum for library materials should be doubled, at least, and will be as soon as funds can be made available. The state goal was stated: Adequate library facilities for all children and all adults in the state, at state expense.

In Louisiana, books are purchased outright with state funds, no initial appropriation or matching funds being required of local school boards. The distribution of these books is made under the supervision of the State Board of Education but the selection of titles is left to the individual school localities. The money is received from the free textbook funds, which was increased to care for the additional expense.

The quota for each school is worked out in terms of number of books. In purchasing books with school board funds, many schools had sought to buy as many books as possible with the money, with the result that too frequently cheap, unattractive, unreadable editions filled the library shelves. It was to avoid this condition and to build up libraries with better titles and more attractive editions that schools were not told the amount

of money that they might spend. After receiving the quota information and instructions for ordering, the high school librarians and elementary school principals and teachers list the books which they want. Selection is limited only to titles in standard lists of books for children and young people. The book lists sent in by the schools are checked and approved by the library division of the State Department of Education and forwarded to the state depository which handles the ordering and shipping of books.

In the first annual purchase, the number allotted each school was determined by the number of books needed to bring the library up to the minimum standard set by the state. Under this plan some schools received no books, others several hundred. Enough books were purchased to bring all elementary school libraries up to the minimum standard, which is one volume per pupil with not fewer than twenty volumes per grade or room. Many high school libraries were brought up to the standard of five volumes per pupil. Where the need in the high school was excessive, distribution was made on the basis of enrollment, 250 to 600 volumes being allotted each of these high schools according to the following table:<sup>20</sup>

<i>Enrollment</i>	<i>Volumes to be Ordered</i>
Up to 174 pupils.....	250 volumes
175-249 ".....	2 " per pupil
250-399 ".....	1½ " " "
400-599 ".....	1 " " "
600-799 ".....	¾ " " "
800-1199 ".....	½ " " "
1200-1799 ".....	⅓ " " "
1800-2500 ".....	¼ " " "

The state-wide average was approximately one volume for each high school student and one volume for each two elementary grade pupils. After the first purchase, the book allotment was

<sup>20</sup> Louisiana Department of Education, *Circular No. 636 Re Apportionment of Library Books*, May 6, 1936, p. 2; Also *Free Library Books in Louisiana, School and Society*, Vol. 47, January 15, 1938, p. 75.

on a per pupil basis. In 1939 the allotment was  $\frac{1}{2}$  book per pupil for both high and elementary schools. In 1938 and 1939 the minimum of fifty books per school was set for high schools with fewer than one hundred students, and a minimum of five books per grade for small elementary schools.

In 1937, more than \$265,000 was used for books for public and private, colored and white schools. A second purchase of books amounting to about \$345,000 was available to schools in the fall of 1938. The 1938 book allotment was  $\frac{3}{4}$  book per pupil in high school and  $\frac{1}{2}$  book per pupil in elementary schools. In 1939 this figure was \$300,000.

Such effective state leadership in the development of state aid for school libraries is outstanding. In addition to this state aid administered by the State Department of School Libraries, a total of \$200,000 was appropriated for the 1938-40 biennium, to be administered by the Library Commission and spent for public library extension. Thus there is a definite evidence of the realization that school and public libraries are essential parts of the educational system of the state.

### *The North Carolina Plan*

In 1931 North Carolina changed its method of state educational administration by inaugurating state support of a minimum educational program, and at the same time changed the method of administering state aid for school libraries. It had been one of the first southern states to pass a law allowing state aid for rural school libraries; in 1901 the General Assembly appropriated by law \$2500 to aid in the purchase of books for free public school libraries, an average amount of about one-half penny per pupil enrolled in the public schools. This law stipulated that state aid should be granted on unit orders of \$30, of which the local community, the county, and the state were each to contribute one-third. In 1903 the sum appropriated annually for state aid was raised by the General Assembly to \$3750. The money allotted for aid to school libraries was used by the people and

resulted in increased reading and the use of school libraries. In 1923 the basis of distribution was changed to fifty dollars and the administration of the fund was modified. Only union, elementary, and high schools were to be aided in this matching fund agreement.

During the period 1901 to 1931, when state aid for school libraries remained a separate fund with definite requirements for matching by local schools, a total amount of \$126,543.87 of state aid was expended for school library books; this amount, with money appropriated locally, made possible the addition of \$1,153,457.74 worth of books to the school libraries of the state.

In 1931, when the General Assembly enacted legislation for support of a state-wide minimum program of education, all special funds such as state aid for school libraries were withdrawn; however, the upkeep of the school library was recognized as a necessary part of the state program and a fund was allotted for the purpose of supplies, mending materials, magazines, newspapers, and replacements. Local schools were expected to make appropriation for the purchase of capital outlay items such as new books and equipment. The total state appropriation to each school unit was made on the basis of average daily attendance; of this sum a definite amount has been set aside each year for library support. From 1931-39 the state spent \$227,224.05 of a total expenditure of \$1,212,222.39. For the school year 1937-38 and for each subsequent year, \$54,000 was budgeted for state aid to school libraries, twice as much as was set aside for 1936-37. The actual allotment has been about ten per cent less than the budgeted amount.

Under the present system of state support of a minimum educational program in North Carolina, each school administrator (about 171 superintendents in the state are classified as administrators) is notified of the amount allotted to his schools on the basis of average daily attendance and this amount is placed to his credit with the state finance officer. All library orders are made through the school superintendent who requisitions

funds to cover bills accruing for library expenditures up to the amount of his allotment. The State School Library Adviser has no duties in connection with the administration of the state aid fund, but compiles annually the list of approved books and aids in selection, particularly in schools lacking the services of a properly qualified librarian.

The first program of state aid for school libraries in North Carolina was effective in the stimulation of local interest and expenditures for school libraries, and encouraged many localities in the establishment of school library service. However, all schools did not have opportunity to participate in the state aid under such a plan. The new method of administering state library aid through funds for the minimum state-wide program of education has made certain that every locality will receive some money. Both methods of administering aid have greatly stimulated interest and local expenditure; the new method has assured a more even distribution of state money.

### *The Tennessee Program*<sup>21</sup>

Although state aid is not new to Tennessee, an impetus was given to the development of school libraries when the legislature approved an allocation of \$100,000 per year for the biennium 1937-39, for aid in the purchase of books for school libraries.

State aid had been established in Tennessee in 1909, when the legislature passed an act providing for the matching of local funds, dollar for dollar, in amounts of not less than ten dollars, nor more than forty dollars in any one school year. The legislature in 1923 made a flat appropriation of \$20,000 a year for rural school libraries. Each succeeding legislature until 1933 made a similar appropriation. Because of the general financial condition of the schools during the years 1931-33, there was a general decrease in the number of requests for state aid. How-

<sup>21</sup> See Martha M. Parks, *State Aid for Tennessee Libraries*, *American Library Association Bulletin*, Vol. 32, January, 1938, p. 15-16.



ever, in the ensuing years the opposite has been true, and in the school year 1935-36 the requests for state aid exceeded the available fund by at least \$30,000. Again in 1936-37, it was impossible to satisfy the urgent call for funds. A bulletin of that year stated:

However, the maximum amount allowed to each school can serve only as a stimulating fund because \$40 will buy a comparatively small proportion of the books needed each year. State aid on a per pupil basis might be more satisfactory.<sup>22</sup>

That the program has been a consistent one is shown in Table VIII.

TABLE VIII

*State Aid Appropriated and Expended in Tennessee from 1927 to Date*

Year	Amount Appropriated	Actual Expenditure
1927-28	\$ 20,000	\$ 16,109.11
1928-29	20,000	13,708.10
1929-30	20,000	15,695.56
1930-31	20,000	11,407.04
1931-32	20,000	6,132.71
1932-33	20,000	5,138.03
1933-34	6,606	5,907.17
1934-35	6,606	5,244.09
1935-36	6,606	2,891.95
1936-37	6,606	10,956.17
1937-38	100,000	71,946.80
1938-39	100,000*	71,200.00
1939-40	60,000**	45,100.00

\*The State Director of the Budget released only \$71,250.

\*\*The State Director of the Budget held \$15,000 in reserve.

The grant made in 1937 was the result of a well-planned state-wide library program, sponsored by leaders in education as well as leaders in the library field. The total of \$188,146.80 for 1937-40 shows the great increase since that date. A special provision made it possible for county boards of education to

<sup>22</sup> Tennessee Department of Education, *Why School Libraries?* *Tennessee Educational Bulletin*, Vol. 11, January, 1937, p. 11.

establish circulating libraries, with an appropriation of not more than \$1,000 allocated to any one county in any one year.

The Supervisor of School Libraries, Miss Martha M. Parks, describes the operation of the plan as follows:

The plan of establishing county circulating libraries operating through the office of the county superintendent of schools for the benefit of the elementary schools and high schools, is the outstanding program on which we are working at the present time. . . . (1938).

The books are selected from our state-approved library list and are prepared for circulation in the office of the county superintendent, usually under the direction of the elementary supervisor. This year, for the first time, every elementary school must supply at least two books per child, and this state aid has been the means of helping them meet this requirement.

From a professional librarian's point of view we are beginning at the wrong end, by first buying the books without having a trained personnel and proper administrative setup, but we have learned from experience that most of these rural counties do not see the necessity of a trained librarian and proper quarters and equipment until a deluge of books descends upon them and they find out it is not so easy a task as they thought. In one county they have already appointed a part-time trained librarian for this purpose, and I see that the trend will be toward doing this thing in many other counties as soon as their financial setup will permit.

The pleasure that these new books are giving and the help they are becoming to teachers will serve to bring about a better realization of the need of libraries than any other plan we might evolve, in this state at least.

A peculiarity of the administration of schools in Tennessee must be taken into account in this connection. There are ninety-five counties in the state, and in addition about fifty cities and fifty special districts which are administered more or less independently of the State Board of Education and share in the state aid fund, since the law was amended in 1939 with the additional statement "*All* schools maintained in whole or in part by any municipality of the state shall participate in said funds. These cities received \$1,190.81 of the total of \$44,978.69 in state aid for the year 1939-40. The fund for the purchase of books for school libraries has been essentially for the stimulation of rural school libraries.

Almost as soon as the 1937 appropriation had been made the state treasurer had to impound twenty-five per cent of the fund because of a decrease in the collection of taxes, so that the fund was reduced by the Director of the Budget to \$75,000, of which \$71,946.80 was spent. \$60,000 has been appropriated for each year of the biennium 1939-41, though \$15,000 has been held in reserve by the budget director, making only \$45,000 available. In 1939-40, 913 individual schools and 94 counties participated, the schools receiving \$27,791.71, the county circulating libraries, \$16,758.76. Of the school distributions, \$18,126.09 was received by elementary schools and \$9,682.06 by high schools.

A few facts from the survey made of school library conditions in Tennessee in 1934<sup>23</sup> will show the school library situation in that state at that time. It was learned that approximately three thousand elementary schools had no books whatsoever, and that only six hundred elementary schools had as many as two hundred books, and that no funds for library purposes were appropriated by eighty per cent of the high schools and by ninety per cent of the elementary schools. The sums appropriated for state aid between 1925 and 1936 were too small to accomplish more than stimulation in the development of library collections, but since 1937 this fund has proved a great incentive and aid in the establishment and maintenance of school libraries. From the regulations made for its expenditure and from the response already evident, it is reasonable to expect that this fund will prove a great incentive and aid in the establishment of both county circulating libraries and libraries in individual schools. Its aim is an increase in the quality and quantity of books available to rural school libraries.

### *The Virginia Program*

State aid for the purchase of school library books was inaugurated in Virginia in 1908 by an act of the state legislature

<sup>23</sup> Tennessee Educational Commission, *Report: Part I: Facts Regarding Public Education and Resulting Problems*, 1934, p. 168.

providing an appropriation of \$5,000 a year. The money from this fund was to be matched by the localities on the basis of forty dollar units, fifteen dollars from the individual school, fifteen dollars from the local school board, and ten dollars from the state. Beginning with March 1, 1924, the appropriation was increased to \$10,000 a year, and it was increased again to \$33,000 for the school years 1936-37 and 1937-38.

In the period during which there has been a director of school libraries, the value of books purchased with the help of state aid has increased enormously. In the school year 1926-27, \$33,977.64 worth of books were purchased with the help of state aid, while in the school years 1935 to 1936, \$118,480.79 worth of books was purchased through the Division of School Libraries. Of the amount spent for library books, for the school year 1935-36, \$64,020.23 was expended for books in high schools, and \$54,460.56 for books in elementary schools.

In the spring of 1938, the state legislature passed a bill increasing the state aid fund for school libraries to \$100,000 for each year of the biennium and changing the basis of matching to a sixty dollar unit, of which the local funds were to provide half and the state half. During the school year 1938-39, the first under the allotments, \$242,402 was expended for public-school library books, an amount seven times as great as that in 1932-33. In the allocation of the state aid library fund, the board of education arranged for more even distribution of books to all parts of the state than ever before.

More than one and a half million dollars have been spent for books purchased with state aid for public school libraries since 1908. Approximately \$1,463,000 of this amount has been spent since the State Board of Education established the Division of School Libraries and Textbooks in 1923, whereas only \$180,000 was spent during the first fifteen years of this thirty-two year period. Table IX indicates the phenomenal increase in the amount of money spent for school library books since the curriculum revision program began in 1932:

TABLE IX

*Expenditures for Books for Virginia Public School Libraries,  
1929-30—1938-39*<sup>24</sup>

Note: These figures do not include expenditures for adopted textbooks.

Year	High school	Elementary School	Total
1929-30			\$ 43,421
1930-31	\$ 38,349	\$ 26,800	65,149
1931-32	39,665	9,597	49,262
1932-33	26,598	6,649	33,247
1933-34	28,583	14,270	42,853
1934-35	51,933	48,501	100,434
1935-36	64,020	54,461	118,481
1936-37	72,856	71,000	143,856
1937-38	84,727	85,920	170,647
1938-39	117,917	124,485	242,402
		Grand Total	\$1,009,752 <sup>25</sup>

Of the factors which seem to be responsible for the interest and activity evident in the school library situation in Virginia, the operation of the state aid scheme is very important. An essential item in the method of distribution has been the provision that if the local school raised a certain amount the school board and the state were required to match it. This has been one of the outstanding means of obtaining the interest of community groups or faculty members in the problems of school library support. The growth of school libraries as shown by actual expenditures for books is evidence of this interest.

#### OTHER FORMS OF STATE AID

Indirect state aid for school libraries which is a part of the program of aid to general education should be distinguished from

<sup>24</sup> Virginia State Board of Education, *Annual Report of the Superintendent of Public Instruction, School Year, 1938-39* (Bulletin, Vol. 22, September, 1939), p. 120.

<sup>25</sup> Local school boards and private agencies provided \$744,852 of this amount. The balance of \$264,900 was appropriated by the state.

two other types of state aid (1) library state aid (usually public or county libraries) and (2) state aid earmarked directly for school libraries, already discussed.

The basic argument in favor of grants-in-aid to public libraries by the state government rests largely on the basic assumption that the welfare of democracy is dependent in large measure upon the availability of printed matter to the citizenry of the state. The acceptance of this principle is so generally recognized that evidence to support its validity need scarcely be presented. Free access to the literature of the times is certainly one of the best guarantees that the participating members of our democracy will also be well-informed and intelligent members. The responsibilities of the libraries in providing books and other reading matter necessary to insure this intelligent participation is therefore a double one. First, it is necessary for librarians to seek the financial support which will enable them to procure the library materials and second, it is the responsibility of the libraries to select their material without prejudice and to keep the literature which will represent all sides of questions on which differences of opinion may exist.

According to the Library Extension Board of the American Library Association which is an active agency for such support, state aid for public libraries is necessary for five reasons:

- (1) Because the state has a responsibility for the informal education of all its people through the library as well as for formal education through the school.
- (2) The state can equalize opportunities between town and country, and between sections that vary in ability to support public services.
- (3) Local revenues come largely from taxes on real estate, which ordinarily are not increasing and are even shrinking in most cases.
- (4) Most of the other taxes are collected by the state, which is often able to meet new demands.
- (5) State aid is essential to development of library service in poorer sections.

The importance of such state aid to school libraries lies in the fact that schools often benefit from such grants, particularly smaller schools in rural areas which are without their own libraries and must depend on services from municipal, county, or regional libraries which are often supported by this state aid. Public library plans as they affect school library service will be discussed later.

#### COUNTY SUPPORT FOR SCHOOL LIBRARIES

Sixteen states make legal provision for county aid for school libraries. In 6 states,—California, Iowa, Michigan, Montana, Nevada, and Oregon—, county support is mandatory. Iowa requires county aid of 15 cents per child of school age, and Oregon 10 cents per child, 4 to 21 years of age, in districts or counties under 100,000 population. Montana provides 5% of funds, apportioned annually to each school district—a maximum of \$50.00 per pupil in first, second, and third class districts. Nevada appropriates \$5.00 per census teacher. In Michigan proceeds from all fines assessed and collected in each county for breaches of state penal laws are used exclusively for the support of school libraries. In California, a state with outstanding county libraries, 40 cents to \$1.00 per pupil in average daily attendance is provided in cities, and an annual minimum of \$25.00 per teacher for library materials in all school districts not administered by a city board of education. Under this law many rural schools have provided \$40.00 to \$50.00 per teacher. In 1933-34, 2,379 school districts turned over these funds to be administered by county libraries.

Permissive legislation for county support is provided in the 10 states of Alabama, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, South Carolina, Virginia, and Washington. In Kentucky, 1 per cent of the budget may be used for library books. County aid of \$25.00 per school is given in Mississippi for each school duplicating this amount from local funds. In Florida, school boards of special tax districts and county boards may use public funds for school library books, the sum expended not to exceed in any one year 10 mills on each dollar of taxable

property. In Washington, 1/10 of a mill on one dollar assessed valuation may be used for circulating libraries in the common schools of the county. In other states county support is provided usually as matching funds for state aid.

#### LOCAL SCHOOL-DISTRICT SUPPORT OF SCHOOL LIBRARIES

Twelve states have no state provision for other than local support. Arizona, Colorado, Illinois, Kansas, Missouri, Nebraska, North Dakota, Ohio, Pennsylvania, Texas, West Virginia, and Vermont provide that support for school libraries shall come from the local school district source only. Kansas and Nebraska require not less than \$5.00 per teacher. In North Dakota a district appropriation of from \$10.00 to \$25.00 as a maximum is required. After 200 books are purchased the minimum is \$5.00. In Colorado the board of any school district may include in its budget for taxes an item not to exceed 1/10 mill for school library books. In Arizona, 3 per cent of all school funds each year, not to exceed \$300.00, may be used for school library books, and in Pennsylvania such sums as deemed proper, not to exceed 1 mill on \$1.00 total valuation, may be used for school libraries. Certain other states, such as Illinois and Missouri, specify no definite amount which may be spent. Local school districts in Illinois may spend whatever is left in the local school budget, after all other expenses have been paid. In Missouri, funds from a levy for incidental purposes, amounting to 5 cents to 20 cents per pupil may be used for library purposes.

#### IV. STATE PARTICIPATION THROUGH SUPERVISION

Thirteen states are now (in 1939) providing full time supervisors of school libraries. In the ten states of Alabama, Georgia, Louisiana, Minnesota, Missouri, New York, North Carolina, Tennessee, Virginia, and Wisconsin, the supervisor is on the staff of the state department of education. In Indiana and Oregon



the state supervisor is on the staff of the state library. Illinois has a field visitor for school libraries under the control of the State Library. Three states—New York, Virginia, and Wisconsin—have two supervisors each. Virginia's supervisor bears the title Director, Division of School Libraries and Textbooks, and in addition to activities in the school library area handles all details relating to the preparation and execution of state textbook contracts with publishers for the purchase of approximately \$800,000 worth of adopted textbooks for distribution to local school boards annually. An additional three states—Connecticut, Massachusetts, and Michigan—have advisory services for school libraries, carried on in connection with service to public libraries. In Pennsylvania an extension librarian in the State Library handles school library inquiries. The position in Louisiana has been temporarily abolished as of August 1, 1940.

When school library leadership is vested in a member of the staff of the state department of education, school libraries come to be recognized as an essential and integral part of the common school system, and a long-term program of development may be sponsored and carried out with such centralized leadership under educational auspices. When such supervision is under the state library, the professional library point of view is apt to predominate, and under such conditions school libraries take their places coordinate and coexistent with public libraries and all the book services of the state. Generally the difference is in mere point of view, the educational versus the library, and statistics of support show that educational activities often receive more liberal apportionments, and a state-wide program for school library growth can better be thus sponsored. State supervision is generally not intended for the metropolitan areas which can usually support their own programs through a high quality of personnel with professional background and experience; instead such state leadership is intended to extend to two main areas where library development is apt to be retarded: the traditional schools where little knowledge of school library possibilities exist

and where state impetus may serve as a stimulation to the development and extension of services; and small units of local school administration where little trained personnel is available, and where county or limited service needs to be enlarged, aided, and supplemented. Lack of resources usually is an important factor, and state supervisors may seek to equalize school library and book resources.

#### STATE SUPERVISION IN SOUTHERN STATES

Five of the states having supervisors—Alabama, Louisiana, North Carolina, Tennessee, and Virginia—owe their existence to the initial impetus offered by the General Education Board which instituted an experimental program which has come to be recognized as one of the leading contributions to the modern school library movement in our country.

In 1927, the Southern Association of Colleges and Secondary Schools, an accrediting agency, re-defined its standards and requirements, including school libraries. Schools found themselves lacking in book collections, library personnel, and physical quarters.<sup>26</sup> The question of promoting adequate library service for all the schools of the state was considered a question of state direction and guidance. In 1929, the General Education Board announced the first of a series of grants which were to enable each of five southern states to add a Supervisor of School Libraries to the staff of its Department of Education, and a sixth southern state to add an Assistant Supervisor of School Libraries.<sup>27</sup> This action was in pursuance of a policy carried out by the Board over an extended period of years, by which school library supervision was the last of a number of administrative divisions of state departments of education to be initiated and supported by the Board; others which had been supported in a similar manner

<sup>26</sup> Doak S. Campbell, A Report of the Status of High School Libraries with Respect to the New Library Standards of the Association of Colleges and Secondary Schools of the Southern States, American Library Association, *School Library Yearbook*, Number 4, 1931, p. 149-54.

<sup>27</sup> Mary V. Gaver, *An Investigation of State Supervision of School Libraries in Six Southern States*. Master's essay, Columbia University School of Library Service, 1938.

included high school supervision, rural school supervision, and divisions of information and statistics, school buildings, and negro education. These grants were made to state departments of education for a five-year period with the hope that the support of the work would be taken over by the state at the expiration of the General Education Board grant. The grant made to Virginia was for two years, to care for the appointment of an assistant supervisor of school libraries "to enable the department to strengthen the work for school libraries," begun by the state supervisor originally appointed in 1923. The Kentucky and Louisiana appointments were for four-year periods. The sequence was as follows:

State	Grant	Date Appointed	Duration of Original Grant	Extension	State Adoption
Alabama.....	1931	1930	5 yrs.	1 yr.	Dec. 31, 1936
Kentucky.....	1933	1933	4 "		Expired July 1, 1937
Louisiana.....	1929	1929	4 "	1 yr.	1934
North Carolina	1929	1930	5 "		1934
Tennessee....	1932	1933	5 "		1937
Virginia.....	1932	....			
supervisor... ..	....	1923			
asst. sup.... ..	....	1932	2 "		1934

The continuing success of the supervisors in these states is tangible evidence of their value.

#### DUTIES OF STATE SCHOOL LIBRARY SUPERVISORS

Heller<sup>28</sup> indicates two sets of objectives of state supervision of school libraries, *ultimate* and *immediate*. The ultimate objectives may be stated as follows:

1. To formulate comprehensive state standards for school libraries which are based upon qualitative rather than quantitative measurement.

<sup>28</sup>Frieda M. Heller, *State Supervision of School Libraries in the South*, *Peabody Journal of Education*, Vol. 14, January, 1937, p. 201-11.

2. To encourage every high school in the state to reach the state library standards.
3. To develop an understanding and appreciation throughout the entire state regarding the real function and value of a school library.
4. To secure provision in school budgets for adequate library service.

The immediate objectives are found to be:

1. To assemble and organize information on the school library situation of the state.
2. To assist the schools in raising the level of already existing library service.
3. To stimulate a desire on the part of schools without library service for such service.
4. To increase the number of trained librarians in the state.
5. To establish friendly relations with school administrators as a means of paving the way for future suggestions and recommendations.
6. To make the state division of school libraries a clearing house for all matters pertaining to school library service.

Actual duties vary with individual offices and setups, but the following master list may be a convenient grouping of activities:

1. School visits or field work for observation, consultation, advising, suggesting, and checking. These visits may include instruction in actual work techniques or cooperative solution of pressing problems of the individual library.
2. Promotion, aid, and advice of all types, through conference and correspondence, in the establishment, maintenance, and management of public-school libraries.
3. Supervision of allocation and expenditure of state aid funds.
4. Preparation of booklists and development of book collections through purchase and selection.

5. Setting up of reasonable standards for school libraries and offering of aid in their attainment by individual libraries.
6. Provision of standards for certification and training requirements of school librarians.
7. Advising on physical housing and equipment.
8. Supervision of traveling library book collections available to schools as supplementary book sources.
9. Organization of courses of instruction for pupils in the use of books and the library.
10. Collection and analysis of statistical data.
11. Administration of a public relations program including conferences, correspondence, attendance at state and national education and library professional meetings, contributions to periodicals and preparation of bulletins.
12. Cooperation with other divisions of state education department on studies and surveys.

The services offered by the Division of School Libraries of the North Carolina Department of Public Instruction, Mrs. Mary Peacock Douglas, Director, are indicative of the activities of the state director of school libraries:

1. Assistance and direction in technical organization.  
Accession record; classification; shelf list; card loan system; record of circulation; dictionary card catalog.
2. Assistance in book selection.  
General lists; special lists; lists for given grades or subjects.
3. Assistance in library room organization.  
Specifications for library equipment; floor plans for the particular room; suggestions for time-saving devices.
4. Assistance in developing effective service.  
Outline of suggested activities; outline of lessons for teaching the use of books and libraries; demonstration of book-mending process; organization of student assist-

ants; special material for Book Week; means for developing reading habits.

5. Assistance to outside agencies.

Talks at parent-teacher association meetings, women's club meetings, etc.; information relative to school libraries; programs on children's reading; information about children's books.

Individual supervisors allocate the division of time between field work and office work according to local situations, resources, and need. The extent of such need serves as a partial determinant of the amount of attention which may be paid to the library of an individual school.

### *Field Work and Visits*

The main purpose of visits to individual school libraries, whether upon request or as a matter of routine, is to offer the personal service which can take into consideration the specific problems of the library in question. The majority of these conferences involve the relationship of the library to the educational program of the school and the formulation of an outline of procedures designed to further the usefulness of the library to all of the aims of the school. The supervisor may furnish the "long" and impersonal viewpoint which may make a valuable contribution to the improvement of service. Often the supervisor confers with the principal or superintendent, or with the county superintendent or county school supervisor, explaining the state library standards, the preparation of library units for the curriculum, and the state library booklist and any provisions for state aid which may exist. This introduction of the library "viewpoint" by an outsider is often the stimulus for the organization of a library. The supervisor or field worker may talk further with teachers, parent and community service organizations, and individuals in order to increase interest. Often specific help is given in planning campaigns to raise money. A conference with

an interested teacher may result in a program of professional training leading to her assumption of the position of teacher-librarian, or again the supervisor may herself offer suggestions or aid in organization, or may suggest possible resources in the local public or county library. The various federal projects involving the improvement of school libraries often spend much time and labor in the organization of individual libraries pending the appointment of a librarian or teacher-librarian.

When libraries are already organized, the supervisor or field worker confers with the principal or superintendent on the problems involved in proper functioning to provide maximal opportunities to the boys and girls in the school. These conferences usually cover several topics: problems relating to circulation and wider use of books, supplementary book resources which are available, reducing the load of the teacher-librarian so that as full a program of library service as is possible may be offered, and pointing out needed improvements. Such suggestions coming from an outsider interested in the fullest development of the individual library often result in increased financial aid or the release of the librarian from other duties so that she may devote more time to the school library. Many principals owe their "library-mindedness" to the influence of the state supervisor who in all cases offers advice in line with the philosophy of supervision which makes all individuals working cooperatively on a particular problem free to suggest and confer with a view of ultimate improvement through coordination of specific knowledges and skills.

The amount of actual organization work which is undertaken by field workers and supervisors is naturally limited by the number of such requests, the complexity of the individual situation, and the provision of materials for work. Often the visitor may merely spend one day in outlining to the individual in charge the proper procedures and in demonstrating certain techniques, leaving the actual work to be performed later.

Many supervisors publish monographs, bulletins, and handbooks which explain the procedure for such organization.

The record of visits of the New York State Supervisor of School Libraries is an indication of schools contacted personally in a school year. Such visits are either for inspection, advice, and organization:

School year	Number of Visits
1930-31 .....	128
1931-32 .....	95
1932-33 .....	105
1933-34 .....	84
1934-35 .....	217
1935-36 .....	107
1936-37 .....	141

In Virginia, for the school year 1938-39, the Director and Assistant Director of the Division of Libraries and Textbooks visited and discussed library plans with 52 local school boards and 74 of the 82 librarians with 24-30 semester hours training (the highest-qualified in the state).

The first-hand knowledge of the school library conditions throughout the state which is gained by these visits is essential to intelligent service in the home office. Local initiative is always encouraged. When time and budgetary restrictions limit the number of these visits, the supervisor must naturally select the smaller or newer schools where advice and inspection is more necessary. Through such visits the supervisor paints the picture which indicates the areas of needed improvement and which aids in the development of a state-wide plan for school library service.

#### PHILOSOPHY OF SCHOOL LIBRARY SUPERVISION

The administration of the supervisor's work tends to follow the trends and tendencies in other types of educational supervision. Instead of the former emphasis on inspection, scheduled visits, imposed improvement, technical details, and standardization of method or product, the newer emphasis is on assistance through guidance and coordination in a situation where the



supervisor offers aid to the individual librarian as a consultant or advisor. General principles are adapted to the individual situation, visits are generally "on call" and a broad amount of flexibility is permitted. Personal contacts and encouragement take the place of imposed standards. The supervisor enlists the aid of all concerned in the school situation towards its solution or improvement, realizing that the librarian is limited by the attitudes and extent of the cooperation of administrators and teachers. Under this conception of supervision the supervisor supplies leadership, professional guidance, and inspiration in the study and improvement of individual conditions according to a conception of the "best" or approximately ideal conditions possible or inherent in the situation. She makes available for all the best practices of a state or individual locality, as well as significant innovations. Such supervision becomes a service function which works promptly and effectively, concerning itself primarily with the study of the characteristics of the individual school librarian, her strengths and weaknesses, as she attacks the particular problems in the situation. The individual and her unique contribution to the task are respected, for evaluation is made in terms of the individual's growth. Thus the cooperative formulation of policies, with the supervisor recognized as a resourceful person prepared to make significant contributions in accordance with specialized interests and abilities, results in professional growth.

#### VALUES OF STATE SUPERVISION

That the services and contributions of the school library supervisor are recognized as an important and essential part of the state program for the development of the curriculum is indicated in the ratings of such services by supervisors, superintendents, and principals, in the three states of Louisiana, Tennessee, and Virginia, in the study by Alexander.<sup>29</sup> Tables V, VI, and VII list specific items relating to the state school library programs already discussed. Louisiana workers (Table V) listed "improving school libraries" as the tenth of twenty-five services.

<sup>29</sup> Alexander, *op. cit.*

It was mentioned by 7 per cent of the supervisors, 8 per cent of the superintendents, and 8 per cent of the principals, a total of 7 per cent of all workers. The listing of "free library books" as seventh, indicated by a total of 11 per cent of all workers, offers evidence of the recognition of the state program on the part of those concerned with the curriculum, since the free library book program through state aid is administered by the Supervisor of School Libraries.

Again, Tennessee workers listed (Table VI) "Improving school libraries" as seventh of twenty-seven services. It was mentioned by 26 per cent of the supervisors, twenty-one of the superintendents, and 5 per cent of the principals, or by a total of 17 per cent of all workers. Considered with the listing of "state aid for libraries" as fourteenth, mentioned by 6 per cent of all workers, one sees abundant evidence of the impact and influence of the state program.

Virginia workers (Table VII) listed "assistance in improving school libraries" as seventh of thirty-three services. It was mentioned by 15 per cent of the supervisors, by 6 per cent of the superintendents, and 13 per cent of the principals, or by a total of 10 per cent of all workers. Considered with the listing of "state aid for libraries" as fourth, mentioned by 18 per cent of all workers, there is evidence that workers in the secondary schools of Virginia appreciate and recognize these services.

The recognition of the values of these state services to school libraries in the Alexander study is sincere and uninfluenced, for the investigator offered no master list of services to be rated, instead asking each individual to list the three services of the state considered most valuable by him. If school librarians were to be asked to rate their opinions on the services of the state supervisors a very high percentage would obtain.

State supervision is justified by the theory of leadership which postulates that centralized authority may impose standards and direct improvement in certain conditions which are part of a plan aiming towards the long-term improvement of state-wide school library conditions. The existence of the supervisor serves

to constantly remind the state educational authorities of the importance of school libraries, while aiding consideration of the school library in any plan for the development and improvement of educational conditions. Because the state may legally exercise much authority in educational matters, the supervisor becomes the agency for insistence upon the attainment of the standards set up, as well as offering encouragement and aid in achieving the standards. It is well to examine two typical types of state leadership—book selection and certification—with a view of noting how state supervision and participation encourages school library development in these activities.

#### V. STATE PARTICIPATION THROUGH BOOK SELECTION<sup>30</sup>

Twenty states have judged the matter of book selection for school libraries of sufficient importance to give it a place in their laws. The codes, laws, or statutes of the following states empower some person or body to provide such a guide for the school authorities concerned with buying school library books:

Alabama	Missouri
Florida	Montana
Indiana	Nevada
Iowa	North Dakota
Kentucky	Oregon
Louisiana	South Carolina
Maine	South Dakota
Maryland	Tennessee
Michigan	West Virginia
Minnesota	Wisconsin

The wording of the laws relating to the compilation of the book lists varies from simple permission to make the list to a

<sup>30</sup> Full treatment of state-issued book lists found in: Janice Pidduck, *An Investigation of State-Approved Book Lists for Secondary School Libraries*, Unpublished Master's essay, Columbia University School of Library Service, 1937; Mary R. Rouse, *State Book Lists for High School Libraries; A Comparative Analysis of the Present Status of Library Book Lists Published for State-wide Use*, Unpublished Master's thesis, George Washington University, 1936.

definite stipulation that it be done and done in a specified manner. An example of the former is found in the Florida statutes:

The board (State Library Board) may issue printed material such as lists . . . may upon request give assistance, advice, and counsel to all school . . . libraries.<sup>31</sup>

In contrast to this vague provision is Oregon's law (words in italics referring to the State Library have been substituted for corresponding terms used in the code):

It is hereby made the duty of the Oregon *State Library* to prepare annually lists of books suitable for use in school libraries and to make rules regulating selections from such lists. Such lists shall state the retail and mailing price of each book, and said price shall be the lowest obtainable by the *library* by receiving bids from more than one responsible dealer. It shall be the duty of the *library* to furnish the county superintendent copies of such lists and rules, from time to time as issued, for distribution to school officers. Between the first Monday of April and the first Monday of May in each year, the directors of each district and the county superintendent shall select from the lists prepared and furnished by the Oregon library commission and according to the rules of such commission as in section 35-4437 provided, such books as are desired for their district.<sup>32</sup>

This Oregon law not only specifies who shall compile the list and how it shall be done, but it outlines the procedure of the library commission in case it is not notified of the books selected:

If the commission is not notified of such selection by the second Monday in May of each year the commission shall make the selection for such district.<sup>33</sup>

Indiana's law is clear-cut and definite:

In addition to its duties as a general library for the state of Indiana, the library shall . . . prepare lists of books suitable for public and school libraries, together with the prices of such books. The lists so prepared shall be furnished on request and free of charge to any library or school official or employee.<sup>34</sup>

<sup>31</sup> Florida. *Florida Cumulative Statutes*, 1925. Article 1A 1207 (5). p. 294.

<sup>32</sup> Oregon. *Code*, 1930. Vol. 2, Chap. 44, sec. 35-4437.

<sup>33</sup> *Ibid.* Sec. 35-4436.

<sup>34</sup> Indiana. *School Law of the State of Indiana*. Chap. 24, sec. 1070 (6).

Wisconsin's voluminous library law includes the following:

The state superintendent . . . shall advise in the selection of books for such libraries, (school libraries) and, as often as he deems necessary, prepare a list of books suitable therefor, and furnish copies of said list to each county, district, or city superintendent.<sup>35</sup>

In three of the states the law relating to the book lists stipulates the subject fields that shall be included in the lists of titles. Alabama provides that "the selections shall be as nearly as possible representative of the whole field of literature." Minnesota rules that the list of books shall include "dictionaries and other books of reference, histories and works of biography, literature, political economy, agriculture, travel and science."<sup>36</sup> Missouri's statutes read:

Said list shall contain not less than forty suitable books to supplement the regular school work in each of the following lines: reading, literature, history, geography and nature study, or practical agriculture.<sup>37</sup>

It should be noted that not all of the states that have empowered some person or body to prepare book lists for the school libraries of the state have made it mandatory that this power shall be exercised. Florida, which provides its elementary schools with a book list, does not issue one for its secondary schools, though its law permits such assistance to all school libraries. Kentucky, which authorizes its state board of education to issue book lists, is using the *Standard Catalog for High School Libraries*. Similarly, the statutes of Louisiana empower the state superintendent of public instruction to "furnish a list of public school library books,"<sup>38</sup> but the *Standard Catalog* is being used. In the state of Tennessee, where the *Standard Catalog* is being used, the statutes empower the director of library extension to "prepare selected lists of books adapted to the needs of various schools."<sup>39</sup>

<sup>35</sup> Wisconsin. *Wisconsin Statutes*, 1933. Sec. 43.17 (1).

<sup>36</sup> Mason's *Minnesota Statutes of 1927*, Sec. 3018; Minnesota. *Laws of Minnesota*, 1931. Chap. 11, Part 4, Sec. 315.

<sup>37</sup> Missouri. *Missouri Statutes*, 1932. Vol. 7, Chap. 99, Art. 4, Sec. 13, 446.

<sup>38</sup> Louisiana. *General Statutes of the State of Louisiana*, 1932. Chap. 5, Sec. 2338 & 2339.

<sup>39</sup> Tennessee. *Tennessee Statutes*, 1917. Vol. 1, Chap. 2, Art. 3, Sec. 1396a24.

In 26 states, local and county boards may select books only from lists prepared or approved by the state. In Georgia, Michigan, Oregon, Tennessee, Texas, Virginia, and Wisconsin, books purchased with library funds must be selected from lists prepared by the state. In Michigan, Tennessee, and Texas, selection of titles to be placed upon the approved state list is made by the state department of education; in Georgia and Oregon, by the state library; in Virginia, by the director of school libraries and textbooks; and in Wisconsin by the supervisor and assistant supervisor of school libraries. In California, Iowa, Montana, and South Dakota, county school authorities have some responsibility in book selection. In Connecticut no state list is prepared but titles selected for purchase by local boards must be approved by the state, if books are to be paid for with state aid.

Twenty-five states issue approved book lists for secondary school libraries:

Alabama	Minnesota	Oregon
Arkansas	Missouri	Pennsylvania
Georgia	Montana	South Carolina
Illinois	New Jersey	South Dakota
Indiana	New York	Texas
Iowa	North Carolina	Virginia
Maine	Ohio	Washington
Michigan	Oklahoma	West Virginia
		Wisconsin

Several of these states combine the secondary list with the elementary list, though fewer states have elementary school library lists because of the comparative recency of the development of elementary school libraries. At least fourteen states issue separate approved book lists for elementary school libraries:

Alabama	Oklahoma	Texas
Georgia	Oregon	Virginia
Illinois	South Carolina	Washington
Kentucky	South Dakota	West Virginia
North Carolina	Tennessee	

With the exception of New York, Pennsylvania, and Virginia, the lists for secondary schools are published as single booklets, some of which have supplements. New York and Pennsylvania, instead of issuing the usual type of library list under one cover, supply their schools with a series of lists which, taken together, cover the same fields as the typical list. These short lists issued from time to time include books recommended for first purchase to meet certain definite school needs or the needs of certain groups of children.

Virginia, the third exception to the practice of publishing the secondary school library list in one booklet, has adopted a plan, which, being unique, warrants special description. Some fifty-odd publishers have printed order lists of uniform size and makeup which are used by school librarians when submitting their book orders. These printed order lists include only books which have been examined and approved by the assistant supervisor of school libraries. The purposes have been to eliminate the middleman's profit and to provide for a more prompt delivery of the books. In place of a booklet that includes all approved titles, school librarians in Virginia receive a package of publishers' order lists, varying in length from one to 628 titles. Most recognized publishing houses are represented when they publish a sufficient number of titles suitable for school library use to justify the expense of printing these order lists for free distribution. The Virginia elementary list is a publication of the usual type.

An important development in state participation in book selection for school libraries is the adoption by the state library agency of a general book selection aid as a substitute for a state-issued list. The *Standard Catalog for High School Libraries* is being used in at least six states—Florida, Idaho, Kentucky, Louisiana, Massachusetts, and Tennessee—in lieu of issuing their own secondary school lists. The recognition of the value of this standard book selection aid in other states is such that it is a secondary recommendation in practically every state, and many states frankly recognize the *Standard Catalog* as the primary source in the compilation of the state list. Similarly, its elemen-

tary complement, the *Children's Catalog*, is frequently adopted for state-wide use. Other states permit purchase of current books from these sources in order to extend the limitations imposed by a state list issued periodically.

The usual policy is to vest this authority in the state superintendent of public instruction, a plan used by nine states. Certain states, on the other hand, notably Florida, Indiana, Maine, Michigan, Missouri, and Oregon, delegate this work to the state library. In some cases the responsibility for providing the book list is shared by two agencies as in Michigan and Tennessee. In the former state the superintendent of public instruction and the state librarian prepare the list cooperatively; in the latter, the state board of education and the state director of library extension share the responsibility.

Certain states have strengthened their laws by providing that no state funds shall be advanced for the purchase of titles not on the state-approved list. Such is the stipulation in the laws of the states of Alabama, Maryland, Michigan, Minnesota, Missouri, Montana, Nevada, North Dakota, Oregon, South Carolina, South Dakota, Tennessee, West Virginia, and Wisconsin. As an example, the Minnesota form, *Order for Books Under the Public School Library Law*, which the state distributes to its librarians for their use in ordering books, includes the following:

1. To receive library aid, school will select books from the state library list. . . .
2. Districts will pay for the library books ordered out of their own funds. The state library aid will be paid at the end of the school year.
3. No school library funds may be used for the purchase of either basic textbooks or sets of supplementary readers.

The purpose of the state's interest in book selection is of course the uniform development of school libraries as an integral part of a long-term program of expansion and development. When the state sets up lists of books as desirable, the individual



school library may be reasonably certain that such listings represent the choices of specialists who have utilized professional skill and knowledge in their compilation. Generally these state lists are organized with a view of listing those books which should be considered worthy of first purchase for a basic school library collection in the average school situation within the state. Naturally such a list cannot form the perfect minimum collection for an individual school, yet the issuing state considers such a list a desirable standard collection. Many states, as has been noted, limit an individual school's purchases from state aid funds to titles on these lists, maintaining that state-wide standardization is the chief function of the lists, and utilizing this means of control. Such bibliographical aid by the state is an essential factor in school library development within its borders.

## VI. STATE PARTICIPATION THROUGH CERTIFICATION

Certification for teaching has existed for many years, practically always under the control of the State Board of Education, as a means of improving the quality of teaching personnel which will be reflected in the quality of instruction given by them to pupils. Sometimes these permits to teach have been called licenses, and are often still obtained by examination. In other states teaching certificates are automatically granted following the completion of certain required courses, both in academic and professional education subjects and the subject of particular specialization. These requirements differ on each educational level and vary from state to state and subject to subject, both in number of hours and basic courses.<sup>40</sup> Many city school systems have set up their own standards for certification through completion of course requirements; when examinations are offered, additional requirements in educational preparation may be required. In such cases both state and local certification are required of the candidate for teaching.

<sup>40</sup>Teaching certification requirements in all states found in Robert Woellner and M. A. Wood, *Requirements for the Certification of Teachers and Administrators*, University of Chicago Press, 1939.

For the school librarian such certification presents a perplexing problem, for in addition to regular teacher certification she must complete additional work in her major professional subject of library science.<sup>41</sup> When not employed as a full-time librarian, her case becomes the more complicated with the requirements of both educational (subject major) and library subjects. Actual requirements for school librarians in the various states have been compiled by the Board of Education for Librarianship of the American Library Association.<sup>42</sup>

Certification for school librarians is now provided in some form in every state (see Table X). In eight states certification is required by law and in twenty-four states through rulings of the state department of education or other state certifying authorities. In sixteen states, according to questionnaire returns, provision for certification rests with local school boards of education who may determine standards they wish to adopt.

The United States Office of Education recently completed a study of legal provisions governing the certification of school librarians which reveals certain trends and types of legislation.<sup>43</sup>

The general trend in legislation relative to certification of school librarians is the same as that for teachers, namely, to give state boards of education or other state certifying authorities power to establish regulations for the certification of such librarians rather than to fix them by statute. . . . Seven of the eight states expressly providing for the certification of school librarians have authorized state school or library authorities to pass upon the qualifications of such librarians.

Digests of specific legislation in the states of California, Minnesota, New York, Oklahoma, Oregon, Tennessee, West Virginia, and Wisconsin, are included in this article.

Twenty-one states reported the educational requirements necessary for certification. In eighteen states, college graduation, including or followed by a definite number of semester hours in

<sup>41</sup> Discussion in Lucile F. Fargo, *Preparation for School Library Work*. Columbia University Press, 1936, p. 50-80.

<sup>42</sup> American Library Association, Board of Education for Librarianship, *Certification: a summary*, September, 1937; *Supplement*, February, 1938. Mimeo.

<sup>43</sup> Edith A. Lathrop, Certification of School Librarians, *School Life*, Vol. 25, May, 1940, p. 239, 256.

TABLE X

*State Provisions for Certification of School Librarians*

Provision by Law (8 states)	Provision rests with local school boards of education (16 states)	Provision for state certificating authorities to establish regulations (24 states)
California	Arizona	Alabama
Minnesota	Arkansas	Connecticut
New York	Colorado	Delaware
Oklahoma	Idaho	Florida
Oregon	Illinois	Georgia
Tennessee	Maryland	Indiana
West Virginia	Massachusetts	Iowa
Wisconsin	Missouri	Kansas
	Montana	Kentucky
	Nebraska	Louisiana
	Nevada	Maine
	New Mexico	Michigan
	Rhode Island	Mississippi
	Texas	New Hampshire
	Vermont	New Jersey
	Wyoming	North Carolina
		North Dakota
		Ohio
		Pennsylvania
		South Carolina
		South Dakota
		Utah
		Virginia
		Washington

library science, ranging in numbers from six to thirty-six, or, a teacher's certification plus certain semester hours in library science, are specified requirements. In Colorado, only a teacher's certificate is required, and in South Carolina, an A. B. degree is demanded for high school librarians only. In Oklahoma, 2 years of college, plus 8 hours in library science is required of elementary school librarians.

Highest educational qualifications exist in New York State and in California, where in addition to college graduation and

library science requirement, definite regulations govern the distribution of courses which must be covered. Because they represent a high degree of specificity, the requirements in these two states are interesting.

In New York State, school librarians are classified as teachers of special subjects, hence regulations of the Commissioner of Education regarding certificates valid for teaching a special subject and the general provisions and requirements for teacher certification govern the issuing of certificates for school librarians.

Two types of certificates are provided: (1) the provisional certificate for teaching a special subject, and (2) the permanent certificate for teaching a special subject. Provision is also made for temporary validation of high school teaching certificates for part-time library service.

#### REQUIREMENTS FOR THE PERMANENT CERTIFICATE FOR SCHOOL LIBRARY SERVICE IN NEW YORK STATE

The minimum requirement for a permanent certificate for school library service is the completion of an approved five-year curriculum (30 semester hours' credit in approved postgraduate courses in addition to the approved four-year curriculum leading to the bachelor's degree), including or followed by 18 semester hours' credit in education distributed as follows: \*\*

Courses	Semester Hours	
	Min.	Max.
Supervised student practice teaching, including conferences on teaching problems .....	4	8
Teaching methods and materials in the special subject .....	3	9
Psychology for teachers .....	2	4
History, philosophy, problems, and/or principles of education .....	3	6

\*\* New York, University of the State of New York, State Education Department, Library Extension Division, Handbook 8, Part ct: *Certificates of Training for Librarians of Public and School Libraries*, p. 57-60.

In addition to the above, 36 semester hours' credit in library science may be distributed as follows:

Courses	Semester	Hours
	Min.	Max.
Bibliography	12	18
Library Administration	12	18
Nature and Function of Library	2	6
Guidance in Reading	4	6
History of Books, Libraries, and Printing .....	2	4

An evidence of how state certification and school library supervision unite to improve the quality of school library personnel is shown in Table XI, which indicates the trend of certification in New York since the new regulations were put into effect in 1930.

TABLE XI

*Certificates Held by School Librarians Employed in the Public Secondary Schools of New York State, 1931-1939* <sup>45</sup>

School Year	No. of Schools Reporting	No. of Librarians	Permanent Certificates and Validation	Limited Certification <sup>46</sup>	Renewable Certificates <sup>47</sup>	No. of Certificates <sup>48</sup>
1931-32 .....	856 <sup>a</sup>	877	116	116	299	346
1932-33 .....	870 <sup>a</sup>	905	166	181	253	305
1933-34 .....	879 <sup>a</sup>	913	209	235	230	239
1934-35 .....	882 <sup>a</sup>	921	279	257	184	201
1935-36 .....	881 <sup>a</sup>	924	344	279	147	154
1936-37 .....	869 <sup>b</sup>	905	419	223	124	139
1937-38 .....	870 <sup>b</sup>	908	489	195	112	112
1938-39 .....	873 <sup>b</sup>	914	502	205	99	108

<sup>a</sup> Schools outside of New York City.

<sup>b</sup> Schools outside of New York City and Buffalo.

<sup>45</sup> Compiled from the 28th-36th Annual Reports of the Library Extension Division, University of the State of New York.

<sup>46</sup> Certificates based on partial training in library science but full training in general courses and in education (Limited certificates and five-year validations).

<sup>47</sup> Renewable certificates: five year, three year, and one year, issued prior to August 1, 1930.

<sup>48</sup> This group represents the very small secondary schools. It includes both the teachers who have had some professional training for librarianship, but not enough for a certificate, and those who have not had any courses in library science.

## CERTIFICATION OF SCHOOL LIBRARIANS IN CALIFORNIA

The California School Code provides for librarians the same standards as applied to other special credentials of like grade. An applicant for a special secondary credential in librarianship must submit:<sup>49</sup>

- I. A certificate from a physician licensed to practice medicine and surgery that the applicant is physically and mentally fit to engage in school service.
- II. A recommendation from a teacher training institution approved by the State Board of Education for training teachers of librarianship, with verification of:
  - A. The completion of a four-year college course with a bachelor's degree.
  - B. Twenty-four semester hours of special training in a library school accredited by the American Library Association.
  - C. A minimum of sixteen semester hours of work in the fields of English, science, social studies, and physical education.
  - D. Fifteen semester hours of work in education, including:
    1. A course dealing with the aims, scope and desirable outcomes of the elementary and the secondary school.
    2. Directed library practice or directed teaching, four semester hours.
    3. Courses organized primarily to prepare for service in the special field.
    4. Other courses in education organized for the training of public school teachers.

This credential authorizes the holder to give library instruction and to serve as school librarian in the public schools of the state.

Additional evidence of the effectiveness of state standards for the training of school library personnel when encouraged and carried out by a state supervisor of school libraries (position initiated in connection with a state aid program launched in 1936) is shown in the following table showing outstanding growth in the number of trained school librarians in Louisiana during the decade 1929-39.<sup>50</sup>

<sup>49</sup> American Library Association, Board of Education for Librarianship, *op. cit.*, p. 4.

<sup>50</sup> Lois F. Shortess, High School Librarians in Louisiana, *American Library Association Bulletin*, Vol. 34, May, 1940, p. 324-5.

TABLE XII  
*Louisiana High School Librarians in Service and Hours of Training*

	6-11 Semester Hours' Training	12-23 Semester Hours	24-30 Semester Hours	Total
1929-30 . . . . .	5	14	0	19
1930-31 . . . . .	66	11	5	82
1931-32 . . . . .	86	20	12	118
1932-33 . . . . .	74	34	12	120
1933-34 . . . . .	70	32	26	128
1934-35 . . . . .	76	38	33	147
1935-36 . . . . .	101	41	40	182
1936-37 . . . . .	133	62	69	264
1937-38 . . . . .	137	76	86	299
1938-39 . . . . .	151	95	102	347
1939-40 . . . . .	167	86	112	365

Still further evidence is available from Tennessee. In September, 1932, when the Division of School Libraries was first established, there were in Tennessee approximately 52 librarians having at least six semester hours of training in library science. In September, 1939-June, 1940, there were 308 librarians having at least eight quarter hours or more in library science.

## VII. OTHER STATE AGENCIES INTERESTED IN SCHOOL LIBRARY DEVELOPMENT

While the principal activities of the state in connection with school libraries—legislation for establishment and support, state aid, and state supervision—have already been outlined and discussed, certain other agencies within the state have an interest in the development of a school library system or in supplementing existing school library resources. Some are organized under state administrative control, others are independent organizations of state-wide membership.

### SCHOOL LOANS FROM STATE EDUCATION AND LIBRARY AGENCIES

The most important supplementary activities are those of state agencies which lend books either to supplement local school

library resources or to fill the book needs of individual schools without library service, particularly in rural districts. Again this is a reflection of the educational philosophy that the state should participate as far as is possible in contributing to the book resources of the individual school.

Traveling libraries are generally boxed collections of a specific number of books (from 5 to 500) on single subjects or a variety of subjects, or on a particular level of reading difficulty and interest, designed to be sent to an individual school or room. In some states these are available for short-term loans, in others they are deposited for the complete school year or a definite part thereof. Other states rotate collections between schools in a particular region or locality. Usually such collections are designed for loan to schools without access to public libraries. Application for such collections are usually made by the principal, teacher, or school board member. Small schools often request collections for the use of the entire school. The Illinois State Library, for instance, has both elementary and high school general collections available for loan for a period of three months. The elementary collections include books of fairy tales, stories, geography, history, and science. The high school collections include fiction, travel, biography, and drama. The number is limited to a book per pupil, with forty volumes as the maximum.

Other state agencies will send out collections of books on specific subjects upon request. A teacher working on aviation, for instance, finds limited material in the individual school, and requests supplementary books and pamphlets from the state library extension division. Often requests are for material for debates, essays, special day and commencement programs, and units of work. Such loans are requested through the local library when one exists, for the local library as a community book resource should be given an opportunity to be of service before outside agencies are called in. When no local library exists, the request is made directly to the state agency. Often such collections are called "package libraries", and are loaned to individual



teachers and students, as well as librarians. Sometimes these loans are made to school libraries in order to supplement local holdings.

That traveling libraries are effectively and widely used even in states where strong state supervision of school libraries and a program of state aid is in force, is shown in the services of the Traveling Libraries Division of the New York State Library Extension Division. The circulation to schools has more than doubled from 1930-1937, this increase being due in part to the interest of many district superintendents who borrowed central collections for use in all of their schools and who arranged for frequent exchange of books between schools in their districts. Many of the books were used in rural schools for the new curriculums adopted by the state, where the schools were unable to purchase needed materials. The following statistics do not show the entire number of schools using traveling libraries since each supervisory district central loan, serving all schools in the district, was counted as one application filled:

TABLE XIII

*New York Library Extension Division Traveling Libraries Circulation to Schools, 1930-1938*<sup>51</sup>

School Year	Number of Applications Filled	Number of Volumes Sent
1930-31 .....	1,292	47,997
1931-32 .....	1,398	54,010
1932-33 .....	1,553	71,147
1933-34 .....	1,533	73,737
1934-35 .....	1,884	99,976
1935-36 .....	1,740	94,186
1936-37 .....	1,678	100,595

Tennessee has a traveling library system administered through the Division of School Libraries. Boxes of books are

<sup>51</sup> Compiled from the 28th-34th annual reports of the Library Extension Division, University of the State of New York.

shipped upon request to any rural public school in the state, preference being given to elementary schools and high schools having meager libraries of their own. The collection consists of approximately 21,968 books which are grouped by grades, and occasionally by subject, in lots of forty to fifty books to a box. There are approximately 444 traveling library boxes in circulation throughout the state, of which 389 were shipped to schools and communities during 1937-38 and 47 boxes were renewed from 1936-37. The traveling library collection includes approximately twelve hundred professional books sent out in cardboard cartons containing twenty to twenty-five books, to county school superintendents or to some other school administrator or supervisor who will be responsible for making the collection available to the various teachers in his county.

It should be emphasized that such services are not meant to, and never can, take the place of good local public and school library service, and are merely intended to either supplement such services and resources or attempt to provide books for teachers and pupils, particularly in rural districts, with the aim of supplementing textbooks where other book sources are not available.

Book loans and traveling libraries are available from at least four possible state agencies, though states offer varying specific services:

- (1) State libraries or library departments, with extension as one function.
- (2) State library commissions, with extension as one function.
- (3) State departments of education, through extension divisions, education libraries, or state supervisors.
- (4) State institutions of higher learning: universities, teachers' colleges, and agricultural and mechanical colleges.

A recent study of the services of forty-two state departments of education revealed that nineteen provided school library services through such circulating libraries.<sup>52</sup>

#### STATE EDUCATIONAL ORGANIZATIONS

The educational or teachers' associations of thirty-four states have sections for school librarians:<sup>53</sup>

Arizona	Louisiana	Ohio
California	Maine	Oklahoma
Colorado	Maryland	Oregon
Connecticut	Michigan	Pennsylvania
Delaware	Minnesota	South Carolina
Florida	Mississippi	South Dakota
Georgia	Montana	Tennessee
Idaho	Nebraska	Texas
Indiana	New Jersey	Utah
Iowa	North Carolina	Virginia
Kansas	North Dakota	West Virginia
		Wisconsin

Many of these are sections organized on the same basis as similar subject matter groups. Several states, notably Minnesota, North Carolina, Tennessee, and Texas, have several district organizations within the state, according to divisions of the state educational association. Kansas, Michigan, and North Dakota have as sectional officers the librarians at the places of meeting.

When school librarians are members of library sections within state educational associations they are generally considered as essentials in the school system, and the place of the school library is more readily acknowledged. Such affiliations also enhance the importance and status of the school librarian.

<sup>52</sup> Alexander, *op cit.*, p. 48.

<sup>53</sup> For a directory, see Willard A. Heaps, School Library Sections, Associations, and Clubs, *Wilson Library Bulletin*, Vol. 14, February, 1940, p. 460-1.

In at least two states, educational associations are specifically furthering school library development. The Wisconsin Teachers' Association has sponsored since 1916 the Wisconsin Reading Circle, in three parts, the Teachers' Reading Circle, School Patrons' Reading Circle, and the Young People's Reading Circle. The first has as its aim the promotion of the reading of professional literature by the teachers. The School Patrons' Reading Circle was added in 1917 in the hope of assisting parents and others interested in the schools to read systematically some literature that would be helpful in enlisting the cooperation of the home in the work of the school, but it was discontinued in 1933. The Young People's Reading Circle has grown to amazing proportions, as shown by the following figures:

TABLE XIV  
*Membership of Wisconsin Young People's Reading Circle*

Periods	Number of members		Total
	In counties	In cities	
1915-16 .....	4,676	643	5,319
1920-21 .....	119,501	17,974	137,435
1930-31 .....	190,469	51,154	241,623
1935-36 .....	187,146	61,956	249,102

It seems obvious that by stimulating in children and teachers the desire for reading, the Wisconsin Reading Circles have, at the same time, stimulated the activities of school libraries, for in order to satisfy the demands of the Reading Circles, the school libraries have found it necessary to increase their book collections and expand their services.

The North Carolina State Education Association publishes the basic state book list, *Library Book Catalog*, and annual supplements, and offers books for sale to school libraries at discount prices.

Practically every state educational organization schedules round tables or sectional meetings for school librarians at its

annual or semi-annual meetings. Where the executive boards consist of representatives from each section of the association the chairman of the school library section is a member of the council.

#### STATE LIBRARY ORGANIZATIONS AND PLANNING BOARDS

Professional organizations of librarians are developing programs for the improvement of school library service, though many state-wide programs include the school with public library plans. Sections or divisions for school librarians are found in the library associations of the following states: Alabama, California, Colorado, Kentucky, Louisiana, Michigan, Minnesota, Mississippi, New York, North Carolina, Oklahoma, South Dakota, Texas, Virginia, and Wisconsin. In several states, particularly California, Minnesota, and Wisconsin, school and children's librarians are included in the same section. California, Illinois, New Jersey, and Rhode Island have separate state organizations for school librarians as do several regional library associations. Such affiliations recognize the importance of the school librarians in the total library program of the state.

Leadership in the development of plans for state-wide library service has, in general, been undertaken by the planning committees of various state library associations, which have usually included school libraries in their programs for the increase of state-wide library facilities. Practically every state has such a committee at work formulating long-term and specific objectives. In several instances, committees of school librarians are working on such programs to be incorporated in the general state programs. Sometimes the school library objectives are merely stated in vague terms, as, "an adequate and well-supported system of school libraries", while other states outline specific steps in the development of the expansion program. Often a complete reorganization of the state system of libraries is suggested, but in each of these many varying plans, state leadership is insisted upon and definitely recognized as essential. An examination

of a few of these plans which specifically make provision for school libraries will serve to show the professional stimulation offered to such growth and development through the recognition of such agencies as a part of the totality of library service within the state.<sup>54</sup>

### *Florida*

The general objectives of the Florida Library Planning Committee of the Florida Library Association include the following in the plan for the establishment of a well-coordinated system of library service in the state:<sup>55</sup>

Libraries in all state schools from elementary to institutions of higher learning conforming to the standards set up by the Southern Association of Colleges and Secondary Schools.

### *Illinois*

The Library Planning Board of the Illinois Library Association has a committee on School Libraries and the Coordination of School and Public Library Service, which reported in 1936 on the following recommendations: (a) appointment of a school library supervisor in the Department of Public Instruction, (b) assembling of data on high school libraries, (c) inauguration of a program of school and public library cooperation, (d) installation of a plan of certification for high school and elementary librarians.

In the fall of 1939, at least one of these objectives had been somewhat attained, for there was appointed in the Library Extension Office of the Illinois State Library the Field Visitor for School Libraries.

<sup>54</sup> Outlines of plans found in American Library Association, *State Plans for Library Development as Adopted by State Library Associations*, Chicago, A.L.A., 1937.

Unless otherwise noted, plans are quoted from this volume.

<sup>55</sup> Helen V. Stelle, *Florida Library Survey, 1935*, Florida Library Association, St. Petersburg, 1937. p. 28.

### *Iowa*

The library program for Iowa, unanimously adopted by the Iowa Library Association in October, 1935, included the following plans for school libraries: <sup>56</sup>

1. A State Supervisor of School Libraries should be appointed to serve under the direction of the Superintendent of Public Instruction.
2. More emphasis should be given to the position the library should occupy in elementary and secondary school education.
3. A set of standards should be prepared for the schools of Iowa after due consideration of the school library standards of the North Central and other accrediting associations.
4. Careful attention should be given to the coordination of the work of the school and the public library and to consolidation in the smaller cities when and if suitable conditions exist.

### *Mississippi*

The Working Plan for Library Development in Mississippi as prepared by the Committee for the Mississippi Library Association and adopted by the Association in 1935, lists the following specific objectives for the school library development within the state:

1. To give instruction in the use of the library and books as tools.
2. To have the schools meet as rapidly and completely as possible the standards of the Southern Association of Colleges and Secondary Schools, in matters of personnel, books and equipment.
3. To provide for the state supervision of school libraries and the certification of school librarians.
4. To have trained Librarians on the same status as teachers and heads of departments having equal training and experience.

### *Missouri*

The Missouri state library plan adopted by the Missouri Library Association in 1935 contained the following discussion of school libraries:

This plan contemplates provision for a supervisor of school libraries attached to the staff of the central library agency or to the staff of the

<sup>56</sup> Iowa State Planning Board, *Report on Library Service in Iowa, 1935*, p. 21-30.

superintendent of public schools. There is already a working agreement between the Missouri Library Commission and the Department of Public Schools. The Superintendent is an ex-officio member of the Commission. While the law provides for libraries in high schools and in the elementary schools, the funds have not been sufficient in many districts to provide for annual additions to their collections. The General Assembly has provided additional funds for the Schools of the state. It should provide also for library service for the schools. In many villages and rural districts the school library might be utilized to furnish books to the adults and children in their respective communities. The survey of school libraries conducted by the Rural Sociology Department would be available for the supervisor. The standards for libraries in high schools of various types have been adopted by several regional accrediting agencies such as the North Central Association. The State Department of Public Schools has already established standards for high schools of different grades and has indicated the desired qualifications of high school librarians, but they are not compulsory. Certificates are not required nor is there a law requiring high schools to adopt and maintain the standards for book collections and library personnel. It is just as necessary for librarians of high schools to be well prepared for their duties as it is for teachers to be trained in their profession.

The achievements outlined in this program may reasonably be expected to follow the 1940 appointment of a Supervisor of School Libraries in the Department of Public Schools.

### *New Jersey*

The School Libraries Committee of the Committee on Library Planning of the New Jersey Library Association consists of members who have examined the status of the library services in accredited high schools of the state in order to outline both immediate needs and long-time objectives.<sup>57</sup> The definition of the school library is interesting in that it shows the specific relationship to the public library which makes it essential in any state plan for libraries:

The school library has as its function the acquisition, organization, and distribution of books and other printed materials which will enrich the curriculum and develop varied reading interests of students. The

<sup>57</sup>New Jersey Library Association, Committee on Library Planning, *An Abstract of the First and Preliminary Report, 1935*. p. 30-7.



school library has become the laboratory where students learn how to use and enjoy books which will continue their education when school is finished. It is the preparatory school to the public library.

The immediate needs recognized in the 1935 report were (a) a complete survey of secondary school libraries, (b) state aid to schools and districts without library service, and (c) a state co-ordinator of school libraries to be jointly responsible to the Public Library Commission and the State Board of Education. Long-time objectives indicated were: (a) a well-organized, equipped, effectively administered and adequately supported library in every elementary and secondary school, (b) close cooperation of public and school libraries with the responsibilities of both well defined, (c) a school library personnel aware of the needs of an ever changing curriculum and a library equipped to meet and adapt itself to these needs, (d) a system of regional cataloging for school libraries, and (e) a body of young people who are intelligent users of libraries with an understanding and appreciation of the possibilities of books in their cultural and recreational development.

### *Washington*

The development of a library program for the state is the result of the activities of the Washington State Planning Council which in 1938 began a survey of the educational facilities of the state. It had previously been formulated by the Executive Committee of the Washington Library Association, but was revised and extended considerably.<sup>58</sup> The emphasis for school libraries was "that a program be worked out by the State Department of Education and the Washington Library Association for the equalization of book opportunity for all school children, without unnecessary duplication of cost and personnel." The school library objectives and recommendations follow:<sup>59</sup>

<sup>58</sup> Washington State Planning Council, *Survey of Public Education, A Program for Library Service in Washington*, (Appendix E, June 7, 1938), The Council, Olympia.

<sup>59</sup> *Ibid.*, p. 14-15.

- A. Objectives in planning for school libraries.
1. A greater uniformity or equalization of book facilities for all children in the state, both rural and urban.
  2. An improved teaching service through the wider development of libraries in the schools, both elementary and secondary.
  3. A more economical administration of school libraries through centralized supervision.
- B. Recommendations to accomplish the above objectives are:
1. That a professionally-trained librarian be appointed by either the State Library or the State Department of Education to supervise school libraries . . .
  2. That the school library standards set up by the State Board of Education for both elementary and secondary schools be complied with as soon as possible. Particular emphasis should be placed upon:
    - a. Definite hours for the school librarian to give library service . . .
    - b. Sufficient book appropriation to build up a useful and desirable collection of books . . .
  3. That adequate instruction in the use of books and libraries be given in elementary and secondary schools through the co-operation of teachers and librarians . . .

### *Wisconsin*

The 1937 report of the Wisconsin Library Association's Library Planning Committee has as its objective and aim "To furnish adequate library service to every man, woman and child." Recommendations for school libraries<sup>60</sup> include (a) a set of standards for service, (b) coordination of school and public libraries, (c) teacher status for librarians, (d) certification, (e) representation of school librarians on the committee of the state reading circle, and (f) development of multi-school service by one librarian rather than part-time teacher-librarians in several schools.

These several plans are typical of the work being done by state library associations and organizations for the development of adequate school library service. Several trends and tendencies are noticeable:

1. Recognition that there is a unity in all types of library service.

<sup>60</sup> Wisconsin Library Association, *Tentative Planning Program for Libraries*, 1937. Mimeo. p. 4-5.

2. Assumption that the state should be responsible for the coordination of public and school library services.
3. Recognition that professional library associations are best fitted to determine plans for progress and development on a state-wide basis.
4. Insistence upon coordination between public and school libraries to uphold continuity of the two services, both for economy and wider coverage.
5. Suggestion that school libraries may best be developed through appointment of state supervisors connected with either the state department of education or the state library, but cooperating closely with one another regardless of administrative setup.

This cooperation of public and school libraries is considered by many to be the keystone for all further development and extension of both services.

Three trends are noticeable in recent state-wide programs and legislation providing for the extension of public library service: (1) the movement of public libraries in the direction of a more positive and effective interest of the state in library organizations and support; (2) the establishment of the principle that the library is an educational concern of the state; and (3) the integration of the public library and the educational system of the state.

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Presents the principal work of the state library supervisor as revealed by a study of the work carried on in ten states. Topics discussed are: types of work, the setting up of school library standards, school visits, checking school libraries, developing book collections, preparation of booklists, planning library space for equipment, relationships with public libraries, training and certification of school librarians, and publicity for school libraries.

See also reports of state boards of education, state departments of education, state school supervisors, and state libraries, in specific states.

## CHAPTER IV

### LARGE AREA PARTICIPATION IN SCHOOL LIBRARY SERVICE: RURAL SCHOOLS

The problems involved in providing library service to village and rural areas presents one of the most outstanding challenges to educational and library authorities today, for in these situations exist the blind spots in school library service, even as in public library development.

According to the Library Extension Board of the American Library Association, rural people constitute 91.8% of the 42 million people in the United States without library service. Moreover, these handicapped rural people form 71.9% of the entire rural population:

	1938	Per cent
Rural persons without library service . . . . .	28,744,907	91.8
Urban persons without library service . . . . .	3,433,904	8.2

Out of the 3000 odd counties in the United States, there are still 897 without a single public library within their boundaries, as compared with 1000 in 1934. Only 40 cities of over 10,000 population lack public libraries. Library extension is primarily a rural need.

#### I. THE STATUS OF RURAL SCHOOLS

Many educational statistics do not separate urban and rural, or, if they do, they use a wide variety of bases in classifying or separating these communities. In addition, county school units often embrace both urban and rural areas, making differentiation more impossible. But a few statistics from the Biennial Survey

of Education, 1934-36, will serve to show the importance of rural schools in the total education picture of the United States today:

TABLE XV  
*Comparison of Urban and Rural Day Schools, 1935-36<sup>1</sup>*

	All U.S.	Urban	Rural
Population, 1930 . . . .	122,775,046	68,954,823	53,820,223
Population, 5-17 years of age, 1930 . . . . .	31,571,322	15,685,345	15,885,977
School enrollment			
Total enrollment . .	23,367,098	13,250,699	13,116,399
Boys . . . . .	13,403,957	6,723,168	6,680,789
Girls . . . . .	12,963,141	6,527,531	6,435,610
Number of supervisors, principals, and teachers . . . . .	893,347	411,297	482,050
Number of school buildings . . . . .	238,867	27,556	211,311

A detailed examination of these statistics re-impresses the reader with the tremendous education and library problem involved, and serves to destroy the usual impression that a library exists in every school in the United States. It also points the way for future development in this school library challenge.

Actually, as Table XV indicates, more boys and girls are attending rural than urban schools, for of the 23,367,098 boys and girls of from five to seventeen years of age inclusive (the ordinary age span for compulsory elementary and secondary school attendance) in the United States enrolled in schools, 13,250,699 are enrolled in urban schools, and 13,116,399 in rural schools, an almost even development.

Of this rural school number, 10,717,222 are in elementary grades, from kindergarten through eighth grade, while 2,399,177 are in the secondary grades. Of this number, the 13,250,699

<sup>1</sup> Items selected from David T. Blose and Henry F. Alves, *Statistics of State School Systems, 1935-36*, being Chapter II of Vol. II of the Biennial Survey of Education in the United States. Washington, Government Printing Office, 1938 (U.S. Office of Education Bulletin 1937, No. 2), p. 49.

in urban schools attend school in 27,556 buildings, while the 13,116,399 rural boys and girls are housed in 211,311 school houses. Since the ratio of teacher to pupil is lower in rural districts, the problem is further complicated.

Centralization and consolidation is the trend and tendency in rural education today, for many reasons, largely financial. But such consolidation is a slow and evolving process which may take a century in some states. In New York State, for instance, the program has been a continuous one and is not yet completed. In 1844 Samuel Young, State Commissioner of Education, advocated consolidation of rural schools in his report to the legislature. He showed that the 10,875 one-teacher schools of the state were rapidly diminishing in number and urged the continuation of this trend. His wish was not fulfilled, for in 1934, ninety years later, 7,251 one-teacher schools remained.<sup>2</sup> At this rate of consolidation it would require more than a century to eliminate the one-teacher schools in New York State alone. Social and economic factors will need consideration. Statistics regarding the preponderance of one-room schools may provide some indication as to the present school library situation. According to the Biennial Survey of Education,<sup>3</sup> of a total of 238,867 school buildings in the United States, 132,813 are one-room only, this being 55.6 per cent of the total number of buildings. Undoubtedly the majority of these are found in rural areas. In many states the percentage of one-room schools to total buildings is over 70 per cent:

	Total buildings	One-room only	Percentage of total
Iowa .....	11,842	9,115	77.0
Minnesota .....	8,560	6,797	79.4
Montana .....	3,210	2,538	79.1
Nebraska .....	7,917	5,958	75.3
North Dakota .....	5,430	4,077	75.1
South Dakota .....	5,018	4,441	88.5
Wisconsin .....	8,242	6,529	79.2

<sup>2</sup> Frank E. Cyr, *Needed Research on the Reorganization of School Districts in Rural Areas*, *Teachers College Record*, Vol. 38, January, 1937, p. 293.

<sup>3</sup> David T. Blose and Henry F. Alves, *op. cit.*, p. 79.



It must also be remembered that many rural schools contain more than one room and in this light the problem becomes even more vivid. Again, these statistics do not take into consideration the balance between rural and urban population.

The rural areas have relatively more children to educate, in efficient school units with taxable wealth that is much less than that of urban areas.<sup>4</sup> The high percentage of population under twenty years of age and the low per capita wealth in such predominantly rural states as Georgia, Alabama, and Mississippi show clearly the difficulty of providing adequate education in such states. The small units of administration in rural areas have been a retarding influence in rural elementary education. The average size of the unit is small. There were in 1935 nearly 124,000 primary or basic administrative units, ranging in size from the district with a single school, as in Illinois; to the town, as in Connecticut; to the county, as in Maryland; to the state, as in Delaware.<sup>5</sup> Consolidation of small administrative units into township, regional, or county units is considered essential to the improvement of rural education; such a unit must be large enough to provide a broad base for taxation and to make possible effective and economical organization and supervision. Good roads and improved transportation facilities make consolidation relatively simple in most areas, and state aid for pupil transportation is adding considerable impetus to this movement.

In 1930 only about 31 per cent of rural youth of high school age were in attendance in rural high schools. There were in 1930 nearly 11,650 public high schools in rural areas which enrolled fewer than one hundred pupils each.<sup>6</sup> These small rural high schools present one of the major problems in this area.

<sup>4</sup>For a discussion of this point, see National Resources Committee, *The Problems of a Changing Population*, Washington, Government Printing Office, 1938, p. 193-221.

<sup>5</sup>Leo M. Chamberlain and Leonard E. Meece, *The Local Unit for School Administration in the United States*, Part I. University of Kentucky, College of Education, Bureau of School Service, 1933. Its *Bulletin*, Vol. 6, No. 17, p. 11-12.

<sup>6</sup>Howard A. Dawson, *Satisfactory Local School Units*. Nashville, Tenn., George Peabody College for Teachers, Division of Surveys and Field Studies, 1934. (Field Study No. 7). p. 88-9.

## NEED FOR SCHOOL LIBRARY SERVICE

Translated into library and book needs, the picture presented involves a major library problem. Few statistics on school libraries are available for cities of less than 10,000 population, and the investigator can only hazard a guess as to probable book resources and holdings. Yet much of the effectiveness of the school library must depend upon development in rural areas.

The need for increased book facilities is emphasized by the fact that the curriculum for the rural school is following modern and progressive lines of development. The trends in newer rural school practices have been summarized as follows: (1) subject matter tends toward broad divisions and large meanings, (2) skill techniques are taught as the needs arise, (3) the subject matter develops from the needs and experiences of children, (4) newer types of instruction demand newer types of materials, (5) the curriculum is conceived as a means rather than as an end in education, and (6) the teacher occupies a new and significant place in education.<sup>7</sup> As in urban schools modern education is based no longer upon a single text but upon many books, and the program of the modern school is organized around large problems for which no single book has the answers.<sup>8</sup> These new demands must find satisfaction in adequate book resources. Yet the individual school often lacks financial means necessary to the acquisition of such materials and must look to other sources of supply and financial aid.

<sup>7</sup> National Education Association, Department of Rural Education, Year-book 1938: *Newer Types of Instruction in Small Rural Schools*, February, 1938, p. 9.

<sup>8</sup> Fannie W. Dunn, "The Reading Problem in Rural Schools," and Anna Clark Kennedy, "The Library and the Curriculum." In National Education Association, Department of Rural Education, *Rural School Libraries*, Bulletin, February, 1936. p. 9-18, 73-9.

## II. SCHOOL PARTICIPATION IN LIBRARY SERVICE THROUGH THE COUNTY BOARD OF EDUCATION AND SUPERINTENDENT

Though general opinion concurs in the belief that a public library agency should undertake county school library service, some educators, believing that support and control should remain with the educational authority, propose the plan whereby the county board of education sets up its own centralized county library. A recent book on county school administration, emphasizing the need for efficiency and economy, states the following policies to be adhered to:<sup>9</sup>

Control of the Library Service should be under the county board of education, and as in the case of other school property the title to libraries should be vested in the board of education. . . . All funds for the county library service from whatever source obtained should pass through the county board treasurer and their expenditure made a matter of record of the board.

*A policy of support* for school library service should be established by the county board of education. The budget of the board should provide for the support of library service in accordance with the needs from year to year. Funds raised from the county at large and in local schools should help support this budget.

*Purchase of books* should be made under the direction of the county superintendent and in accordance with current recommendations of teachers and principals.

*The library should be available* to all the children in all the schools in the county. The central school library may be located so that it will be easily accessible to the offices of the superintendent. In counties where boards of education own their administration building, space for the county school library should be provided. In addition to the central library, and in connection with it, branch libraries may be maintained in central schools designated by the county board of education.

*The distribution of books* should be at the expense of the county board of education. In some cases a bus may make regular trips to the schools, while in other instances distribution may be made by parcel post.

The study of rural school library service made under the joint auspices of the American Library Association, United States

<sup>9</sup> Richard E. Jagers, *Administering the County School System*, American Book Co., 1934, p. 181-3.

Office of Education and Carnegie Corporation in 1933, reported a considerable number of counties having such services in 1932.<sup>10</sup> The supervisors of the elementary schools in Kentucky estimated that about one-fifth of the county superintendents of schools in that state were circulating books from their offices to the schools. A 1931 report of the Alabama State Department of Education stated that more than half the sixty-seven counties of that state had circulating school libraries. Rural school supervisors in those California counties which do not have county service circulate books among the schools under their supervision.

It is not possible to report the number of instances in which county superintendents of schools are circulating books to schools from their offices, with or without the services of a trained librarian. It appears, however, that this type of service is growing. Some of the states in which this type of school library service is found are Alabama, Arizona, Georgia, Illinois, Iowa, Kentucky, Nebraska, New Mexico, Oklahoma, Tennessee, Texas, Virginia, Washington, and Wisconsin.<sup>11</sup> In New Mexico every county in the state has this service.

Virginia is now developing an extensive program of county circulating libraries. The idea of providing a large collection of library books from public school funds to be circulated from centrally located high schools to all adults and children of both races in the county during the regular school term and through loan stations during the vacation period has won the full support of the State Board of Education. The state appropriates funds to add to the necessary appropriation of the county public school funds<sup>12</sup>. It will be noted that these libraries serve adults as well as children. That this is a sane plan of development is evi-

<sup>10</sup> Edith A. Lathrop, *A Study of Rural School Library Practices and Services*, Chicago, U.S. Office of Education, with the cooperation of Carnegie Corporation of New York and the American Library Association, 1934, p. 60-5.

<sup>11</sup> Edith A. Lathrop, *Elementary School Library Service As It Is and Should Be*, *American Library Association Bulletin*, Vol. 26, July, 1932, p. 437.

<sup>12</sup> See Charles W. Dickinson, Jr., *School Libraries as Centers of County Library Service*. In *Southeastern Library Association, 10th Biennial Conference, 1938, Papers and Proceedings*, p. 46-9; *See also Bibliography*.

denced by the fact that 64 of the 100 counties of the state are already circulating public school library books on a county-wide basis.

A circulating library organized by the Stark County, Illinois, school superintendent to provide books to the rural schools of the county has operated successfully for the past three years. The circulating unit consists of a box of books classified by grades. Fifty of these boxes are in circulation. The contents of each box is different, and a cover checklist shows which schools have received each box. Forty-six schools now use the collection which has grown to over 1,000 volumes. Each participating school district pays \$10 into the county fund when it becomes part of the plan.

Tennessee began county circulating systems in 1934 in two counties and the movement has now spread to 79 of the 95 counties of this state. This pooling of funds raised by the individual schools in a county to be supplemented by county appropriations and the total amount to be matched to the limit of the state aid allotment per county, has contributed more than any other one thing to the wide use of desirable books in the rural schools. Not only have more books been made available, but the collections have been better organized for service through the aid of county elementary supervisors and, in some cases, of professionally-trained county librarians. Because of the stimulus of state aid for school libraries distributed on a county-wide basis, two counties have been enabled to set up a general county library service for adults as well as school children with professionally-trained librarians and appropriations from the county court earmarked for the general county library service (See Chapter III).

### III. MUNICIPAL LIBRARY PARTICIPATION IN RURAL SCHOOL LIBRARY SERVICE

Rural schools located near cities, both large and small, with public libraries, make considerable use of such libraries through long- and short-term loans. Often several rural schools receive

exchange collections from a public library in the vicinity. Again, teachers are given special privileges and permitted to borrow large collections of books for school use. Sometimes children are brought to the town library in school buses. In other localities rural schools contract with public libraries for school service, sometimes contributing a share of the funds.

An interesting program has been inaugurated in St. Cloud, Minnesota (Stearns County) whereby rural schools contributed their state aid funds to the public library in return for increased service through pooling of resources. In announcing the plan the following letter was sent by the librarian to the trustees of each rural school in the part of the county near the trade area of St. Cloud:

*To the Trustees of the Rural School, District No. Stearns County:*

Forty per cent of the population of Minnesota is without any public library service at the present time. These are almost all in the country or in very small towns. Country people are entitled to equal educational advantages with those who live in cities, but they are not getting them. All citizens of a democracy should have free access to books as a part of the American plan for free education.

The rural schools suffer from this situation since results possible through modern methods of education cannot be secured without access to a variety of books, pictures, etc. Text books are not enough. Much of the difficulty which children in the upper grades have with their studies is due to lack of good reading ability. The way to avoid this is to provide plenty of interesting reading matter for them while they are in the lower grades. From these they get not only immediate information and pleasure, but also, unconsciously, development of vocabulary and reading ability which will be of great value in later school work and all their lives.

For a number of years preceding 1934, the St. Cloud Public Library allowed the free use of its collections to out-of-town borrowers within the trade area of the city. Many rural school teachers took advantage of this privilege. Eventually, the out-of-town circulation became so large, (about 14,000 per year), that the Library Board, feeling that so large a drain on the book collection was not fair to the taxpayers who supported it, felt obliged reluctantly to withdraw this free service, and since then have lent books to non-residents only on payment of a subscription fee of \$1.00 per year.

There is only one way to bring an adequate supply of books to the country schools, and that is through cooperation. The Minnesota law

provides that "any school board may contract with the board of any approved county, city, or village library . . . to receive therefrom books suited to the needs of the pupils of the school. . . . In the event of such school contract such board shall annually pay to such library board the school library book fund and the state library aid to which such school district is entitled. All books purchased by such public library from funds provided from the school district or state aid shall be selected from the state list of books for school libraries." This law, in practice, allows a pooling of funds and book collections by a group of rural schools. For example, if a group of ten cooperating schools spends ten dollars per year for books (\$5.00 of which may be returned in state aid), instead of the six or eight books which \$10 would buy, a group of sixty or eighty books is provided (\$100 worth), which may be exchanged among the schools so that during the year, all schools have access to the entire collection. In addition, the services of the contracting library are secured as a distributing center, the library agreeing to keep the collection in condition for use and to keep proper records of the books.

The St. Cloud Library invites the neighboring rural schools to make use of its services under the rural school contract plan. A contract form is inclosed herewith.

If your trustees vote to make this arrangement, please sign and return *both* copies. One of them will be returned to you, with the signatures of the library officials. Upon receipt of the contract signed by the library officials, your check for the book fund will become due.

Very truly yours,

---

Librarian

The contract form for the deposit collections is found in Appendix A.

#### IV. STATE PARTICIPATION IN RURAL SCHOOL LIBRARY SERVICE

As has already been mentioned, states are attempting to promote services (See Chapter III). Through state departments of education and state library extension agencies, traveling library collections and book loans are provided in a majority of states.<sup>13</sup> State school library supervision generally tends to emphasize aid

<sup>13</sup> Edith A. Lathrop, *State Direction of Rural School Library Service*. Washington, Government Printing Office, 1930. (U.S. Office of Education, Bulletin, 1930, No. 6).

in the development of rural school library service, in order to equalize book and reading opportunities to all children in the state. But the present trend is to consider that book service through a centralized administration from a larger library or educational unit is the only adequate means of providing such services to rural schools.

#### V. AN ADEQUATE BASIS FOR SUPPORT AND CONTROL

The problems involved in providing library service to village and rural schools are of a different nature from those of cities and their solutions vary likewise. Authorities agree, however, that only by cooperation with some form of public library, city, county, or regional, or by cooperation among rural schools themselves,—such as the pooling of books through the county superintendent's office,—can adequate library service be maintained.

At the close of a preconference meeting in New Orleans, preceding the American Library Association meeting there, the following statement was adopted as expressing the opinion of that group of state workers, county, public, and school librarians:

It has been demonstrated that adequate library service to both communities and schools in rural areas can be given economically and effectively by means of a centralized administration from a county or larger regional library, when properly financed and adequately administered by trained personnel. The demonstrated success points to a more general adoption of this plan.<sup>24</sup>

Another statement favoring the combined school and public library service comes from Miss Lucile Fargo, in her book *The Program for Elementary School Library Service*.

In the city capable of supporting two parallel library developments the advantages and disadvantages of cooperation may be weighed and decided upon with some degree of freedom. But in the rural community the situation is more acute. Here the decision is not ordinarily between two lines of service possible of effective independent development, but between inefficient, inadequate, and unorganized service for both school

<sup>24</sup> *American Library Association Bulletin*, Vol. 26, May, 1932, p. 337.



and community on the one hand, and organized and effective, if not wholly ideal, service for both on the other. In such case it would seem that there can be but one choice. . . . The provision of school library service and public library service are ceasing to be regarded as unrelated activities and divided responsibilities.<sup>15</sup>

## VI. THE COUNTY LIBRARY

The term "county library" is used to designate library service to an entire county as a single unit, or service to those sections of it which elect to become a part of the county library system.

The first successful attempts to establish county libraries in the United States were made at the turn of the century when county libraries for Hamilton (Cincinnati) and Van Wert counties, Ohio, and Washington county, Maryland, were authorized by law in 1898.<sup>16</sup> Today all but two states outside of New England, namely, North Dakota and Idaho, have laws relating to county libraries.<sup>17</sup>

There are three governmental types of county libraries:<sup>18</sup>

1. Libraries which are part of the county government.
2. Libraries which are part of the city and county government.
3. Municipal libraries or other types which serve the county by contract.

In 1934, of the more than three thousand counties in the United States, only two hundred and thirty provided library service by appropriations exceeding one thousand dollars a year. About two thirds of these libraries were part of county governments; only a few were of the joint city and county type; the remainder received service by contract.<sup>19</sup>

<sup>15</sup> Lucile F. Fargo, *The Program for Elementary School Library Service*, Chicago, American Library Association, 1930, p. 151-2.

<sup>16</sup> Harriet C. Long, *County Library Service*, Chicago, American Library Association, 1925, p. 18-21.

<sup>17</sup> Data given in questionnaire returns from state departments of education.

<sup>18</sup> Carleton B. Joeckel, *The Government of the American Public Library*, Chicago, University of Chicago Press, 1935, p. 264.

<sup>19</sup> American Library Association, Library Extension Board, *List of Libraries Receiving County Appropriation for County Public Library Service*, 1934.

The largest number of county libraries are found in the West and South. California is the outstanding county library state with forty-seven of its fifty-eight counties providing service.<sup>20</sup> Of the 2,843 active school districts in these counties, 2,237 have joined for county service. In this state county libraries are part of the county government and are administered by the county commissioners rather than by a library board. For support of the library, the commissioners levy the special tax, not to exceed one mill on the dollar, which is over and above all other taxes. The state maintains a large amount of control through the "general supervision" which is also provided by law.

In some Middle States are located important groups of county libraries, largely of the city and county form of government or of the contract method of service. Most of Indiana's fifteen county libraries are joint libraries of the county seat cities and their respective counties. An example is the Public Library of Fort Wayne and Allen County. Examples of cities which provide county service by contract are Milwaukee, Wisconsin; Minneapolis and St. Paul, Minnesota; and, Detroit, Michigan.

In the East, New Jersey has a strong group of county libraries. In this state the county and local library units cooperate. Each local unit which is part of a county system retains its own library board, is responsible for the maintenance of its own quarters and provides its own librarian. The county supplies the necessary books for the various stations and general supervision by county librarian and staff. The public library commission of the state renders book and other services to individual county libraries also.<sup>21</sup>

Probably the best example of a unified library system in which the major portion of the metropolitan area is served by a single completely unified library system is that of the Public Library of Cincinnati, Ohio—county library district of Hamilton County.

This library serves more people in a single and unbroken metropolitan library unit, consisting of the central city and its satellite com-

<sup>20</sup> *News Notes of California Libraries*, Vol. 33, October, 1938, p. 144.

<sup>21</sup> See Bibliography.

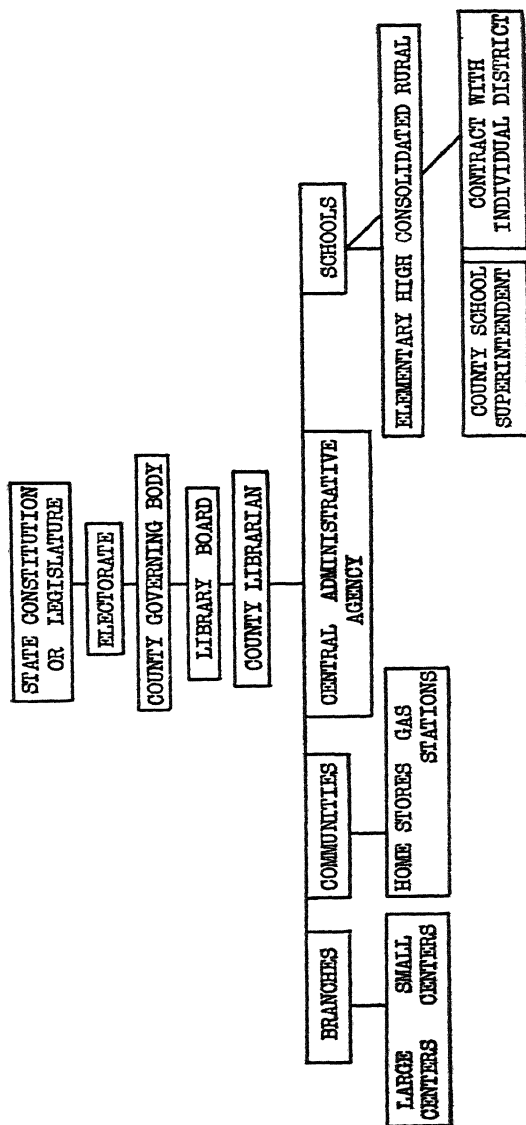


FIGURE II  
*County Library As a Separate Unit*

munities, than any other American library. It is a true county library in the sense that it is administered directly by the county and is supported by a single appropriation covering the entire county as a unit. It is not a city library with a county service attached by means of a contract. Included in the area served, in addition to the entire city of Cincinnati (population 451,160) are three incorporated cities—Norwood, Cheviot, and St. Bernard—twenty-one incorporated villages, and thirty-seven unincorporated places.<sup>22</sup>

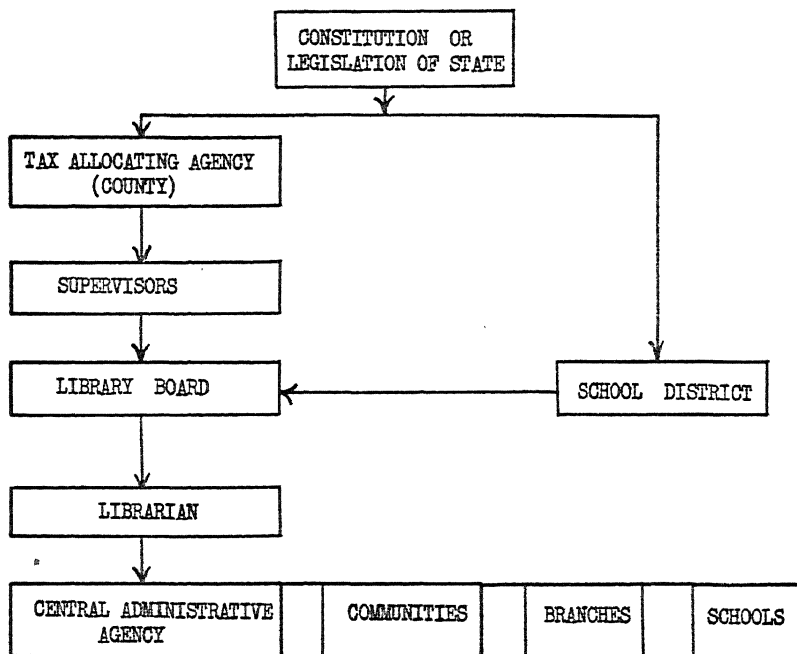


FIGURE III

*Financial Support and Authority of a County Library*

### FUNCTIONS OF A COUNTY LIBRARY

In general, county libraries have a two-fold function (See Figure II), (1) to promote general reading for all the people not already served by a city library through strategically located

<sup>22</sup> Carleton B. Joeckel, *op. cit.*, p. 277-8.

branches and stations throughout the county, and (2) to furnish specialized service to the schools of the county. It is with this second function that this discussion is concerned.

Space limitations prohibit a detailed examination of the structure and function of the county library. Figure III shows the administrative and financial basis of county library organization in a typical situation. Service is carried out through the central agency, branches, stations, schools, with bookmobile services in many cases.

There are also many objections to the county library as the unit for library service, a few of which may be indicated here:

1. Forces working against county library establishment
  - a. Local jealousy
  - b. Defective legislation
  - c. Political forces
  - d. Financial difficulties, burdens of budget
  - e. Local inertia
  - f. Relative satisfaction and limited success of other types of service
2. Difficult to attain speed in service because of distances
3. County money sometimes taken for service to town people instead of being used for rural services
4. Headquarters involves much expense
5. Grave financial obstacles
  - a. Increased taxation
  - b. County has many other obligations
  - c. Communities sometimes pay double for library services
  - d. No equalization of tax burden
6. Too infrequent exchange of books between stations
7. County sometimes not the best unit for extension of library service
8. Locality of headquarters sometimes benefits most

## BENEFITS OF COUNTY LIBRARY SERVICE TO SCHOOLS

As already mentioned, rural schools cannot function fully as modern educational institutions without the county library or some supplementary book resources, since the newer types of teaching require a wealth of reference materials and books of all kinds. Some of the benefits which can be listed are:

1. County library provides for constant exposure to the joys of free reading by keeping in each school a collection which the child will enjoy and use.
2. Librarians offer advice in purchase of books for school use and in building up a collection within the school.
3. Supplies the child and teacher with classroom sets, supplementary materials, records, pictures, and magazines.
4. A trained person supervises recreational reading.
5. Schools obtain more for the same expenditure of funds.
6. Schools show improvement since good reading matter is available.
7. Enrichment is attained through book talks, story hours, and visits of the county librarian.
8. Rural school boards are educated in the expediency of adding the book fund to the expenses.
9. Expensive books are made available.
10. Additional funds are provided.
11. Services of experts provide supervision and promote efficiency.
12. Dead and useless material is discarded and replaced.
13. Purchases made at better prices and more in accordance with needs.
14. Technical work is done by one agency.

HOW THE COUNTY LIBRARY SERVES THE SCHOOLS  
AS EXEMPLIFIED BY CALIFORNIA<sup>23</sup>

The most complete county library service to schools is probably given in California, where state school laws provide not

<sup>23</sup> See Bibliography.

only generous state aid for school libraries but also a means of pooling school district funds with the county library. The California school code reads as follows:

Section 6.530 Whenever the county in which a district is situated shall maintain a county library, the board of school trustees or city board of education may agree with the proper authorities of such county to make the school library a branch of such county library.

Section 6.531 When the school library becomes a branch of the county library as herein provided, the board of school trustees or city board of education shall turn over the books and other property of the district library to the county library, and shall annually transfer to such county library its library fund, as soon as it is available, to be kept and expended as other funds of such county library. . .

By affirmation, the school library fund becomes part of a pooled fund which is administered to the best advantage of all participating schools. In the school library not affiliated with the county library book collections become stale and antiquated simply because their use in a small school is not sufficient to wear them out before they become out-of-date. Under the centralized county library plan books are in constant use and are worn out more normally. Worn-out books are replaced with revised editions or new titles.<sup>24</sup>

Each county library maintains a central school library depository which is usually located in some part of the county library headquarters and administered by assistants who give all or a large portion of their time to work with schools. The resources of the school department of the county library are available only to the teachers and pupils of affiliated schools. Books and materials from the school department are not the property of the individual school, but belong to the entire group of schools affiliated with the library. Books are delivered by mail or by the county library car, or may be obtained by the teacher from

<sup>24</sup> California State Department of Education, *The Library in the Elementary School* (Its Bulletin No. 18, September 15, 1935), p. 4-5.

the main library. Periodic visits made by a member of the county library staff to each school afford personal contacts which serve to guide teachers and pupils in the right use of books. Resources of the school departments of county libraries include both texts, supplementing the course of study, and books for leisure reading. Reference books such as encyclopedias and dictionaries are also provided. Practically all county libraries have visual materials, pictures for art study or for social science, stereoscopes and stereographs, films, and slides which are valuable in projects of various types. Phonograph records are also available. In some of the counties maps, globes, and charts are provided. In order that teachers may keep abreast of the changes in educational methods a Teachers' Professional Library is often a part of the county. Some of the essential features are:<sup>25</sup>

1. A central school library has been established at the county seat in each county.
2. A professionally qualified county librarian is in charge of the central library and supervises all the school libraries that belong to the system.
3. In large counties, a qualified expert in children's work is in charge of school library service.
4. Books are utilized effectively by being circulated to all the schools in the system instead of standing idly by on the shelves of the individual school district library after limited use.
5. Pupil groups change in rural schools; at one time material is needed for older children and in a few years the composition may have changed materially and the enrollment may be predominantly primary children. The county library makes possible a specialized service to meet changing classroom needs.
6. Recreational reading is supplied by an expert qualified to select books for home reading. The teacher in the rural school ordinarily does not have access to book review sources or authoritative lists.
7. Magazines suitable for the use of teachers and pupils are provided by the county library.
8. Music records are circulated just as books are, making possible to children wide acquaintance with the music literature of the world.
9. Visual aids to instruction including stereographs, flat pictures, exhibits, maps, slides, and films are circulated to the schools.

<sup>25</sup> Helen Heffernan, What School Library Service Means to Rural Education, *Educational Method*, Vol. 19, December, 1939, p. 154-5.



10. Books are cleaned and repaired as needed.
11. Teachers have access to a well-selected professional library.
12. County librarians visit rural schools and render professional service in stimulating interest in books, by helping teachers instruct children in the use of books and libraries.

#### BASIS FOR ORGANIZATION

The plight of the rural school without county library service is described as follows:

On the other hand, the rural school which attempts to maintain its own library often presents a deplorable situation. The texts are an accumulation of years, many of them dating back to the beginning of the century. Each year a few books are purchased, used, and added to the collection on the shelves and become dead material for the remainder of the school year. The leisure reading books are in an even more deplorable state. When the school library was established some teacher probably worked out a classification system of her own and marked each book with a symbol. The teacher who followed, not understanding the first teacher's classification system, purchased a few additional books and placed them upon the shelves without classification marks. The result is a hopeless confusion of titles. The majority of the books are ragged and worn, the bindings are torn, the pages are loose. The room is unattractive. Frequently it is also used as a storage place for supplies, costumes, and unused desks. The library would not inspire any child with a desire to read. The few reference books owned by the school are in one of the upper grade rooms, where their use is practically confined to the pupils of that room. Part of the book collection may be found on the top shelf of the classroom cupboard because the books are too difficult or too antiquated.<sup>26</sup>

In counties having a county library system, branches of the county library have been established in the main centers of population. Each branch library is for the use of the entire community surrounding it, and whether or not a school is affiliated with a county library, pupils and teachers have access to the branch collection through the use of the borrower's card.

A New York county librarian points out that a school district enjoying a well-organized county or regional library receives eight times as much service as other schools not having it.

One dollar per year per pupil is about all that the average rural school can be expected to spend for library books and collateral reading

<sup>26</sup> California State Department of Education, *op. cit.*, p.13.

matter. If the average attendance over a period of eight years is twenty pupils, then the total amount available for this purpose during the period would be \$160.00. This sum would provide, figuring conservatively that the average book would cost \$1.00, 160 books. Thus, during his entire elementary education the average pupil would have access to only 160 library books through his school. These books, furthermore, would be selected to fit the interests and reading ability of 20 different pupils and not any particular one. The same school, if it were spending its book money through a regional library would be able to obtain eight times as many books for each child, and each book would be selected with the aid of a trained librarian to meet the individual interest and ability of each individual pupil.

The set-up that will multiply by eight the library facilities of a district school without increasing expenses is not complicated or a difficult one. For efficiency, the area served must be large enough to include about 5,000 pupils. County units, in the United States, have been most common, though other regional areas, for practical purposes, might serve even better. The \$5,000 annual budget obtained by serving the minimum number suggested above would very soon make it possible to develop a library that could make at least four visits with a book truck to every school during the academic year. At each visit of the truck the pupils would be permitted to select two books each so that at the end of eight years the average child in the twenty pupil school mentioned above would have had 64 books selected for his own particular needs. He would also have had access to the 1216 other books picked out by his classmates: eight times as many books as he would have had if his school did not participate in the cooperative regional scheme.<sup>27</sup>

### THE ROSENWALD EXPERIMENT

No discussion of county library service is complete without consideration of the Rosenwald Experiment.<sup>28</sup>

The development of county library service in the South during the past decade has been due in large measure to the generosity of the officers of the Julius Rosenwald Fund. In 1929, the fund decided to undertake the stimulation of library service in the South on a county wide basis to all residents, urban and rural, white and black, in school and out. At the same time they decided to attempt to stimulate interest in libraries in states

<sup>27</sup> Roland Mulhauser, *Regional Library Service to Rural Schools*, *School and Society*, Vol. 44, July 11, 1936, p. 55-6.

<sup>28</sup> Louis R. Wilson and Edward A. Wight, *County Library Service in the South*, Chicago, University of Chicago Press, 1935. See also Bibliography.

without library extension agencies by providing personnel and other aids essential to the inauguration of general state-wide advisory service.

In carrying this plan into effect the Fund selected in 1929 and 1930 eleven counties in seven southern states and appropriated approximately \$500,000 for the aid of libraries which would provide county-wide service to all the elements of their population.

The general financial plan was for the fund to match local appropriation dollar for dollar the first two years; one dollar for two the second two years; and one dollar for four the fifth and final year. The demonstrations were to run for five years, the money used in matching the funds supplied by the Fund being "new money" or amounts in addition to that included by the counties in their budgets in the year previous to their cooperation with the Fund, and service was to be provided on a county-wide basis to all residents, irrespective of color, place of residence in the county, or educational status.

### *Webster Parish Library*

Webster parish was the one parish in Louisiana selected for the Rosenwald demonstration. In this area where no library had existed before the demonstrating program, county library service was effected under the state law through an ordinance adopted by the police jury and agreements with the Minden City Council and the Parish Board of Education.

The Webster Parish Library was established by order of the police jury, June 4, 1929. It was agreed that the city of Minden and the Webster Parish School Board should share in the financial support of the library.

The main library at Minden was opened approximately six weeks after work at the headquarters branch had begun. By the end of the first year 20 branches had been established, 9 of these for Negroes. Service to Negroes centers in the parish training school. A library building was erected with the aid of funds

given by the Rosenwald Fund, General Education Board and the Slater Fund, with all labor and some of the incidental expenses furnished by local negroes.

The librarian in her report of June 20, 1938 shows the library has had a steady growth. She says:

The Webster Parish Library serves the school and community, both white and Negro. There are 10 consolidated white schools in the parish all of which have branches of the Webster Parish Library. These are under direct supervision of the Parish Librarian and the community is served from this point at hours set for this purpose. In the summer the branches are moved to quarters uptown where they will be more accessible to the public. These quarters are such places as vacant store buildings, abandoned railway stations, etc. all of which are obtained rent free. The negro branches are all located in the schools and remain there the year round.

According to the school board's last report there are 3,929 school children in the parish. Every school has a balanced collection of books and meets the requirements of the State Department of Education as to books, equipment, training of librarian, etc. The use of the library is taught to the larger schools of the parish by the librarian in special classes.

The Headquarters Office does a great deal of reference work for the entire parish and what we cannot supply from our own shelves, we request from the Louisiana Library Commission in Baton Rouge. The library attempts to work with every organization in the parish and tries to live up to its motto: 'BOOKS — INFORMATION — SERVICE — FREE TO ALL.'

### *A Tri-Parish Library Demonstration*

In June, 1937, a Tri-Parish Library Demonstration was opened in Grant, Winn, and Jackson parishes (with headquarters at Winfield) to run for one year. Funds were provided through a contribution of \$10,000 from the State Department of Education and approximately \$15,000 from the Louisiana Library Commission which has full charge of the project. It is the first tri-parish experiment in the United States to be financed and directed by a state agency and the first time in Louisiana that regional service has been attempted.

The white population of the three parishes is about 30,000. Many live in isolated sections. Towns are few and far between.

Work was begun with the establishment of a system of 24 branch libraries which formed the backbone of this system. Each of the parishes has a branch in its parish seat and these are in charge of trained librarians. Other branches are located in rural high schools, stores, and post offices.

In addition, a bookmobile fitted as a miniature library is used to take books to the more isolated sections. The bookmobile makes 28 stops, going into each parish once a week. It stops at country stores, at filling stations, at churches, at schools and even at individual farm houses. One of the stops is at a lumber camp in the heart of one of Louisiana's forests. Approximately one third of the white population registered as borrowers during the first six months of the library's operation.

### *Service to Schools*

Although the State Department of Education spent \$265,000 on library books for the schools in 1937, \$345,000 in 1938, and \$300,000 in 1939, books for children have made up almost 50 per cent of the tri-parish book collection.

At all branches the schedule is so arranged that children from the schools have the opportunity of using the service. Cooperation with school authorities has been close. Every school has been visited and all teachers and children urged to avail themselves of the services of the library.

### PROVISIONS FOR SUPPORT AND CONTROL

Since the quality and quantity of service to schools by the county library depend in large part upon the provision for support and control, it is essential that such support be given.

In California it has been noted that most county libraries are administered under the direction of the County Commissioners who levy for the support of the library a special tax not to exceed a mill on the dollar which is over and above all other taxes. The county librarian is directly responsible to the board of supervisors of the county. While the majority of municipal libraries of the

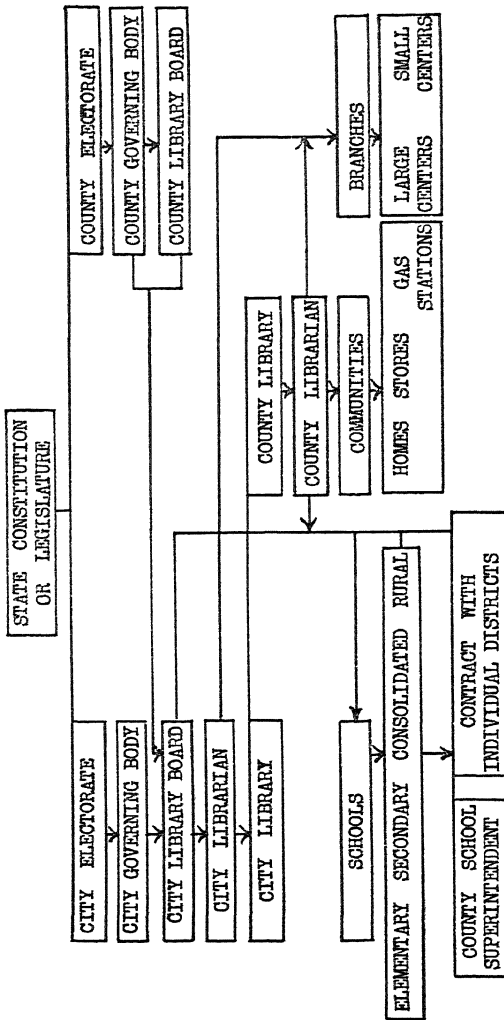


FIGURE IV  
County Contract With City Library

state maintain separate status as independent libraries other cities have surrendered their own municipal libraries to join the county systems. Two cities, Fresno (population 52,513) and Bakersfield (population 26,105), are examples of cities no longer maintaining municipal libraries.

In other states, however, a more common means of providing county service is that in which library service is rendered by contract with an existing library—the extension of library services of large city libraries to their respective counties. One writer lists the principal advantages of the contract method as follows:

First, it permits unification of service when legal consolidation is not possible or advisable. Second, it allows for piece meal expansion by which one unit at a time may be added to the central library, and it also permits experimentation when conditions are too uncertain for the use of any other method. Finally, contracts are easily terminated when either party desires a change.<sup>29</sup>

This type of library contract is exhibited in Figure IV.

### *Bases for Making Library Contracts*

Three bases are used for the making of contracts for county library service:<sup>30</sup>

1. The payment of a lump sum for services rendered. This sum is arrived at merely by rough approximation of probable cost.
2. An exact amount for services rendered in terms of a fixed rate per volume circulated.
3. The division of the cost of service in various ways, each of the contracting parties making itself responsible for certain definite items in the budget.

#### CONTRACTS BASED ON PAYMENT OF LUMP SUM

##### DETROIT LIBRARY COMMISSION—WAYNE COUNTY

The contract used by the Detroit Library Commission and Wayne County involves the payment of a lump sum for services rendered. The library merely agrees to give "really competent

<sup>29</sup> Carleton B. Joeckel, *op. cit.*, p. 310.

<sup>30</sup> *Ibid.*, p. 309-10.

'service in the county' approximating" that in the city and "supervised by trained people." The probable cost of such service is estimated each year by the Detroit Library Commission and the bill is rendered to the county board for payment.

MINNEAPOLIS PUBLIC LIBRARY—HENNEPIN COUNTY

The contract in use between the Minneapolis Public Library and Hennepin County provides that: "the librarian (of the Minneapolis Public Library) shall on or before the first day of July . . . make out an estimate of the sum of money which shall be required for the continuation of the county library extension work for the year and file the same with the auditor of Hennepin County. . . . The County Board shall place under the supervision of the library Board the county library fund as herein before set forth. . . ."

FORT WORTH PUBLIC LIBRARY ASSOCIATION (TEXAS)—TARRANT COUNTY

The Fort Worth Public Library Association agrees to give free use of the Carnegie Public Library to every inhabitant of the county and further agrees to establish a definite number of deposit stations in the county. The library agrees to provide librarians at certain hours at these stations and a certain number of books in each. In payment for this well-defined service the library agrees "to present to the Commissioner's Court each month a detailed statement of all expenses incurred in operation of said county library with the original bills attached; said statement to be submitted by the county auditor and on his audit the treasurer of the county shall issue the said Association a warrant covering the entire amount."

SAN ANTONIO PUBLIC LIBRARY—BEXAR COUNTY

Bexar County <sup>31</sup> agrees to pay from the County Free Library Fund to the library fund of the city of San Antonio a flat rate for library service, "together with such other sums as may be appor-

<sup>31</sup> For sample contract, see Appendix B.



tioned to the County Free Library Fund, or such other sum as hereafter may be agreed upon by and between the parties hereto." In 1936 this flat sum was \$8,000.

#### CONTRACTS BASED ON CIRCULATION

##### MILWAUKEE PUBLIC LIBRARY—MILWAUKEE COUNTY

An exact charge for services rendered in terms of a fixed rate (9 cents) per volume circulated is the basis of the new contract between the Milwaukee Public Library and Milwaukee County. The contract definitely states what shall be counted one circulation and also provides in addition a flat rate of \$1,000 for certain additional expenses, this sum to be charged to each municipality served in the proportion which its annual circulation bears to the total circulation in all the municipalities served by this contract.

##### GREENVILLE PUBLIC LIBRARY, GREENVILLE COUNTY

A very brief and simple contract exists between the Greenville, South Carolina, Public Library and Greenville County.<sup>32</sup> This contract provides also for cost of service in terms of volumes circulated. No fixed sum, however, is stipulated, the "cost of service to be arrived in the following manner: a separate record is to be kept of city and county loans and the maintenance expenses of the library are to be prorated on the basis of the number of books loaned to each, the county paying to the trustees of the Greenville Public Library for its share of the service."

#### CONTRACTS BASED ON DISTRIBUTION OF COSTS OF SERVICE

##### CLEVELAND PUBLIC LIBRARY AND CUYAHOGA COUNTY

The distribution of the cost of service in various ways, each of the contracting parties making itself responsible for certain definite items in the budget, is the plan followed in some of the contracts between the Cleveland Public Library and Cuyahoga County towns.

<sup>32</sup> For sample contract, see Appendix C.

## COUNTY LIBRARY SERVICE CONTRACTS WITH SCHOOLS

Some city libraries which provide service by contract to their respective counties enter into separate agreements with individual schools. These contracts specify what services the county library will render and what is expected in turn from the school.

The Cleveland Public Library,<sup>33</sup> through its county department, has a contract it uses for schools open to the public and another contract for schools not open to the public.

In Hennepin County (Minneapolis) and Ramsay County (St. Paul),<sup>34</sup> Minnesota, the school contracts state that the school board agrees to turn over to the county library for books to be selected from the state approved list, a specified sum of money, which includes the sum of the library state aid for the district. In Ramsay County the specified sum is \$10,000 in addition to state aid.

## VII. REGIONAL LIBRARIES

There are important factors in the widespread movement in all sections of the United States since 1930, which are influencing the development of library service on a regional basis. Counties in many states are small in size and population and low in assessed valuation. In seven southern states, Alabama, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee and Texas, Wilson found "that from one-half to two-thirds of the counties cannot provide out of purely local income, sufficient support for adequate service, and to that extent must be considered ineffective units for library developments."<sup>35</sup> Of the 708 counties in these states only 47 per cent have a population over 20,000 and only 57 per cent have over \$10,000,000 assessed valuation, whereas in New Jersey, where county libraries have prospered, no

<sup>33</sup> Contract for schools not open to the public found in Lucile F. Fargo, *The Superintendent Makes a Discovery*, Chicago, American Library Association, 1931, p. 28-9.

<sup>34</sup> For contract form, see Appendix D.

<sup>35</sup> Louis R. Wilson and Edward A. Wight, *County Library Service in the South*, Chicago, The University of Chicago Press, 1935, p. 181.

county has fewer than 25,000 population or under \$30,000,000 assessed valuation.

The size of counties varies greatly in different states. The average size of counties in Texas is slightly more than 1,000 square miles, while in California the average size of counties is more than 2,000 square miles. The average Georgia county is 365 square miles, less than one-seventh the size of a California county. In Tennessee, the average county area is 439 square miles. Throughout the country as a whole two-thirds of the counties have no cities or towns over 5,000 population.<sup>36</sup>

Then, too, the county in many states is a relatively unimportant unit of government. The movement for the consolidation of local governments in other states and a reduction in the number of counties seems destined to make considerable progress.

"The case for the regional library rests squarely on the argument that an efficient library must have a certain size, and, consequently a certain income for its operation."<sup>37</sup> The national plan adopted by the Council of the American Library Association, in 1934, includes the following statement:

Each state should have a system of public libraries available for all its population. A comparatively small number, maybe 500, large library systems might provide better service for all the people of the United States than is now available except in a few cities and counties. Each system might serve a large county or several counties or a large metropolitan area. The emphasis should be on the natural area of interest, irrespective of city, county, or possibly even state lines. Each community would have a branch of the large library system or a community library federated with other community libraries in a large system.

Legislation for regional libraries has been passed in many states. Michigan and Tennessee have state-wide regional plans. Vermont's regional libraries are already established on a state-wide basis. Other systems, such as South Carolina, give the State Library Board or other state library agency authority to create

<sup>36</sup> J. A. Fairlie, County Government in the United States. In *Encyclopedia of the Social Sciences*, Vol. 4, 1931, p. 505.

<sup>37</sup> Louis R. Wilson, *Library Trends*. Chicago, University of Chicago Press, 1937, p. 83.

districts, allocate funds at its disposal among them, and set up standards. Contracts between adjacent counties for library service are legally permitted now in a number of states. Two such county combinations are now successfully operating in California, where Mariposa County contracts for service with the Merced County Library and Sierra County is served by contract with the Plumas County Library. In Maine many district libraries have been established by contract between rural towns and their nearest library. Bangor and Gardner, Maine, for example, serve adjacent communities in this way. In Louisiana, three parishes, Grant, Jackson, and Winn have established a Tri-Parish Library Demonstration which is now successfully operating (See above).

#### HOW REGIONAL LIBRARY SERVICE IS ATTAINED

The contract method is a common means used in establishing library service between large city and suburban areas, and between small cities and rural areas. Examples of this arrangement are found in Davenport and Bettendorf, Iowa; Toledo and Sylvania, Ohio; and countless other localities. Four counties in northern Minnesota, Duluth, Hibbing, Virginia, and Ely serve the southern part of St. Louis County by contract.

In new areas without strong established city or county libraries, funds for regional service are raised as provided in state laws. In the establishment of such libraries it has been noted that state aid has been made available in a number of cases.

#### SERVICE TO SCHOOLS

One of the important functions of the regional library, as of the county library, is its service to schools. The same kind of service is provided as is given by a county library, and the same methods are used, the only difference being the size of the unit taken for the purpose of taxation and administration.

The school's place in the system is described as follows:

The school's place in any of the systems depends in part on its own objectives, and on the peculiar conditions governing its library policies.

It may rely on the region for general services and carry its specialized department independently, or it may cooperate in a union plan organized for schools alone. But its greatest gain should come through identifying itself completely with the general scheme on one basis or another, provided this is large enough and well-organized enough to take care of its peculiar needs. In this case, however, it is essential to map out the distinctive features of its part in the undertaking, and to see that they receive due consideration in the original agreement.<sup>38</sup>

Costs and business procedures are also discussed in this article.

In the Fraser Valley, British Columbia, experiment, each school was urged to build up its own collection of reference and school books, while the regional library agreed to provide general books and classroom libraries. Vermont uses bookmobiles for regular school loans. The Tennessee Valley Authority is particularly anxious to serve small rural schools through the pooling of resources in a coordinated plan with a regional center.<sup>39</sup>

Legislation has already taken into consideration school needs:

Specific authority for any school district to contract with the regional library for school library service is included in the Washington and Mississippi laws. The British Columbia act permits any school district board within a union library district to pool its library books and equipment with those of the larger unit, and authorizes the library board to operate branch libraries for school purposes. Such definite legislation seems desirable if a complete integrated library service is to be developed with "suitable cooperative arrangements with school systems," as called for in the federal aid bill. The experience of California and other large county libraries, and of the Rosenwald demonstrations, in contractual public and school library relationships would be of no value in considering the terms of a contract. Where economic ability to support schools and libraries is low, such integrated service is particularly desirable.<sup>40</sup>

\* \* \* \* \*

All programs and plans for the improvement of educational conditions are paying attention to the rural school problem. Federal aid for education considers them as of primary import-

<sup>38</sup> Helen G. Stewart, *Schools and the Regional Library*, *American Library Association Bulletin*, Vol. 30, October, 1936, p. 928.

<sup>39</sup> See Bibliography.

<sup>40</sup> Julia Wright Merrill, *Regional or District Libraries*, rev., Sept. 1, 1938. Chicago, Public Library Division, American Library Association, 1938. p. 19.

ance and the library program of such developments (See Chapter VII) specifically outlines possibilities in rural areas.

Wilson suggests the following program for the improvement of rural school library service: <sup>41</sup>

1. State departments of education should require that a certain definite amount of money be set aside in the budget of every rural school for the purpose of library materials.
2. In the event there is a county or regional library the board of education should contract with it to provide the rural school with library service.
3. In the absence of a county library the county superintendent of schools should organize a county wide school service under the direction of a Supervisor trained in library management.

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<sup>41</sup> Louis R. Wilson, *Library Service for Rural Areas*. National Education Association, *Addresses and Proceedings*, 1936, p. 310.

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## CHAPTER V

### THE LOCAL ADMINISTRATION OF SCHOOL LIBRARY SERVICE

Previous chapters have presented a study of the functions and educational significance of school library service, its rise and development, legal basis and administration through state and large-area participation. The purpose of the present chapter is to describe predominant local forms of administration and to evaluate these types in terms of strengths and weaknesses, presenting the advantages and disadvantages in each form of control. This chapter does not attempt to determine the best type of administration for any given school situation, nor is it intended to be a treatise on library science. Its aim is to present a broad picture of important administrative practices in regard to support and control, together with the expert opinion of both educational (superintendents) and library authorities regarding these practices.

In tracing the rise and development of school library service, two divergent points of view regarding the final responsibility for this service were clearly discernible, one that it belongs to the public library, the other that it belongs to the school. These viewpoints, as was indicated, rested upon two fundamentally different conceptions of public library administration. According to one conception, the district public school library idea, *the administration of the public library is a function of the public school*. From another point of view, *the public library is not a subordinate agency, but a coordinate one, also concerned with education, and in "bringing to all people the books that belong to them."*

Types of school library administration today are the outgrowth and result of these two ideas. In some cities excellent

school libraries administered by school authorities had their beginning in the early school-district libraries. In other cities equally fine library service is the outgrowth of the early extension work of enterprising public libraries, which saw opportunities for extending their services by furnishing books to the school. With either form of administrative control centralized administration has come to be an important development.

## I. THE THEORY OF CENTRALIZATION

### CENTRALIZATION UNDER PUBLIC LIBRARY ADMINISTRATION

In the public library, centralization is almost imperative if success in school service is to be realized, for school and public library work call for a distinction in methods and administrative procedures. In large libraries, centralization is usually achieved by the setting up of a special school library department under a department head. Smaller libraries sometimes combine the children's department and the school department or the extension and school department. According to expert opinion, economy is the only justification for such combinations, as better service results from the creation of a separate school department.

### CENTRALIZATION IN THE SCHOOL SYSTEM

In the school system, school libraries usually developed as scattered and independent units. As a result many school superintendents question the need for departmental organization. To those administrators who look upon the library as a collection of books, centralized administration does seem unnecessary. But when the library is valued as an agency for specialized educational service, the need for a centralized library department is obvious. Especially, when any considerable number of separate library units exist, or when the school contemplates the development of many such units, it should develop a centralized agency, presumably in the department of supervision, though with a considerable

degree of administrative power. The title director or supervisor is usually given to the head of this centralized department in the school system.

In certain school systems where a centralized library department for the entire school system has seemed impractical or unattainable, other means of achieving centralized service have been devised. Some school systems having strong well-organized high school libraries, developed as individual units, have provided a centralized library department and director for elementary schools only. In some cases, smaller school systems achieve centralization through the high school library, one of the librarians serving in the capacity of director. Village and rural schools are provided with service in many localities through the centralized channels of the county superintendent's library, or through county and regional organization.

#### UNIT ORGANIZATION IN THE SCHOOL SYSTEM

The counterpart of centralized administration of library service in the school system is unit organization, in which individual buildings, departments or even classrooms develop library service independently. This plan often represents a lack of organization, rather than a form, for its success depends not upon any concerted efforts, but upon the initiative shown by individual principals, librarians or teachers. Under this arrangement children in one building may be provided with exceptionally fine service while some neighboring schools may not provide basic essentials. This situation is known to exist in many cities and towns today. It is evident, however, that without some degree of centralization, library service in any school system is apt to have a hit-or-miss development with service unevenly spread.

#### VALUE OF CENTRALIZATION

Economy and expert supervision are the two outstanding reasons for centralization. The centering in one department, in the hands of experts, of all matters pertaining to the selection,

purchasing and cataloging of books for all school libraries, results in saving of both time and money. Expert supervision insures even development, correlation of library service with other departmental and curricular activities, adequate standards, and proper personnel.

The director of school libraries, as administrative head, determines the guiding principles and work of organization and the general policies of the department. She meets with other school supervisors and heads of staff to take an active part in the discussion of problems relating to the correlation of school libraries with other school departments. In the public library the head of the school department works intimately with the children's librarian in order to correlate the work of the public library with that of the school.

#### FUNCTIONS AND VALUE OF THE CENTRALIZED LIBRARY DEPARTMENT

The reasons for a centralized library department suggest its functions. The department serves as a center for organization and administration. The building up of a strong central book collection, including the technical procedures connected with the selection, purchasing, and cataloging of all books placed in the school libraries, the determining of policies, the coordinating of library service with the instructional program and the objectives of the school, the supervision of school libraries, and the administration of a teachers' professional library, comprise the most important duties of a director's office.

To determine the opinion of superintendents regarding the value of a centralized library department in the school system under the direction of a supervisor of school libraries the following question was asked of twenty-six school superintendents who have library service under school board administration: "What

gains have been made by having all library service under one head?" Statements received in reply to this question follow:

1. Coordination
2. Efficiency
3. More economical
4. Better book selection
5. Better library service
6. Smoother administration
7. Better cooperation in schools and between schools
8. Cooperative thinking and planning in library matters
9. Standards established
10. Centralized book ordering and cataloging
11. Leadership in book selection and educational conferences
12. Uniformity in ordering supplies and books
13. Uniformity in library service
14. More equitable distribution of funds
15. Better selection of periodicals
16. Cheaper prices
17. Coordination of entire reading program with all subjects of instruction
18. Well graded reading program
19. Overview of problem of administration
20. Provides stimulus to all librarians in system
21. Since we have many library units there is need for a library head
22. Economy in purchase of books
23. Complete picture of the whole working situation to give to those under whom supervisor works
24. Establishment of a uniform classification system and catalog suited to school needs
25. More intelligent service that better meets the needs of the school
26. Library supervisor prepares teacher bibliographies and lists of visual aids correlated with curriculum units
27. Increased interest in general

Of the 26 school superintendents who have library service under school board administration, without employing a supervisor, 12 feel the position of supervisor superfluous; 6 would like to employ one, but for budgetary reasons are unable to do so; 2 reported that school librarians have an organization and carry on library projects by means of officers and committees; and 6 did not answer the question.

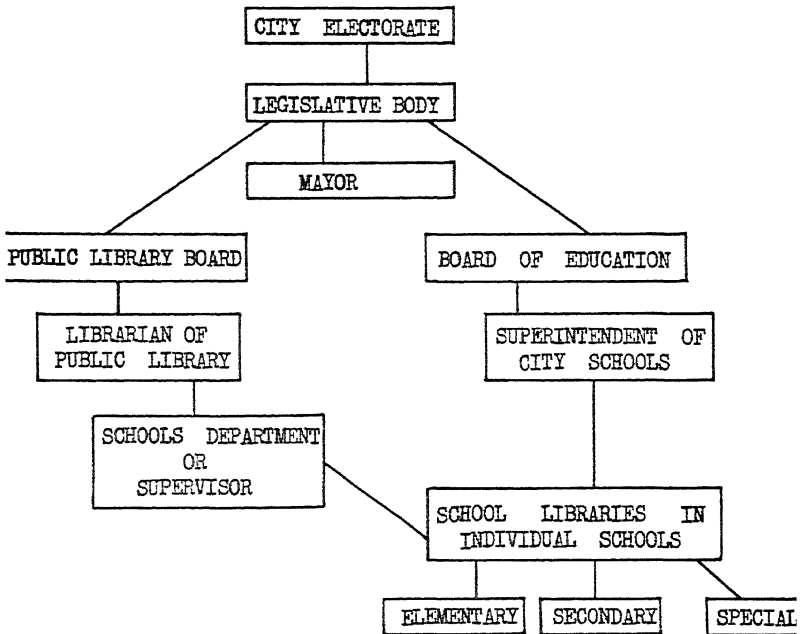


FIGURE V

*General Control and Supervision Under Cooperative Administration*

## II. COOPERATIVE ADMINISTRATION OF SCHOOL LIBRARY SERVICE

In the early days of cooperation between the public library and the public school few administrative questions were raised, for the service given consisted mainly in loans of books to the school. However, as the demand for books grew and the need for library rooms and the services of librarians appeared, some division of responsibility for providing this service became necessary. Few public libraries had the means to undertake such an expansion of services without help from the school. As a result the school began to assume certain obligations. Eventually one of two things usually happened, either the public library dropped out leaving the school to assume complete control or some form of



cooperative administration evolved based upon a joint agreement between the two institutions.

According to Fargo the agreements entered into by the two institutions differ in various localities, but in general they are similar to the following: <sup>1</sup>

*The School Board Agrees*

1. To provide, equip, and maintain school library quarters.
2. To include appropriations for library books in the budget.
3. To select and purchase reference books and supplementary sets out of funds appropriated,  
*or*
4. To turn over the entire appropriation to the public library.
5. To employ librarians recommended by the library and pay their salaries.
6. To concur in the appointment of the director.
- 7.
- 8.
9. To appropriate funds for a teachers' library.
10. To furnish and pay for school supplies used in library.
11. To furnish transportation for classroom collections, sometimes to furnish all transportation.

*The Library Board Agrees*

1. To provide expert advice in connection with the planning of rooms and equipment.
2. To supplement school appropriations. To make available to schools the general book resources of the library.
3. To select and purchase a limited group of books, *or*
4. To select and purchase *all* library books and periodicals.
5. To recommend librarians for appointment.
6. To appoint a director of school libraries and pay the salary.
7. To organize school libraries and assist in their administration by trained librarians.
8. To organize and administer classroom collections in schools without organized libraries.
9. To furnish quarters for a teachers' library and administer it.
10. To furnish and pay for regular library supplies, and binding for repair of books.
11. To furnish transportation for special loans. Sometimes to furnish all transportation.

<sup>1</sup> Lucile F. Fargo, *The Library in the School*, 3d ed., Chicago, American Library Association, 1939. p.486.

Among cities representative of cooperative administration are Cleveland; Madison, Wisconsin; Oklahoma City; Pittsburgh; and Portland, Oregon.

Under cooperative administration the school board usually equips and maintains library quarters. The extent to which the school assumes responsibility for other functions varies widely in different cities. In certain cities, as in Madison, the school board's responsibility ends with the provision and maintenance of library room. All other responsibility for support and control is assumed by the public library. In other cities, as in Cleveland, while the public library administers school library service, the school assumes a large share of the costs.

Another plan divides responsibility for control as well as for support. In Pittsburgh the instructional use made of school libraries and the instructional methods employed are under the direction of the superintendent of schools. Technical policies and methods are under the direction of the public library.

Responsibility for service is solved in other cities largely by a division of schools to be served. In Minneapolis, the school assumes responsibility for library service in certain buildings, the public library for service in others.

Just as we find in different cities varying arrangements regarding the division of responsibility for this service, so we find various forms of library organization existing side by side in the same administrative unit. In some buildings school libraries are maintained for the sole use of teachers and pupils in those buildings. In other schools public library branches are maintained as combination school and community libraries. In certain elementary schools classroom collections of books furnished by either the public library, or the school, or both, represent the only form of library service. The size and location of a school and its proximity to a public library appear in many cases to be determining factors in the program of library service maintained in that school.

Countless smaller communities are representative of cooperative administration. In many localities school districts have en-

tered into agreements with county and regional libraries. The administration of such services has already been discussed.

The American Library Association has stated two policies which should be strictly regarded when public library service to schools is being considered.

1. School library service by a public library should not be at the expense of its public library work. Proper financing will not cut into funds necessary for general public library service, but it will provide for them additionally.
2. There is usually a well-defined policy as to which of the two agencies should be responsible for matters involved in organization and administration. This plan can be expected to work satisfactorily only when both school and library maintain high standards of service and have a will to cooperate.

#### RELATION OF PUBLIC LIBRARIES TO PUBLIC EDUCATION

In local administration the theory of the integration of the public library with the educational system is not a new one. The school district libraries of the nineteenth century all provided for the administration of public library service by school authorities. While the school district library in most sections was superseded by the town or public library, many fine public libraries still operate today as school district libraries, in which the school district is the unit of library service rather than the city or other agency of local government. In this type the library becomes to a greater or less degree a part of the machinery of the school or educational organization. In all, forty cities with a population of 30,000 or over have a school-district type of organization of which Cleveland, Indianapolis, and Kansas City are the outstanding examples.

In 1906 a joint committee of the National Education Association and the American Library Association produced this resolution: "The place now assigned the public library by very general consent is that of an integral part of our system of public and free education. On no other theory has it sure and lasting foundations; on no other theory can it be wisely and consistently

administered." Cubberley in his Utopian scheme for the educational code of the mythical state of Osceola placed the county library under the administrative control of the County Board of Education and the state library under the State Board of Education. Speaking at the American Library Association conference in 1933, Commissioner of Education Zook advanced in general terms a closer union of the library and the school system.

Of the future relations of the public library to the educational system Joeckel says that the library faces two practical questions of much importance, to which answers must soon be given. One of these is the problem of the future relations of the library to adult education. The other question is the ever-present one of unified administration of school and public libraries. His prediction is that the educational aspects of the library will be greatly extended and that it will become a recognized part of the educational activities sponsored by the state, but that this does not imply legal absorption of the library into the public school system.

#### OPINION ON COOPERATIVE ADMINISTRATION OF SCHOOL LIBRARY SERVICE

Many of the pros and cons of opinion on cooperative administration are flatly contradictory, these rising out of the variant experiences of those offering opinions and the different theories of workers in each field.

The advantages to the child and to the public in having school library service under public library administration is summarized by Barker as follows:

1. It keeps services of like nature under the department whose function is to give such service and should make for greater economy and efficiency. The same administrative machinery can be utilized and routine and technical processes for all library activity centralized under one institution thus saving duplication and expense . . .
2. It connects the child up with the agency which he will use for continuing his education when he has completed his formal schooling. . . . A constant effort is being made on the part of the school to bridge the gulf between the school world and the real world of adult life. Making the institutions that will

figure in his adult experience a part of his school life will help to lessen the span of the great gulf fixed.

3. It aids in promoting the acceptance of the idea that the public library is an integral part of our system of public education.<sup>2</sup>

Vitz lists these points in favor of cooperative control:

1. The public library and the public school are the almost universally tax supported educational agencies. It is as logical for the two to cooperate as it is for the city departments of recreation or welfare to cooperate with the schools in the matter of playgrounds.
2. Schools are often influenced by standardization, regimentation, and mass methods. The public library's traditional approach is on the basis of bringing the needed book to the individual when and as needed.
3. Schools have back of them the law which says you must. The public library stands or falls by its success in promoting a voluntary association between the child and the book. In the development of the appreciation of literature and the creation of a desire to read and to continue self-education, the public library possesses an immense advantage.<sup>3</sup>

### *Library Opinion*

The midwinter meeting of the Council of the American Library Association in 1928 was devoted to a consideration of the question "Should library service to schools be administered by school authorities or public libraries?" For this meeting a mosaic of expression of opinion by authorities<sup>4</sup> in this field was prepared and distributed in mimeographed form, and is interesting in the specific points mentioned.

Seventeen advantages and fifteen disadvantages of joint control were listed by these professional librarians:

#### ADVANTAGES

1. Organized according to accepted library standards.
2. Librarian relieved of many mechanical and technical duties, e.g., cataloging, leaving her free to work with children.

<sup>2</sup>Tommy D. Barker, *The Public Library and the Schools*, *Wilson Bulletin*, Vol. 4, September, 1929, p. 5-8.

<sup>3</sup>Carl Vitz, *The Administration of School Libraries*, *American Library Association Bulletin*, Vol. 23, January, 1929, p. 6-7.

<sup>4</sup>Edith Cook, Annie S. Cutter, Lucile F. Fargo, Helen Farr, Martha Pritchard, Martha Wilson, Harriet Wood, Louis J. Bailey, Gilbert O. Ward, and Carl Vitz. Reproduced by permission.

3. Continuous responsibility for development of library after organization is finished.
4. Staff selected and maintained on the basis of preparation and fitness for the work. Experienced staff to back young librarian and a larger staff to draw on in emergencies.
5. Knowledge of what library service means results in appointing only trained librarians and in providing a sufficient number of trained assistants.
6. Flexible book collection; daily or frequent loans from main library or reference to books in main library means access to a larger collection of books and accessory materials. Usually books no longer of use to the school library can be cleared from the shelves and transferred to another library or disposed of as waste stock.
7. Opportunity is afforded to keep in close touch with developments in the library world and the field of books, and there is the constant stimulus from the contacts with others engaged in library work. Public library viewpoint toward books, reading and readers.
8. The vision of the librarian is not circumscribed by the vision of the teacher; seeing the library needs of the community as a unified whole.
9. Benefit of advice in book selection by specialists in the public library. Books tried out by the public library.
10. Public library understands standards of book selection better and purchases and catalogs books more economically as well as more frequently, in short, spends the taxpayer's dollar to better advantage.
11. Keeps school needs and activities before the public library. The public library is stimulated to greater interest and effort in advancing the work of the school library because it feels that proof must be shown of what the school library can accomplish and this can be secured only through the assistance of the larger library resources.
12. Public library administration implies an administrator who supervises the work of the school librarian. Because of her close public library contacts she brings to the school librarian a point of view and concrete assistance which keep that librarian alert, well-informed and progressive.
13. The public library administrator who supervises the work of the school librarian keeps also in close touch with the Board of Education officials and is more effective than the school librarian in these contacts because of her broad outlook and the fact that her own personal interests are not involved.

14. Makes for greater interest on the part of both, and hence for greater success. Under proper conditions, it makes a very important linkage for teachers, and for pupils, especially for the latter when we consider them as future self-educators using the public library.
15. Better and more economical service to both the school and the community through the centralization of reading resources. The plan saves duplication of books and gives the school the advantage of being able to draw upon a large collection; it makes possible the use of the school building for library purposes; it makes a strong appeal to the taxpayer. Service is better because conducted by experts. Thus, cataloging is done by efficient catalogers; selection and ordering are in the hands of book specialists; mending and binding are economically and satisfactorily cared for.
16. Continuity in the development of the library habit. There is no decided break in transferring from school library to public library when the pupil leaves school.
17. A better chance for all-round library development for the community. Public schools do not receive an unjust share of financial aid; parochial and private schools are included in plans for service.

#### DISADVANTAGES

1. Public library may fail to appreciate fully the specialized nature of school library work.
2. Divided allegiance unless the librarian has a well-defined knowledge of her responsibility to both institutions.
3. There is difficulty in conforming wholly or immediately to the policy of either institution.
4. Probably smaller appropriation than a library under school board.
5. There is apt to be a shifting of responsibility for matters not assumed by either school or library organization in the original setup.
6. Difficult to get proper subject headings and analytics for school when cataloging is done in general library system.
7. Public library pre-empts the field and may not develop it.
8. Sometimes the public library begins the work of cooperation and withdraws because of expense.
9. May close library part of the school day.
10. Sometimes employs librarians not trained as school librarians.
11. Tendency to develop complicated machinery in handling of routine which is of interest to both agencies; for example, in book ordering.

12. Schedule of working hours for staff must conform to that of other public library assistants and the schedule of salary is based upon that operative in the public library, with longer hours, shorter vacations and less pay.
13. There is apt to be lack of recognition of the librarian and staff on the part of the administrative staff and teachers of the school, because of the fact that the library staff is relieved of school routine and the members of the staff are not appointed in the same way as they are. Librarian may be regarded as an outsider by teachers and pupils.
14. Librarian may not have had sufficient teacher training or teacher experiences to understand the school situation as she should: teaching methods, curriculum, organization, discipline, etc.
15. To become an integral part of the school system where the fullest support and progress may be expected, library service must be one of the direct responsibilities of the school organization with the staff enrolled on teacher scale and rating, budget part of the annual allotment and schedule of activities planned as for any other department. *No* extra-administered organization can ever function completely with another no matter how good the will between the two. School libraries are not merely distributing agencies; to be educational they must be so directed.

These are revealing because they represent opinions not only from the standpoint of administration and control, but also of service, with the recognition that the pupils as library users are in the last analysis the main consideration in determining organization. The differences in opinion regarding the function of the school and public library as educative versus distributing agencies are always mentioned when the subject is discussed.

### *Educational Opinion*

Since the question of administrative control and support vitally affects the individual school system and hence its immediate administrator, a questionnaire<sup>5</sup> was addressed to school superintendents in regard to the advantages and disadvantages of co-operative control.

<sup>5</sup>One hundred questionnaires were submitted to a selected group of school superintendents, who, according to state departments of education, and



These returns may be summarized as follows:

Five superintendents expressed complete satisfaction with cooperative control, stating no disadvantages; three superintendents listed no advantages, giving only disadvantages; five superintendents reported both advantages and disadvantages; and two did not answer the question.

#### ADVANTAGES

The advantages of cooperative administration were stated as follows; each point appears but once in this list, although it may have appeared in more than one return:

1. Saves the school board money
2. Prevents school library from becoming a schoolroom
3. Results in high grade library service
4. To a slight degree the people connected with the public library become familiar with school library problems and needs and so we have a few more citizens informed about them
5. Access to public library collection
6. More economical and more unified service
7. Cataloging and preparing of books done by city library
8. Is thought to be more economical but we have no real evidence that this is true
9. Knowledge of plans of each organization and the ability to work closely together for good of all concerned
10. Better and more extensive service
11. Larger selection of books
12. Longer hours of service

educational or library associations, are providing outstanding school library service programs in their school systems today. Of this number 67 were returned. Twenty-six states were represented, 16 returns coming from the Northeast; 9 from the Southeast; 23 from the Midwest, 4 from the Northwest; 4 from the Southwest, and 11 from the Far West.

## DISADVANTAGES

The following disadvantages of cooperative control were given; each point being listed but once, although it may have appeared on several returns:

1. School authorities do not have as much control over the library program as they would if they had it alone
2. Inadequate book collections
3. Children do not receive training in use of library or in library appreciation
4. Lack of general control
5. Divided supervision
6. Librarian responsible to two systems
7. Divided interests
8. Less interest in school curriculum
9. Difficulty of coordinating one hundred per cent in curriculum study and with instruction
10. School does not control the selection of books
11. City librarian does not have school point of view

Considering these points, then, one might conclude that superintendents who favor cooperative administration are thinking in terms of economy in operation through a close knitting of the book stock and services of the public library with that of the school; and that superintendents, who see mainly disadvantages in the plan, are thinking more in terms of the function of the library in the educational program and of the difficulties involved under divided control and supervision in correlating the library with the curriculum and the educational policies of the school.

## III. PUBLIC LIBRARY ADMINISTRATION

One might consider administration and financing solely by the public library as a third form. Adequate service would, however, be practically prohibitive in cost, and one or the other service would suffer. Where this form prevails it is a sort of extension

service from the public library. A statement of advantages and disadvantages, while fairly paralleling those under joint arrangement, would make out a much weaker case.

In general, the advantages most claimed for public library administration are better service to both the school and the community by centralization of book resources, the close correlation of the public library and the school library so that the library habit is not broken off when school days are over, and economy in the use of school buildings for community library purposes.

This organization involves much in the way of servicing school libraries through the public library. The county libraries of California that service public schools present an outstanding example of what can be done. Not only can the school needs be met but also the neighborhood library needs, through making the school library a public library branch. This is discussed in some detail in Section V.

#### IV. SCHOOL BOARD ADMINISTRATION

When centralized administration is organized under the school board, a director or supervisor is employed who is responsible to the superintendent of schools and who stands in the same relation to principals, teachers, and the central administrative staff as do other supervisors. Monies appropriated for books and reading materials are expended under the supervision of this director. In short, the functions carried jointly by the school and library under the cooperative plan are carried solely by the school board.

Among cities representative of this centralized type of administration in various parts of the country are Los Angeles and Long Beach, California; Detroit, Michigan; Gary, Indiana; Wilmington, Delaware; and Albany, New York. In each of these cities well established central library departments are in operation and extensive programs of library service are carried out.

In certain other cities variations of this strictly centralized form of organization are found. Some school systems having

strong high school libraries, developed and maintained as separate units, provide *centralized library departments and directors in the elementary schools only*. Schenectady and Yonkers, New York; Fresno and Beverly Hills, California are widely separated examples of this form of organization.

In other cities where in the opinion of the superintendent a central library department with full time library director is either impractical or at present unattainable, some degree of centralized service has been achieved through a (*or the*) *high school library, the high school librarian serving in the capacity of director*. Dayton, Ohio, is an example of a large city and Hudson, New York and Bend, Oregon of smaller cities employing this means.

In contrast to centralized organization of library service under school board administration is the *unit plan*. Under this plan each library is developed and maintained as a separate entity administered by a librarian or teacher-librarian, directly responsible to the principal of the building. In this set-up funds for library purposes are expended by various individuals under a variety of plans, depending upon the plan of supervision in the different schools. Principals, librarians, or teacher-librarians, elementary school supervisors, heads of English departments, and classroom teachers often share responsibility for library development. In some cases the superintendent or an assistant or associate superintendent acts as coordinator of library service. Outstanding examples of well-developed library programs under the unit plan of organization are found in cities of varying size, as Houston, Texas; New Rochelle, New York; and Shorewood, Wisconsin.

Under school board administration school libraries are a regular part of school organization with the single purpose of contributing toward the educational program of the school. Types of libraries, however, vary in the same administrative unit. Some cities provide central libraries in all buildings. In addition to central libraries other cities provide classroom collections in every school. Central libraries in high schools and classroom collec-

tions in the grades are found in certain cities. Where extensive auxiliary services are maintained in the school by the public library, such as the provision of classroom collections in certain elementary schools or the maintenance of public library branches in school buildings, such services are for the most part either temporary or all that remains of a form of cooperative administration formerly used throughout the school system.

### OPINION ON SCHOOL BOARD ADMINISTRATION OF SCHOOL LIBRARY SERVICE

Sharp differences of opinion exist on the part of both librarians and educators as to the effectiveness of school board administration. The differences seem to revolve around the lack of understanding on the part of educational authorities of the professional aspects of library work, made more difficult by the fact that the librarian of the school or the supervisor of school libraries of the system is a lone worker attempting to inculcate the "library ideal" into the educational system. While the educational aspects of the school library are readily recognized by administrators, librarians are often dissatisfied with the lack of realization of the professional side of the picture by administrators.

#### *Library Opinion*

At the American Library Association meeting already referred to, the same panel of authorities<sup>6</sup> expressed opinions regarding administration by school authorities, listing eight advantages and sixteen disadvantages:

#### ADVANTAGES

1. Adjustment with school policy is easier.
2. Recognition is accorded the library as part of the school by teachers and pupils in considering the agencies and activities of the school.

<sup>6</sup> See footnote 4.

3. Easier for the librarian to attain faculty rank and salary.
4. Recognition as part of the school by administrative officers in planning the school budget is likely to insure financial support.
5. There is a fixed responsibility for control of the library.
6. Book collection is chosen with a more intimate appreciation of school needs.
7. School board employing a librarian is more willing to appropriate money for books for the library.
8. Classification and cataloging are done from the school point of view.

#### DISADVANTAGES

1. Organization is handicapped by lack of expert help in planning the room and getting the book collection ready.
2. Where school libraries develop as individual or scattered units, as frequently happens, school officials are apt to question the necessity for departmental organization.
3. Lack of help of the public library in the matter of book selection, and technical routines, classification, cataloging, mending, etc.
4. Without library backing the librarian finds it hard to enforce standards in equipment and procedure. School boards do not always understand needs of a library in equipment, location, space, etc.
5. School authorities are hard to convince of the need for purchase of certain expensive bibliographic tools, the use of which is not obvious to the average schoolman.
6. The librarian's judgment as to balance in purchase of books and supplies has to be modified to such an extent that it destroys her initiative and discourages her efforts to develop the library into a well-rounded collection with due recognition of and attention to departmental and general reading needs.
7. The school sees the immediate need in its general purchases for departmental uses. It is not organized for nor prepared to anticipate future demands to any considerable extent.
8. By law or the force of public opinion, the school authorities are influenced by low bids and cheap substitutes.
9. Only one of many departments most or all of which are more or less starved. School authorities view the library from without, not appreciating its true possibilities, and often employ librarians not on a plane of equality with the teachers owing sometimes to a prejudice that teachers should receive higher salaries and are of greatest concern in a school system.
10. Even when a good librarian is employed, they fail to give her any initiative or adequate support to obtain the best results.

Too often they prevent good library work in favor of getting certain clerical work done and handling of textbooks, study hall duties, etc.

11. To permit full library opportunities to school library staffs, (latest professional and book information and materials), there must be some definite arrangement with the public library staff meetings and distribution of literature, etc., or the School Library Supervisor must deliberately build up such opportunity in the Board of Education Library, a costly and not altogether satisfactory performance.
12. The school librarian's schedule is too heavy to require her to do all the technical work of her own library. If no central agency can be supported in the school supervisory department to care for the bulk of the detail some arrangement might be undertaken with the public library to supply service as a business co-operation for the city.
13. In staff appointments school administrators are apt to be influenced by teaching ability or experience or desire of politicians rather than library training. "Anybody can hand out books." At its worst, the person with a short teaching schedule is assigned the library. Public library appreciates need for adequate staff whereas school board often may not.
14. Too often the charge of the library is given into the hands of a clerk or is supposed to be under the supervision of a teacher who is given no time from her class work duties to devote to the library. Too often the attempt seems to be to evade rather than carry out the rules of the state board.
15. The entirely independent school library, especially if well equipped and busy, has a real temptation to self-sufficiency which needs to be combatted if the school library is to be a link with and introduction to the public library; loses a contact which it needs.
16. Boards of Education not convinced of their value. Platoon system only partially established. No provision for trained librarians.

### EDUCATIONAL OPINION

The schoolman's view of school library service administration approaches the problem from a different angle and places the service under the administration of the school. Newlon says:

1. The school library is as surely an integral part of the high and elementary schools as is the library of the university.
2. A good library is the heart of the school. It has been a part of the new school since the abolition of the one text book method of teaching.

3. The problems of the school library are primarily school problems. The kind of material the library will maintain, the way in which the library will function will be determined by the educational philosophy of the school.
4. Administrators of public libraries do not think in the same terms as educators and their objectives are somewhat dissimilar.
5. School librarians must think primarily in terms of the problems of the school. They cannot serve two masters.<sup>7</sup>

In the questionnaire study already referred to,<sup>8</sup> forty-four superintendents stated their opinions regarding school board administration of school library service. Thirty-seven of this number reported only advantages stating that in their opinion this plan had no disadvantages. Seven listed both advantages and disadvantages.

#### ADVANTAGES

The following imposing list of advantages was compiled from these opinions. Each point appears but once on the list, although the same point may have appeared in many returns:

1. All school finances are under one head
2. Direct control, not hampered by remote factors
3. Adequate support
4. Centralized direction
5. Closer cooperation with teachers and school officials
6. Materials available to correlate and supplement textbook work
7. Proper periodicals
8. More emphasis on direct school matters
9. An understanding of curriculum trends
10. More money is provided
11. Librarians are more familiar with classroom requirements
12. Librarians have better understanding of school aims
13. Library department is more responsive to school policies
14. There is better coordination

<sup>7</sup> Jesse H. Newlon, *The Administration of School Libraries*, *American Library Association Bulletin*, Vol. 23, January, 1929, p. 7.

<sup>8</sup> See footnote 5.



15. Greater efficiency
16. More economical
17. Books are better adapted to interests and needs of children
18. More intimate knowledge and understanding of the children
19. Library is an integral part of the school
20. Library is a more effective instrument of education
21. School has control of supervision
22. School administration has control of selection of library materials
23. Concerted drive on study skills
24. Improved book selection
25. Service more effectively adjusted to school use
26. Library service to fit the needs of individual differences
27. School library work ties in with classroom work more effectively
28. Personnel better trained for schools
29. There is no question as to authority. You cannot have two authorities in one building
30. Progressive program
31. Complete adaptation to school needs
32. Uniform policy throughout system. All schools and departments given same consideration
33. School needs met on the spot by specialized service
34. Centers responsibility for library service along with other school activities
35. Can secure the books and type of service we want at no higher cost
36. Makes immediately available under direct supervision of a member of school staff material needed
37. Interests of the school are paramount

38. Single objective of school needs—not general public needs
39. Centralization of authority and responsibility
40. Entirely free to give first consideration to instructional needs
41. Directness of purpose
42. Frees library service from political and commercial influences
43. Salaries are high because requirements as to education and training are higher
44. Less red tape in getting books and supplies
45. There is a definite feeling among librarians of belonging to the teaching group
46. Principals and teachers react differently to library under board of education than when it is under public library. They take more interest when library is under administration of board of education
47. Better integration with instructional service
48. Superior correlation with classroom instruction
49. Makes possible definite policies
50. School library under board of education keeps up-to-date on educational trends

#### DISADVANTAGES

Only five disadvantages were given. They are:

1. Expense (listed on three reports)
2. School boards may not sense needs of school library service programs
3. In smaller cities, it possibly limits the supply of books
4. There is not as close relationship with the public library as there might otherwise be
5. Constant friction between teachers and librarians over hours and pay

## V. SPECIAL PROBLEMS IN SUPPORT AND CONTROL

In considering the question of whether library service to schools should be administered by school authorities or the public library, Vitz says:

School library service must be given under a variety of conditions. There is little uniformity in the state and municipal laws governing schools and libraries; in racial content, in attitude toward education, in standards of living, etc. of communities; in the attitude of local heads of school and library boards and in the excellence of the two institutions. Hence, it is impossible that there should be uniformity in the solution of the problem.<sup>9</sup>

Although local conditions have a great deal to do with the type of support and control suited to the community there remain certain outstanding problems which must be considered in greater detail. Those problems involve finance, control of personnel, control of the educational policy, and economy in service, in the book collection, and in housing and equipment.

### FINANCE <sup>10</sup>

A general feeling exists that regardless of whether the control of the school library is under the board of education or the joint arrangement, the school should assume the main burden of responsibility. A comparison of educational and public library appropriations in any city or town reveals the reason: the schools are always more liberally supported, for the American people

<sup>9</sup> Carl Vitz, *The Administration of School Libraries*, *American Library Association Bulletin*, Vol. 23, January, 1929, p. 6-7.

<sup>10</sup> See Charlotte H. Clark and Louise Latimer, *The Taxpayer and Reading for Young People*, *Library Journal*, Vol. 59, January 1, 1934, p. 9-15; also Lucile F. Fargo and Helen S. Carpenter, *Economy or Efficiency? Let the Taxpayer Decide*, *Library Journal*, Vol. 59, February 1, 1934, p. 100-5.

Chicago Public Library costs found in Carleton B. Joeckel and Leon Carnovsky, *A Metropolitan Library in Action*, University of Chicago Press, 1940, p. 337.

seem willing to be taxed for educational purposes where their children are concerned, along the line of a fixed pattern and tradition of free common-school public education. Then, too, school authorities seem better able to command money from the taxpayer, for it is a truism that when a school wishes an appropriation to finance a needed project it can usually find some means of income for support. Public libraries must share with other municipal departments and because they must stand as individual sentinels whereas the school library receives its support in the total educational budget, the school is apt to win when a choice is to be made. Again, the expense is apt to be so great that the burden of such added services placed upon the public library means curtailment of needed adult or central-building services. For greater effectiveness the burden for financial support should be carried by the educational authority.

In the Biennial Survey of Education, 1934-35, statistics of school library systems in cities revealed that in actual practice most library support is received from local school funds, quite understandable in view of the fact that 96.5% of the centralized libraries were controlled by school board, with only 1% by public library board, and 2.3% by combination school and public library board. No indication was found as to financial agreements when the public library contracted for school service. The sources for these city school systems follow: <sup>11</sup>

	Local School Funds	County Funds	State School or Library Funds	Public Library Funds	Other Sources	Total
Amount . . .	\$4,416,724	\$232,665	\$183,694	\$205,548	\$269,696	\$5,843,894
Per cent . . .	83.2	4.4	3.5	3.8	5.1	100.0

<sup>11</sup> Emery M. Foster and Edith A. Lathrop, *Statistics of Public-School Libraries, 1934-35*. Washington, Government Printing Office, 1938 (U.S. Office of Education Bulletin 1937, No. 2: Chapter V of Vol. II of the Biennial Survey of Education in the United States, 1934-36) p. 23.

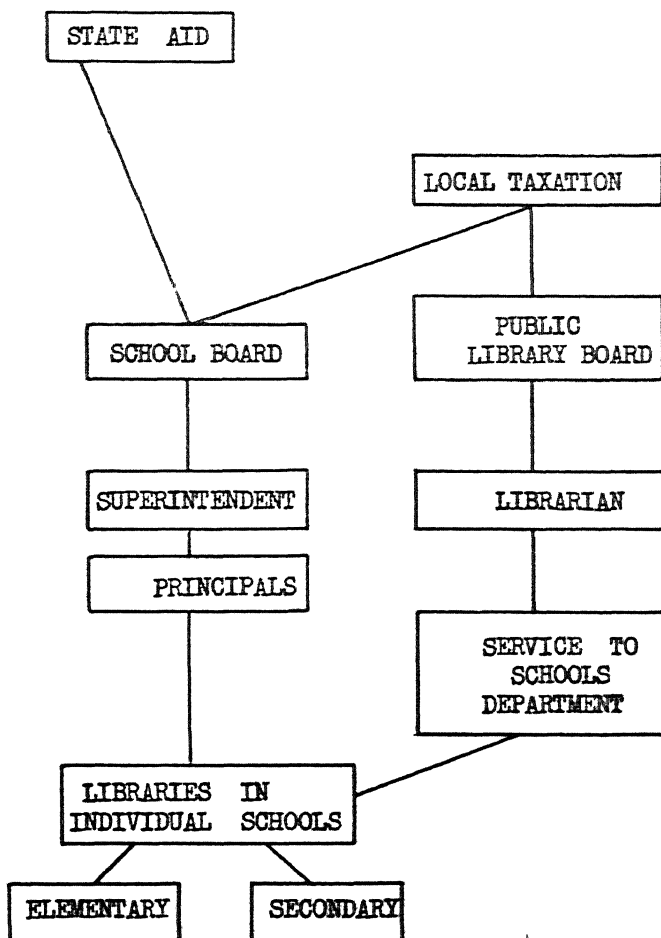


FIGURE VI

*Typical Pattern of Local Support Involving State Aid With Local Taxation With Service Through Public Library*

Figure VI indicates the typical pattern of local support which involves state aid and local taxation, with the public library offering services to schools. Were the public library to control and finance the school library, the line of school libraries would be directly under the public library.

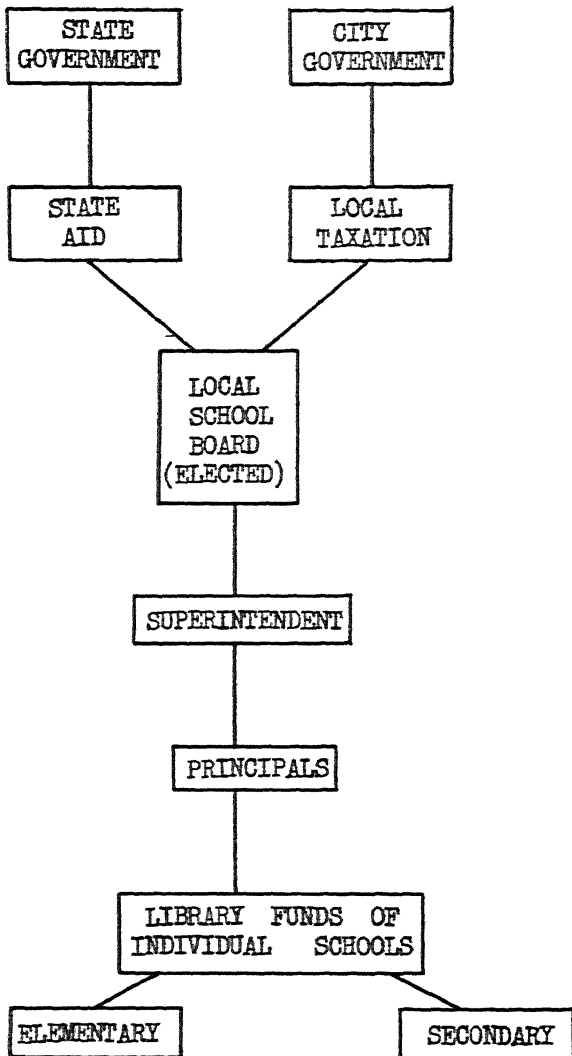


FIGURE VII  
*Typical Pattern of Local Support From State and  
 Local School Funds*

Figure VII also shows a typical situation when support is directly through the school board as a part of the total school budget.

### *Cost*

The cost of school library service in an individual school is determined by (a) pupil population, (b) average daily attendance, (c) type of curriculum and organization, (d) character of the student body (boys are harder on books than girls), (e) character of the teaching staff, as reflected in the extent of library use and demands made upon it, and (f) relationship with the public library, that is, whether the school library is the single source of book materials. These may be reduced to two factors, the type of library organization and the services given. Little uniformity exists in school library financing. Methods of budgeting and bookkeeping do not often include the library as a separate department. Salaries, equipment, and supplies are usually buried in general school estimates. The fund ordinarily designated in the school as the library appropriation is the book fund, and it is on the basis of this fund that comparative statistics may be gathered. The same situation exists in public library accounting.

(The only basis for development is in consideration of the various proposed and accepted standards for support which exist. These were largely established on what was regarded as the very minimum appropriation necessary in order to provide the type of library facilities which are essential in a modern educational program. They are partially determined by current practices in school library expenditures, but in general these are so miserably low that they were established more from the idealistic point of view with a slight reduction because the current expenditures and idealistic figures were so divergent. These standards, practically always quantitative in nature, have been set up by national, regional, and state agencies, yet there is great divergence in them and in actual practices as revealed by various studies. They are usually based on per pupil appropriation for books and magazines without librarian's salary which is generally considered a part of the instructional budget. The general trend in recommendation is from fifty cents to one dollar per pupil per school year, though in many schools the appropriation is a flat sum.

The Certain standards<sup>12</sup> (see Chapter II) recommend for the high school "For books alone a minimum of fifty cents per pupil each term," presumably one dollar per year per pupil, in addition to an extra appropriation for magazines.

The North Central Association of Colleges and Secondary Schools recommends 75 cents per pupil as a minimum annual library budget for high schools, and fifty cents per pupil for elementary schools.

The High School standards set by the Association of Colleges and Secondary Schools of the Southern States, effective Dec. 4, 1936, are as follows:

Appropriation:

1. Enrollment of 500 or less students—annual appropriation of at least \$1 per student per year for books, periodicals, etc., exclusive of salaries.
2. Enrollment of more than 500 students—annual appropriation of at least 75 cents per student per year for books, periodicals, etc., exclusive of salaries.

A study made in 1931 by Eaton concluded with the following recommendation:

A compromise between the high theoretical standards and the comparatively low actual figures suggests itself as reasonable. It is probable that three dollars per pupil would be satisfactory for the large school, four dollars for the school of medium size, and five dollars for the small school.<sup>13</sup>

Clevenger and Odell, after a study of secondary school libraries in Illinois, made the following recommendations:

Seventy-five cents per pupil seems a reasonable minimum to suggest for the larger schools. . . . For schools of two or three hundred enrollment, it will probably be necessary to expend at least one dollar

<sup>12</sup> National Education Association, Committee on Library Organization and Equipment, *Standard Library Organization and Equipment for Secondary Schools*. Chicago, American Library Association, 1920, p. 24-5.

<sup>13</sup> Thelma Eaton, *A Study in School Library Finance*. In American Library Association, School Libraries Committee, *School Library Yearbook No. 5*, 1932, p. 93.



per pupil and for those with less than one hundred enrollment, two dollars or more.<sup>14</sup>

After some study of school systems offering library facilities for both elementary and secondary school pupils, they decided that in the ordinary situation where secondary and elementary school pupils are both housed in the same building, the per-pupil expenditures should be from one-half to three-fourths as great as those for the secondary school.

It is well to examine actual practices with regard to per capita appropriations. The study of California secondary school libraries listed expenditures exclusive of salaries, indicating the following for average daily attendance by types of schools:<sup>15</sup>

Type of school	Number of reporting schools	Current expenditures per unit of average daily attendance *
Four-year high school .....	135	\$1.28
Junior high school .....	63	.81
Junior-Senior high school .....	31	1.16
Senior high school .....	31	.90
Total	260	Av. 1.03

\* For library books, periodicals, binding, repairs, and supplies.

Supplementary textbooks, if counted, would increase these figures sizably. Apparently the necessity for providing a wide range of library material for a school with a six-year curriculum has been recognized in the budgets as indicated by the fact that the average expenditure in the six-year high school is larger than in either the separate junior or the separate senior high school.

A 1934 investigation of New Jersey High School libraries revealed the following per capita appropriations for books per pupil:<sup>16</sup>

<sup>14</sup> Arthur W. Clevenger and Charles W. Odell, *High-School Libraries in Illinois*, University of Illinois Bulletin, Vol. 31, 1931. (Bureau of Educational Research, College of Education, Bulletin No. 57), p. 13.

<sup>15</sup> California State Department of Education, *The Secondary School Library in California* (Its Bulletin No. 2, 1939), p. 58.

<sup>16</sup> Marguerite Kirk, *An Evaluation of Quantitative Standards as Applied to New Jersey High School Libraries*. Master's Essay, School of Library Service, Columbia University, 1936.

Appropriation Group	Number of Schools
\$1 and over .....	5
.75 to \$1.....	2
.50 to .74 .....	17
.25 to .49 .....	28
.00 to .24 .....	36

An interesting comment was made by this worker in regard to standards of appropriation and support:

Although the amount of money actually spent on school libraries in the state is very low compared with widely accepted standards, per capita appropriation is not a valid measure for qualitative evaluation of the service of the school library since schools with larger appropriations neither in their book selection or activities give service in proportion to money spent. The school library should be supported and replenished in terms of the particular school and in relation to other sources of book supply. Libraries in small rural high schools with no public libraries to draw upon will perhaps need more than schools in cities with well developed public and county libraries which lend generously to schools. A statement of appropriation in terms of per capita enrollment is not adequate as a method of securing effective school library service.<sup>17</sup>

A study of expenditures in the secondary schools of Pennsylvania revealed the following mean expenditures per pupil in average daily attendance during 1935-36.<sup>18</sup>

Enrollment	Mean Expenditure per Pupil
Less than 100 .....	\$ .40
100 to 499 .....	.87
500 to 999 .....	1.17
1,000 to 1,499 .....	1.23
1,500 or above .....	1.13
Average	.96

These figures include total library expenditures: salary of the librarian and assistants, books, periodicals, binding, and supplies.

<sup>17</sup> *Ibid*, p. 46.

<sup>18</sup> Pennsylvania Department of Public Instruction, Child Accounting and Research Division, *Library Expenditures in the School Districts of Pennsylvania* (Research Service in Education, Circular No. 5, February, 1938), p. 17.

Many schools are organized on a combined elementary and secondary basis, with all twelve grades under one roof. It is therefore well to examine findings regarding costs in such schools. The Clevenger and Odell Illinois study reported 1931 expenditures in secondary schools and in those school systems housing elementary and secondary school pupils in the same building, as follows:<sup>19</sup>

Schools	Median Expenditure per Pupil, Including Salaries
Elementary and Secondary .....	.67
Four Year Secondary .....	1.30

The Pennsylvania study revealed much lower statistics for various classes of school districts, which must be considered in view of the type of control and support. The total expenditures per pupil in average daily attendance during 1935-36 for school libraries for all grades in these school districts follow:<sup>20</sup> The

Class of School District	Median Expenditure
II .....	.60
III .....	.26
IV .....	.00

study revealed that effort on the part of local school districts to maintain school libraries, using financial support as a criterion, is definitely related to the type of schools maintained; that is, the districts maintaining senior secondary schools made the greatest effort, followed by those maintaining six-year secondary schools.

Standards for expenditures in elementary schools are not as widely established, possibly due to the fact that tradition has associated libraries with the secondary school much more than with the elementary division, and also because the growth of elementary school libraries has been much less spectacular.<sup>21</sup> The

<sup>19</sup> Arthur W. Clevenger and Charles W. Odell, *op. cit.*, p. 13-14.

<sup>20</sup> Pennsylvania Department of Public Instruction, *op. cit.*, p. 11.

<sup>21</sup> See C. C. Certain, *The Elementary School Library Defined in Dollars and Cents*. In Joint Committee of the N. E. A. and A. L. A., *Elementary School Library Standards*, Chicago, American Library Association, 1925, p. 29-34.

American Library Association standards excluding salaries, is from forty to seventy-five cents per pupil in schools enrolling from 500 to 1,000 pupils.<sup>22</sup>

In discussing the costs of establishing and maintaining elementary school libraries a bulletin from the California State Department of Education makes these recommendations:

The size of the book collection is definitely related to the enrollment of the school. An excellent school library can be established on a basis of from two to five volumes per pupil enrolled, provided the books are selected with care to include the various grade levels and subject fields. This figure does not include books which are ordinarily classed as supplementary readers or texts. In a school of five hundred pupils this would mean a library of from one thousand to twenty-five hundred volumes. Four hundred books well selected are more valuable as a library than a thousand books poorly suited to the reading needs of the children and the curriculum of the school.

Where libraries are being established for the first time it is evident that most successful school systems cannot afford on the funds available at the time, to establish a complete library at its maximum size. The process is rather to set up a goal to be arrived at and to plan on a three or five year program to establish a complete book collection. This method also has the advantage of preventing replacements falling too heavily in any given year.

In estimating the cost of an elementary school library, it is fairly safe to estimate approximately one dollar per volume as the cost of books. While many books will cost much less than this, the expensive sets of encyclopedias and other reference books will bring the costs up to nearly that figure. Once a library is established, it is necessary to plan for the replacement of books in regular use each four or five years. This means an annual expenditure of from twenty to twenty-five per cent of the total cost of the book collection for replacement.<sup>23</sup>

### *Salaries*

Salary schedules should be based primarily upon preparation and experience:

It seems fair that the salaries of the professional members of the library staff should be equivalent to those of paid professional educators; provided, of course, that preparation, experience and accomplishment are equivalent. This means that the salary schedule applicable to teachers

<sup>22</sup> American Library Association, School Libraries Committee, *School Library Yearbook No. 5*, 1932, p. 4.

<sup>23</sup> California State Department of Education, *The Library in the Elementary School* (Its Bulletin No. 18, September 15, 1935), p. 18.

and supervisors should be applicable to librarians and to the library supervisor or director. No other scheme meets fairly the demand that librarians have the status of faculty members, based on the educational contribution they make to the school and on equivalent preparation.<sup>24</sup>

In this study questionnaire returns indicate that in 98 per cent of the cities having school board administration of school library service, school librarians, including directors, are given the status of faculty members; and that in 88 per cent of the cities their salaries follow the school schedule for members of the educational staff. In only 25 per cent of the cities having school library service under cooperative administration, are librarians including directors, employed by the public library board, officially given the status of faculty members.

It is probable that salaries paid to school librarians and directors employed by public libraries are considerably lower, in line with the generally lower salary schedule maintained by the public library. Such school librarians seldom achieve faculty status, being considered as employees of the public library, and are therefore not paid on the school's salary schedule.

A study made by the Research Division of the National Education Association indicated replies as to salaries and status of school librarians. To the question: "Are librarians on the same schedule as teachers of equal qualifications?" the following replies were received:<sup>25</sup>

Cities	Number of cities replying	Number on equivalent teacher schedule	Per cent of total	Not on teacher schedule
Over 100,000 population . . . . .	68	54	79.4%	14
30,000 to 100,000 . . . . .	104	83	79.8%	21

<sup>24</sup> Lucile F. Fargo, *op. cit.*, p. 497.

<sup>25</sup> National Education Association, American Association of School Administrators and Research Division, *Certain Aspects of School Library Administration*, (Circular No. 6, 1939), Table D. p. 15.

To the question: "Is faculty rank accorded school librarians?" the following replies were received:

Cities	Number of cities replying	Number having faculty rank	Per cent of total	Not having faculty rank
Over 100,000 population . . . . .	68	61	89.7%	7
30,000 to 100,000 . . . . .	102	95	93.1%	7

These statistics did not indicate type of administration.

Similarly, the statistics of the American Library Association on junior and senior high school libraries for 1938-39, <sup>26</sup> indicated that in twenty-two of the forty cities, school librarians were given the status of regular faculty members and were included in the same provision for tenure, while two were on the same salary schedule only, and two not having the same schedule were given the same tenure provision.

#### CONTROL OF PERSONNEL

The control of personnel is a second problem to be considered in determining the administration of school library service. Administrative theory says authority must be centered. Under school board administration the school library supervisor and librarians are responsible directly to school authorities. Under public library administration, however, the director and librarians of school libraries are usually responsible to the public library. While excellent school library service programs have functioned for years in many cities under divided control, cooperative ventures in other cities have met with sudden disaster. The difficulties involved are real ones and need careful consideration.

Figure V shows the confusion in authority which sometimes results when public library and educational agencies participate

<sup>26</sup> American Library Association, Junior and Senior High School Library General and Salary Statistics, *American Library Association Bulletin*, Vol. 34, February, 1940, p. 137.

cooperatively in school library service. The librarian of the individual school has a responsibility to (a) public library board, librarian of the public library, and supervisor or head of the schools department, or (b) board of education, superintendent of schools, and principal of the individual school, and she is never absolutely sure where the authority of each begins and ceases, for rarely does the agreement specifically state such responsibilities.

### CONTROL OF EDUCATIONAL POLICY

The control of educational policy by the board of education is another factor entering into school board versus public library control of school library service. A thorough understanding of the school's educational program, objectives, and problems is necessary if the public library is to give satisfactory service. Many schools do not wish to lose control of library funds by turning them over to the public library to expend. Some superintendents feel that policies determining the selection of books and the library program maintained in the school should rest entirely with school authorities. However, some public libraries appear to be able to adapt their service successfully to school situations.

### ECONOMY

In the matter of economy there appear more valid reasons for cooperative control. Especially is this true in a smaller community. If one librarian can serve both the school and the public, economy is gained. Then, too, a saving may be made in the book collection, where single copies of expensive reference books may serve both groups of readers.

Two villages in Minnesota, Keewatin and Cokato, have successful combination school and public libraries with trained librarians in charge. In Keewatin, the library occupies two rooms in the elementary school building near the main entrance in order to be easily accessible to the public. The library is open five afternoons of the school week from one to five o'clock, Tuesday

and Thursday mornings, and Monday, Wednesday, Friday, and Saturday evenings and Sunday afternoons from December through April, for reading. It is open during the summer vacation and all vacations during the school year except legal holidays. The adult readers may come to the library any time that it is open. Pupils of the junior and senior high school have the same privilege, but the attendance of the elementary school pupils is limited to morning and afternoon hours. About 40 per cent of the adult population are registered borrowers. The Keewatin librarian writes: "This form of cooperation works very well here since the village is not too large and the residents are accustomed to the combination. In this way everyone has access to a library which is larger than two separate libraries would be."

Money for Cokato's combination library building was donated by a wealthy pioneer of the town. The library lies between the two sections of the school and is connected with both parts by a corridor, but also has an outside entrance. The librarian of this library says: "Generally people agree that the service for both school and public is a fortunate combination. . . . I think there is economy and efficiency to be gained from having all books and periodicals centralized in one place under a trained librarian."

### *Public Library Branches in School Buildings*<sup>27</sup>

In larger communities, however, where the book collection would have to be duplicated heavily and where the services of additional librarians would be needed, there is no saving. In

<sup>27</sup> General discussion in *Branch Libraries in School Buildings*, *St. Louis Public Library Bulletin*, Vol. 20, July, 1922, p. 134-61; Edward L. Burchard, *The Public School Community Library*, *Social Forces*, Vol. 6, December, 1927, p. 237-42.

Chicago proposal of 1927 discussed in City Club of Chicago, Education Committee, *Public Library Branches in Public School Buildings for School and Community Use*, 1926-27; *Destructive Criticism and Unwise Proposals*, *Libraries*, Vol. 32, November, 1927, p. 481-3; Edward L. Burchard, *School Community Branch Libraries*, *Libraries*, Vol. 33, March, 1928, p. 151-62.

Washington, D. C., discussion in U. S. House Committee on Appropriations, 71st Congress, Second Session. *Branch Libraries in School Buildings*. Washington, Government Printing Office, 1930.



these communities, economy in housing and equipment, through the combined use of a single plant, may be effected through the establishment of public library branches in school buildings. Grand Rapids, Michigan, was the pioneer in this type of service in 1906, and some other cities which use this plan are Kalamazoo and Lansing, Michigan; St. Louis and Webster Groves, Missouri; some in Evansville and Terre Haute, Indiana; Providence, Rhode Island (in junior high schools); and Racine, Wisconsin.

The location of the branch in the school building adds to the two customary divisions of work with adults and children a third—work with the school, and upon the coordination of these phases of work depends the success of the branch as a whole. Again, the attitude of the principal, who must be made to realize and appreciate the value of the library in the school, is an essential factor. Teachers must take advantage of the library in the building and feel that it is an integral part of the school rather than an appendage generally housed in the basement. Class visits, often impossible when public library branches are located at some distance from the school, may be regularly scheduled in the same building.

#### ADVANTAGES

Some advantages claimed by proponents of the plan are:

- (1) The library has a responsibility to serve to the limit of its resources the whole community, and school buildings placed in centers of population permit this spread.
- (2) The Board of Education has the advantage of public library service in schools rather than none or insufficient or supplementary services.
- (3) Expense is reduced; the library saves the cost of building and maintenance, the school cost of books and services.
- (4) Longer hours of service for all—76 hours a week use of public buildings rather than 35-40 hours weekly, and 12 months rather than the 9 months' school year.

- (5) Tendency to utilize school buildings for community purposes brings adults to the library, which can also serve adult education groups.
- (6) Newer proposals for extensive federal and state aid suggest the desirability of public library in school buildings.

#### DISADVANTAGES

Disadvantages claimed are:

- (1) Possible friction between Board of Education and public library.
- (2) The taxpayer will object to increased taxation, since every dollar spent means more taxes.
- (3) Adults often hesitate to go to a school building, and as a result the largest circulation is often to children who might have the same service limited entirely to them in their own school library. The psychological element of the attitude of adults toward the school plant as a place for children and their reluctance to use it are serious factors difficult to overcome. Practically every system using branch libraries in school buildings reports that the greater part, usually about 60%, of the circulation is juvenile.
- (4) Branch librarian sometimes does not have understanding of or ability to work with both adults and children, and one clientele may suffer.
- (5) Branch libraries are most successful (for adults) when located in the midst of business centers which are far from ideal as school locations.
- (6) Division of book collection for adult and children's informational and recreational use limits both collections and is expensive. Again, adult books are available to children who should not have access to them.

- (7) Discipline often presents a problem, particularly in rush hours after school and when classes are using library while adult borrowers are in the room.
- (8) Difficulty for schools to spare any space from school purposes since ordinarily available unimproved sites are not larger than needed for school grounds.
- (9) Ideal location from school standpoint is central; location with separate outside entrance in wing or basement which can be shut off from rest of building makes it seem less a part of the school. The opposite argument is that it seems too much a part of the school and loses its appeal to the public.

Although the one great saving is in building and maintenance, some economies may be achieved in service and in book collections.

#### BUILDING AND MAINTENANCE

Because all educational funds, school and public library, come out of a common public pocket book, everything possible should be done to relieve the burden.

Naturally the original cost is considerably reduced, since the site is purchased by the school board. The difference in preferable locality has already been mentioned, and variations in property costs per square feet would be an important factor.

Costs of excavation would be saved, as would installation of a boiler and heater in the separate building. It has been estimated that the cost of radiation would be approximately twenty-five per cent less in the library in a school building. Similarly, cost of lighting, both for installation and maintenance, would be less.

The cost of janitor service is probably not less, because of the increased hours of service. Though the school janitor could possibly take care of the heating during the day, there would be added hours, cleaning and upkeep of the auxiliary boiler which

would require additional service. Again, the janitor might find it difficult to work under two authorities, school and public library.

Sometimes the location, with the necessary separate entrance, means a sacrifice of proper light and air.

#### SERVICE AND CIRCULATION

Great differences of opinion based on experience seem to exist on this subject. Many claim that the general public suffers when branch library service is centered in a school building. However, one study,<sup>28</sup> having set up criteria of desirable adult library service postulated on the percentage of adult books obtained from the local branch and percentage of adults in the community holding library cards, found that there is no support to the opponents of school-housing in their contention that this type of housing is ineffective in providing service to the adults of the community.

On the other hand, much available evidence seems to indicate that service to adults suffers, for citizens seem to be the victims of timidity when asked to visit the school. Statistics of comparative juvenile and adult circulation often bear this out (See statistics of Madison, Wisconsin, p. 256). Yet school branches in general have greater circulation than the general branch separately housed, though variations will be found in different systems. The circulation rate as a measure of efficiency is to the library service what the death or disease rate is to the health department.

Other proponents claim that adult service in the smaller area is more neighborly, personal, and human, but this condition would exist as well in the branch housed in a separate building.

#### BOOK COLLECTIONS

The chief objection is the dual nature of the demands. The two clienteles require specific types of books and one may suffer. Whether or not it is the school pupils, depends upon the feeling

<sup>28</sup> James E. Wert, *The Effectiveness of the Public-School-Housed Library Branch*, *Library Quarterly*, Vol. 7, October, 1937, p. 537-45.

of responsibility of the public library authorities for supplying supplementary school materials. Certainly school needs are widely different from those of the general public. Often both groups wish to use the same books at the same time. Again, there is diversity in the types of reference books and periodicals used for class work as compared with those required for the general reader. This problem is discussed in more detail in the next section. From a standpoint of expense, it would seem that the burden upon the public library might be excessive. On the other hand, there is economy in the common book collection, for it often gives the school a larger collection than it would otherwise have, greatly increasing the range of printed material to supplement the textbook.

The question as to the advisability of establishing public library branches in school buildings has been the subject of several recent studies.<sup>29</sup> The conclusions reached by these studies are that the desirability of establishing such libraries depends entirely upon local conditions. One study<sup>30</sup> suggests that the arrangement will lend itself to suburban sections where plenty of unimproved ground is available, or where the school is the center of life for a homogeneous community, or as a temporary location to try out a neighborhood of pending future growth in population. The American Library Association Survey in 1927<sup>31</sup> stated that fifty-one libraries reported two hundred and twenty-eight public library branches in school buildings.

## VI. SCHOOL AND PUBLIC LIBRARY COOPERATION IN SERVICES

It would not be amiss to pay tribute here to the work of public libraries in offering book services to public schools whether

<sup>29</sup> See footnote 27; also Clara E. Howard, *Public Library Branches in Public School Buildings*, Master's Essay, School of Library Service, Columbia University, 1928.

<sup>30</sup> United States. House Committee on Appropriations, *op. cit.*, p. 5.

<sup>31</sup> American Library Association, *Survey of Libraries in the United States*, 1927. Vol. 3, p. 121-5.

or not such schools possess their own libraries or have cooperative administration. It has been seen from the historical development of the school library in Chapter II that considerable impetus was given the school library movement through the work of public libraries with school children. Hundreds of public libraries are still continuing such services, and much of the current discussion in the field of children's work deals with whether the schools should not completely take over all library work with children. The attitude towards reading which holds that one of the objectives in its teaching is to instill desirable attitudes toward, and permanent interests in, reading for both information and pleasure, would require an infinite variety of such materials. Many school libraries have centered their attention upon the curricular uses of books, believing that to be their prime function, and hoping that recreational reading books would be supplied and interest fostered by the public library. Children's departments and special departments for young adults or adolescents have attempted to meet this demand. Yet there has been a growth of opinion regarding the responsibility of the school library to supply both types of reading material, and in abundance.

The newer methods of education have brought about problems new alike to schools and to public libraries. When certain works were used as textbooks and the requirements of the schools limited to the vocabulary and information found in these textbooks, it was a comparatively simple matter for schools and public libraries to define the scope of work of which each might take charge with its tax funds. It was then mutually agreed that the school should provide all text and reference books, the public library should provide books for the child's all round reading.

According to present methods, if a textbook is used at all it is read only once and additional practice and facts must be gained from many other volumes so that each child may report on a different phase of the subject. Such volumes are of the type which the public library has included in limited numbers in its collections, for they fall into the category of supplementary books. Hav-

ing learned that such books, so valuable to the modern methods of teaching, may be secured at the public library, teachers in increasing numbers are requesting classroom collections and sending their pupils to the public library for books of a certain type sufficient to provide each child in the room with a different title. This has necessitated the formulation of a policy on the part of the public library administrator as to what services he may be expected to offer to the school with or without its own library. One public librarian states the problem thus:

The Public Library, interested as it is in promoting all round reading among children, has stretched numerous points to try to supply this demand from its collection during the experimental stage. It realized that until such methods could be tested out, it would be very expensive for the school authorities both in initial cost and especially in labor involved in ordering and record keeping to stock the hundreds of titles necessary to adequately carry on the school work were such methods not found to be of sufficient value to adopt permanently.

The almost universal adoption of these methods seems to indicate that they have passed beyond the experimental stage and have brought with them a broader interpretation of what constitutes textbooks.

As it has not been within the range of a public library to provide textbooks, so it is equally outside its province to fulfill the present requests for books sufficient in number so that each child may have a supplementary volume. The problem confronts every system which has adopted advanced educational methods.

Inasmuch as emphasis is being placed upon training a child during school years to learn to use books and libraries that he may continue his education throughout life, it would seem that a plan is needed whereby both school and public library authorities would agree on what books are to be purchased by each agency.

The general understanding as to the type of books to be purchased with the school fund and with the library fund is:

From the school funds provide:

Primers and readers and other books used for practice work in reading.

Factual books to support school subjects.

From the library funds provide:

General, all round collection of books in every branch of literature, these to be chosen primarily to give opportunity for reading which is free from the constraint of assigned tasks and duties.<sup>32</sup>

<sup>32</sup> Ida Faye Wright, *School and Public Library Cooperation, Illinois Libraries*, Vol. 9, January-April, 1927, p. 11-12.

The problem of book loans, whether through classroom deposit collections or fluid loans, is the most important one in schools having no separate library, for in that case the school must depend entirely upon the public library for books. Many elementary schools find themselves in this position, both because of the lack of separate libraries and because of the need for a multiplicity of books demanded by the newer reading program.

When cities maintain public library branches two policies may be in force. Either the central library may lend books to the individual schools or classrooms, or the branch library assumes that responsibility through loans to pupils or teachers. It must be reiterated, however, that such loans are not intended to supplant an individual and separate school library in the school building, but merely to supplement such book collections or attempt to satisfy book needs and demands when no library exists. Nothing can take the place of an adequate collection of books suited to the school's own needs and housed in its own library room under the administration of a trained librarian or teacher-librarian.

An interesting example of cooperation in a branch library system is that of the Enoch Pratt Free Library of Baltimore, Maryland.<sup>33</sup> A sheet is distributed by each high school librarian monthly to every teacher asking her to list assignments which will involve library reference work, indicating the subject, grade, number of pupils, inclusive dates, and topics. These are returned to the school librarian who sends them to the Schools Department which compiles mimeographed sheets called "School Assignments Involving Library Reference Work" to be distributed to each branch librarian and the subject departments of the main library. Thus the public library is warned of exactly the type of requests and approximate number of pupils who will be undertaking a specific subject on certain dates, and may prepare for the influx in order to satisfy the demand. Particularly is this useful to the branch librarian who will be reasonably expected to fill such needs.

<sup>33</sup> Helen M. Clark, *School Assignment Lists*, *Wilson Bulletin*, Vol. 12, April, 1938, p. 538.



Such planning not only aids the school librarian, but the neighboring branch library and all branches in the system, the latter particularly desirable when pupils live at equal distances from various branches.

Other cooperative devices are widely used. For instance, in Newark, N.J., the Board of Education controls school libraries, but the Public Library and Museum offer additional services:<sup>24</sup>

## PUBLIC LIBRARY

## BOARD OF EDUCATION

Weekly trips to fill requests for books, pamphlets, maps, etc., for temporary needs.	Fund allotted to each school for (a) necessary equipment (b) permanent collection of reference books
Public library supplies and repairs permanent collections for recreational reading kept up-to-date by school librarian where there is a central library, otherwise classroom cases of forty books.	Yearly appropriation for (a) books to fit curricular needs (b) magazines (c) professional material.
Book talks by branch children's librarian twice a year; mutual discussion on book stock and reference work.	Personnel: Appointment and salary of librarian and assistant, if any.
Talks by branch librarian to introduce pupils more fully into use of adult departments. Material supplied by her to school papers for publicity.	Binding and repair of books belonging to the school.
Through joint control of library and museum, weekly delivery of museum materials to fill teachers' requests for material to fit units.	All types of visual aids from Board of Education Library weekly.
	Special professional material not in school or available from public library furnished by Board of Education Library.

<sup>24</sup> Compiled by Marion Griffin.

Some of the general services offered by public libraries to supplement the work of school libraries are:

1. Book selection and purchasing.
  - Sharing expensive aids and bibliographic tools.
  - Avoiding duplication of expensive reference books, sets, and magazines.
2. Cataloging and classification.
  - Similar forms and subject headings used.
  - Sharing of aids and tools.
3. Use of book collection.
  - Interlibrary or classroom loans to supplement school resources.
  - Reserve or special shelves at public library.
  - Material supplied for special subject reading lists.
  - Notification of assignments by school librarian so that public library may anticipate the demand.
  - Checking of public library resources in planning assignments.
4. Use of facilities.
  - Evening and after-school use.
  - Class visits to the public library or branch, particularly on the elementary level.
  - Division of labor and responsibility in service to children and young people.
5. Miscellaneous cooperative enterprises.
  - Publicity for public library rules, resources, etc.
  - Cooperation in the return of books.
  - Preparation of young people for becoming public library users.

Public librarians are becoming increasingly aware of their joint responsibility for service to children and young people of school age. To meet additional demands they have developed specialized services to adolescent readers of high school age who are making the transition from the children's room to the adult department.

When such activities are carried on, there exists a cooperative relationship which recognizes the unity of all library work.<sup>35</sup>

At present there is much discussion of the overlapping of the services of school libraries and children's departments of the public library, for each has a strategic position which enables her to offer certain services. These have been discussed at a recent meeting of children's librarians,<sup>36</sup> where the advantages of centralization in each were outlined:

The School Library:

1. Children and books are together in a logical situation and the child does not need to be divided between the school and the public library.
2. The school library may unify curricular and recreational reading. The old idea has been that books and reading are enforced study in the school library, as opposed to reading for pleasure in a public library.
3. The school can offer more attention to the child since it is in intimate and constant contact with him.
4. There would be more use of the public library collection which must now stand idle much of the day.
5. Use can be stabilized by pooling resources; less wear and tear on some books.
6. The school librarian knows children better because of knowledge of reading difficulties and more constant contact.
7. Such unification would not depend on the transfer from school library to public library which at present often does not take place.

<sup>35</sup> Some articles on cooperation are: Althea M. Currin, *Cooperation Between School and Public Libraries*, *Michigan Library Bulletin*, Vol. 23, April 1932, p. 34-6.

Vera Goessling, *Cooperation Between School Libraries and Public Libraries*, *Illinois Libraries*, Vol. 21, December, 1939, p. 62-3.

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Agatha L. Shea, *How the Public Library Can Cooperate with the School*, *National Elementary Principal*, Vol. 17, July, 1938, p. 12-17.

<sup>36</sup> Nell Unger, *Shall We Surrender?* p. 132-44, and Margaret V. Girdner, *Looking Both Ways*, p. 145-54, In *California School of Librarianship, Institute on Library Work With Children, Proceedings*, 1939.

## The Public Library:

1. A social friendliness and atmosphere exists in the public library which cannot be attained in the school library because of the curricular impositions and general school atmosphere.
2. The public librarian may participate in the community affairs, whereas the school librarian is often set apart.
3. The public librarian has an opportunity to further recreational reading, while the school librarian must consider informational reading as her prime function.

From the standpoint of efficient administration, there is much to be said for each side, and the fact that the two viewpoints have been recognized is encouraging. Carl Roden, Librarian of the Chicago Public Library, is responsible for the following statement regarding the future of children's work in the public library and schools:

Library service for children will eventually be transferred to the schools, to be combined with the school library, but both to be conducted by competent members of the public library staff, trained in the skills and doctrines of the children's librarian.<sup>37</sup>

The existing branch libraries in public school buildings are at present in practically this position.

Additional evidence of the unity of public and school library services is found in a recent suggestion of the Educational Policies Commission regarding the unification of all community social services.

## EQUIVALENTS

Where service can be adequately given from the public library, there are undoubted benefits to the school librarian. Yet in view of the fact that difficulties have in some cases arisen relative to the adjustment of centralized service, whether from a municipal, county, or regional library, to meet the standards of local, state, or regional accrediting agencies, the Southern Association of Colleges and Secondary Schools in 1934 adopted a statement of

<sup>37</sup> Carl Roden, Standards for the Public Library Book Collection. In Emily M. Danton, ed., *The Library of Tomorrow*. Chicago, American Library Association, 1939, p. 93.

equivalents for high school library service supplied wholly or in part from the public library.<sup>38</sup> Under such an arrangement certain forms of service supplied wholly or in part by the public library may be accepted as equivalents for services of the individual library. A statement of equivalents should not be confused with a plan for cooperative administration of a high school library.

## VII. A NEW PROPOSAL

The Educational Policies Commission of the National Education Association began work in 1936 to define policies it believed to be fundamental to effective relationships between education and other public social services. As a declaration of policy the Commission stated:

The social services are in a period of expansion and specialization. Governmental as well as private agencies for education, health, welfare, recreation and library services have been established and developed. During this period of rapid growth there is a steadily increasing need for co-ordination of effort and for the formulation of policies to guide social service agencies as they minister to human needs.

In its 1939 publication *Social Services and the Schools*<sup>39</sup> the Commission presents a systematic analysis of cooperative relationships between public health, welfare, and recreation agencies and public libraries.

The Commission recommends that school boards become *public education authorities* with a viewpoint broad enough to encompass all these public educational activities, both in and out of school. In regard to libraries, the Commission recommends:<sup>40</sup>

- (a) That a contractual agreement between authorities in charge of public schools and public libraries constitutes, as in many communities, a *desirable transition* toward unification of library services, and

<sup>38</sup> Statement found in Louis R. Wilson and Edward A. Wight, *County Library Service in the South*. University of Chicago Press, 1935, p. 237-9; also in Charles H. Stone, *School and Public Library Service*, *School Executives Magazine*, Vol. 54, August, 1935, p. 376-7.

<sup>39</sup> National Education Association and the American Association of School Administrators, Educational Policies Commission, *Social Services and the Schools*. Washington, National Education Association, 1939.

<sup>40</sup> *Ibid.*, p. x-xi.

- (b) That the administration of public school, public library and public recreation services be *ultimately unified* under the public education authority.

This plan was determined upon after the following statement concerning the similarity of school and public library services:

Because of the similarity in types of services rendered, both school and public libraries are reaching the point at which there must be some integration of policy. Although certain distinctive methods are in general common to all types of libraries, there have hitherto been differentiations with regard to the clientele served. Public libraries were originally created to serve the general public. Only during the present century have specialized services for children been developed on any wide scale. Contemporary school libraries were created to serve children, but with the tendency toward the community use of schools in recent years and the accompanying adult education movement, some of these libraries have expanded their services so as to be of assistance to all persons who use the school building. Likewise, public libraries have been extending their services into the schools.

With two public agencies meeting a common educational need by essentially the same methods and coming to serve much the same population, the need for consideration of some means of uniting their efforts is apparent. The problem is to define a plan of relationships of the public library to the school library which will coordinate and prevent needless duplication of services.<sup>41</sup>

This ultimate public education authority is to be patterned after the best library boards and boards of education which it supersedes, and will be charged with the administration of a community educational program embodying the activities now carried on by school, library and recreation boards. Until this new form of educational organization can be developed, a cooperative program is outlined which is so complete that it merits full treatment herein.

The Commission states:<sup>42</sup>

It is recommended that cooperative provision of library services to the whole community be undertaken, in cities or rural places of appropriate size, by means of *contractual arrangement* between public school

<sup>41</sup> *Ibid.*, p. 30.

<sup>42</sup> *Ibid.*, p. 39-40.

and public library authorities. It is further recommended that public school authorities in such communities take the initiative in planning conferences and other necessary steps to this end.

Because of its greater comprehensiveness as a cooperative enterprise, a plan embodying provision for branch public libraries in school buildings is outlined here as a general pattern for coordinated library service to the whole community. This plan assumes the existence of a central public library controlled by a library board and a school system controlled by a board of education. It contemplates the need for library service in the schools as well as for extensions of the public library service into areas not adequately served. The plan outlines provisions of a contract between the library board and board of education.

The proposed cooperative library service plan follows:

*Organization and Control.* The plan contemplates that policies with reference to libraries in selected school buildings shall be determined by joint action of the library board and the board of education. Particularly important joint functions are the development of a plan of cooperative library service, selection of schools in which library branches are to be located, agreement as to financial responsibilities and selection of a director.

*Program.* Provision is made for school library service, for branch library service to the neighborhood and for a teachers' professional library. The hours during which these various services shall be available are determined by joint agreement. Not every branch library need be located in a school and not every school need include a branch library.

*Staff.* The director of the cooperative library service is appointed by joint action of the library board and board of education. Other personnel is nominated by the director and appointed by similar joint action of both boards.

*Budget.* The financial plan approved by joint action of the library board and board of education provides for inclusion of the director's salary, the cost of books, newspapers and periodicals and cost of library supplies in the budget of the public library. The board of education budget makes provision for salaries of staff, costs of operation and maintenance, school supplies used in the libraries and special equipment necessitated by the fact that the library is used for school purposes. The teacher's professional library is equipped and staffed by the library board, the selection and cost of books being responsibilities of the board of education.

*Facilities.* Suitable rooms for school-branch libraries are provided and equipped by the board of education in such school buildings as are jointly agreed upon. Rooms for a teachers' professional library are provided by the board of education. In schools without a centralized library the library board provides books for classroom collections.

*Comments.* Manifestly any general plan such as that outlined can only be suggestive and incomplete with regard to administrative detail. Questions of personnel control, book selection and, occasionally, of financial administration will occur, no matter how carefully the agreements are worked out. More space in the school building than is generally allotted to the library may be required. The financial arrangements would inevitably require some increase in the amount of funds now devoted to community library services although the additional needed services would compensate for the greater financial effort.

The proposal is a step in the right direction—a step toward cooperation and coordination within two important public services. It provides for centralized library service within most schools as well as within the community, thus making available greater book resources and the services of highly qualified personnel. The plan promotes well-balanced development of library service within the community. The school child, youth and adult are enabled to procure books from libraries belonging to a single unified system. Special attention can be given to the needs of out-of-school youth who are drifting away from the stabilizing influence of library and school. Finally, adoption of the plan fits in with the development of neighborhood community centers which offer a broad educational and leisure-time program to persons of all ages throughout the year.

While contractual arrangements for cooperative library service offer a promising means of securing more adequate opportunities than most communities now provide, the device should be considered as a step toward ultimate unification of educational resources, rather than as an end in itself. Specific arrangements must necessarily be worked out in conformance with the needs of particular communities. Educational leadership is professionally obligated to further this process.

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## CHAPTER VI

# AN ANALYSIS OF SCHOOL LIBRARY SERVICE PROGRAMS IN CERTAIN CITIES UNDER COOPERATIVE AND SCHOOL BOARD ADMINISTRATION <sup>1</sup>

Almost simultaneously a somewhat similar study was in progress, which has already been published:

National Education Association, American Association of School Administrators and the Research Division, *Certain Aspects of School Library Administration*, May, 1939. (Its Circular No. 6), and

The former study was conducted during 1937-38 by the Research Division, and inquiry forms were sent to all cities above 30,000 in population in the 1930 census, as well as 96 school systems in cities below 30,000 in population which subscribed to the Educational Research Service. The information requested was for the school year 1936-37. Information is included from 240 school systems, on service provided, agencies responsible for school library service, salaries paid to school librarians and library supervisors, and expenditures for secondary school libraries supported by public school funds.

Discrepancies in figures and policies in these two studies, when and if they occur, are probably due to (1) method of obtaining information—questionnaire, letter, or interview, (2) individual or department supplying information, and (3) interpretation of specific questions and items by the responding individual. Changes in practices and policies may have occurred since the present study was undertaken.

Chapter V presented forms of administration under which local programs of school library service operate. This chapter analyzes the school library programs of certain selected cities functioning under these forms of organization.

The purpose of this chapter is to point out definite ways in which school administrators and librarians in many cities and

<sup>1</sup>NOTE: Material in this chapter is based upon (1) questionnaire returns from school superintendents, (2) additional information sent by superintendents in the form of letters and reports, and (3) information received from city school and public libraries.

towns are providing excellent library service programs today, with the hope that these programs will encourage and inspire other school executives to improve such service in their localities.

The material should also be interesting to school librarians and administrators who wish to extend present services and need a suggestive program from practices of other school systems. Again, supervisors and librarians may wish to compare the organization of their own school libraries with the statistics and discussions on book selection and purchase, cataloging, cost, personnel, and the programs on both elementary and secondary

TABLE XVI

*List of 67 Cities Reporting, Grouped According to Population and Form of School Library Service Administration*

School Board Administration	Cooperative Administration
Over 100,000 (35 cities)	
Albany, N.Y.	Indianapolis, Ind.
Atlanta, Ga.	Knoxville, Tenn.
Baltimore, Md.	Long Beach, Cal.
Bridgeport, Conn.	Los Angeles, Cal.
Camden, N.J.	Milwaukee, Wis.
Cincinnati, Ohio	Nashville, Tenn.
Columbus, Ohio	New Haven, Conn.
Dayton, Ohio	Omaha, Nebr.
Denver, Col.	Spokane, Wash.
Detroit, Mich.	Tacoma, Wash.
Fort Worth, Tex.	Toledo, Ohio
Gary, Ind.	Wilmington, Del.
Hartford, Conn.	Yonkers, N.Y.
Houston, Tex.	
	Cleveland, Ohio
	Grand Rapids, Mich.
	Minneapolis, Minn.
	Oklahoma City, Okla.
	Pittsburgh, Pa.
	Portland, Ore.
	Richmond, Va.
	St. Louis, Mo.
30,000 to 100,000 (18 cities)	
Cedar Rapids, Iowa	Pasadena, Cal.
Dearborn, Mich.	Sacramento, Cal.
(Fordson District)	St. Joseph, Mo.
Fresno, Cal.	Schenectady, N.Y.
Jackson, Mich.	Watertown, N.Y.
Little Rock, Ark.	White Plains, N.Y.
New Rochelle, N.Y.	
	Cleveland Heights
	Ohio
	Lima, Ohio
	Lynchburg, Va.
	Madison, Wis.
	Passaic, N.J.
	Racine, Wis.
10,000 to 30,000 (9 cities)	
Beverly Hills, Cal.	Salem, Ore.
Hopewell, Va.	Shorewood, Wis.
Hudson, N.Y.	Texarkana, Ark.
Mankato, Minn.	Tyler, Tex.
	Webster Groves, Mo.
Under 10,000 (5 towns)	
Bend, Ore.	Roanoke Rapids, N.C.
Bronxville, N.Y.	Rock Springs, Wyo.
Lead, S.D.	

levels, including special types of organization and services, for the implications contained therein.

Current school library statistics from 41 cities in the United States as reported to the American Library Association are annually included in the February issue of the *American Library Association Bulletin*.

1934-35 statistics are found in Emery M. Foster and Edith A. Lathrop, *Statistics of Public School Libraries, 1934-35*, Washington, Government Printing Office, 1938 (U.S. Office of Education, Bulletin 1937, Number 2; Chapter V of Vol. 2 of the Biennial Survey of Education in the United States).

The 67 cities reporting in this study fall into four population groups. Thirty-five cities have a population of over 100,000; 18 cities fall in the 50,000 to 100,000 group; 9 cities in the 10,000 to 30,000 group; and 5 cities have less than 10,000 population (See Table XVI).

## I. COOPERATIVE ADMINISTRATION

Fifteen cities, as shown in Table XVII, maintain school library services under cooperative arrangements, the school board and the public library board each assuming certain responsibilities for libraries in the school. In three cities—Minneapolis, Oklahoma City, and Pittsburgh—written contracts are in effect. In Cleveland the public library sends a yearly letter to the school confirming continuance of service. In the remaining eleven cities only verbal agreements exist.

### CENTRAL LIBRARIES

All cities in this cooperative group provide central libraries or library study-halls in every junior and senior high school (See Table XVIII). No city in the group provides central libraries in each elementary building. Pittsburgh leads with 93 central elementary school libraries out of a total of 125 elementary schools. In St. Louis and Cleveland Heights no central elementary libraries are provided. Only 37 per cent, or 276, of the total number of 740 elementary schools have central libraries.

Of a total of 143 junior and senior high school libraries, 4 are library study-halls.

Three types of central libraries (as shown in Table XVIII) are found in these schools: (1) the public library, (2) the public library branch, and (3) the school branch serving only the school.

TABLE XVII

*Total Number of Schools and Number Having Central Libraries, 1937-38, in Cities Having Cooperative Administration of School Library Service*

City	Senior		Junior		Elementary		All Schools	
	Total	Served	Total	Served	Total	Served	Total	Served
Over 100,000								
Cleveland, Ohio	13	13	16	16	129 <sup>a</sup>	7	158 <sup>a</sup>	36
Grand Rapids, Mich.	6	6	2	2	34	19	42	23
Minneapolis, Minn.	10	10 <sup>b</sup>	12	12	89	45	111	67
Oklahoma City, Okla.	5	5	8	8	53	30	66	43
Pittsburgh, Pa.	15	15	8	8	125	93	143	118
Portland, Ore.	11	11	0	0	60	49	71	59
Richmond, Va.	4	4	5	5	33	7	42	16
St. Louis, Mo.	10	10	0	0	131 <sup>c</sup>	4	141	14
30,000 to 100,000								
Cleveland Heights, Ohio	1	1	3	3	8	0	12	4
Lima, Ohio	2	2	2	2	14	5	18	9
Lynchburg, Va.	2	2	1	1	20	2	23	5
Madison, Wis.	3 <sup>d</sup>	3	0	0	16	13	19	16
Passaic, N. J.	1	1	2	2	19 <sup>e</sup>	3	12	6
Racine, Wis.	2	2	4	4	14	1	20	7
10,000 to 30,000								
Webster Groves, Mo.	2	2 <sup>f</sup>	1	1 <sup>f</sup>	5	0	8	3
<b>Total</b>	<b>87</b>	<b>87</b>	<b>64</b>	<b>64</b>	<b>750</b>	<b>276</b>	<b>891</b>	<b>427</b>

## Notes:

- a - includes 12 special schools.
- b - two are library study-halls.
- c - includes 21 special schools.
- d - Junior high school and Senior high school combined.
- e - two elementary units housed in junior high school buildings. One Librarian in each building serves both units.
- f - Library study-hall.

Only in the smallest city, Webster Groves, is the public library housed in the school. In this city the Board of Education provides quarters in the high school building, together with equipment, heat, light, and building service. The public library board provides books and other reading materials and the services of librarians.

Twelve cities, particularly Grand Rapids, Minneapolis, and Oklahoma City, report somewhat extensive use of public library branches in school buildings. Cooperative agreements in Okla-

TABLE XVIII

*Types of Central Libraries and Unit of Administration Control in Cities Providing School Library Service Under Cooperative Arrangements*

City	Public Library	Public Library Branches	School Libraries Closed to Public	Total	School Board	Public Library	Joint School & Public Library	Total
Over 100,000								
Cleveland, Ohio		7	29	36		36		36
Grand Rapids, Mich.		12	14	36	2	24		26
Minneapolis, Minn.		29	38	67	38	29		67
Oklahoma City, Okla.		13	30	43		43		43
Pittsburgh, Pa.		1	115	116			116	116
Portland, Ore.			59	59		59		59
Richmond, Va.			16	16		16		16
St. Louis, Mo.		4	10	14	10	4		14
30,000 to 100,000								
Cleveland Heights, Ohio		1	3	4		4		4
Lima, Ohio		4	5	9	1	8		9
Lynchburg, Va.		2	3	5	3	2		5
Madison, Wis.		4	12	16		16		16
Passaic, N. J.		3	3	6		6		6
Racine, Wis.		2	5	7	1	6		7
10,000 to 30,000								
Webster Groves, Mo.	1		2	3	2	1		3
Total	1	82	344	427	57	254	116	427

homa City, for example, call for the organization of school libraries as public library branches whenever conditions permit. In all, a total of 82 such branches were reported in these 12 cities, or approximately 19 per cent of all central libraries reported in all cities of the cooperative group.

In other cities the policy of having school libraries serve only the school has been rather closely carried out. All central libraries in Richmond and in Portland are school branches. In Pittsburgh all libraries but one, and in Cleveland all senior and junior high school libraries, serve only the school. Eighty per cent, or 344 of the total number of 427 central libraries are strictly school branches.

#### CLASSROOM COLLECTIONS ONLY

Elementary schools without central libraries are usually furnished with classroom collections of books by the public library, by the school board or both. In St. Louis, for example, the Board of Education provides each of the 110 elementary schools and the 21 special schools with classroom collections of supplementary and reference books. In addition the public library sends classroom collections of books of a recreational nature to 45 elementary schools. Approximately 63 per cent of all elementary schools reported in cities of this group are served by classroom collections only.

#### ADMINISTRATIVE CONTROL

While cooperative arrangements are based upon joint agreements and the cost of service is shared, general administrative control, to a large extent, is left in the hands of the public library (See Table XIX). In only one city, Pittsburgh, is there a division of administrative responsibility. In this city school librarians are responsible to both the superintendent of schools and to the head of the schools department of the Carnegie Library.

In Cleveland, Cleveland Heights, Madison, Oklahoma City, Passaic, Portland, and Richmond, general administrative control

is vested in the public library and school librarians are directly responsible to the head of the schools department, children's department, extension division, or head librarian, depending on the administrative set-up in the different library systems. In Grand Rapids, Lima, Lynchburg, Minneapolis, Racine and St. Louis the school board has administrative control of libraries in certain schools, the public library in others, each institution employing librarians and providing supervision for libraries under its direction. Thirteen per cent or 57 libraries out of a total of 427 central libraries reported are under the direct administrative control of the school board.

TABLE XIX

*Typical Divisions of Responsibility for Support as Found in Cooperative Arrangements in Five Cities*

City	Library room light, heat, and building service		Equipment		Books		Personnel		Supplies	
	School Board	Public Library	School Board	Public Library	School Board	Public Library	School Board	Public Library	School Board	Public Library
Cleveland, Ohio	x		x	x	x	x		x	x	x
Madison, Wis.	x		x	x	x	x		x	x	x
Oklahoma City, Okla.	x		x	x	x	x		x	x	x
Pittsburgh, Pa.	x		x	x	x	x	x	x	x	x
Portland, Ore.	x		x		x	x	x	x	x	x

### SUPPORT

Cooperative arrangements for support are so varied that no identical plans could be found. General principles upon which cooperative agreements rest in the different cities appear to be determining factors in the assumption of responsibility for support by the school or the library.

A glance at Table XIX will show typical divisions of responsibility for support as found in five cities. In no city does

<sup>1</sup> School Board shares salaries of 7 librarians, all other salaries paid entirely by public library.

<sup>2</sup> Except cataloger, and one assistant, who are paid by board of education.



the public library assume all costs, for in each case the minimum provided by the school is library quarters, equipment, heat, light, and building service.

In the provision of books there is wide variation. In Madison and Portland all books are provided by the public library. In Oklahoma City the school pays for all books purchased for the junior and senior high school branches, the public library providing books for elementary libraries and for classroom collections in elementary schools. In Cleveland the school provides a large share of the books, purchasing all reference and supplementary titles. The public library provides recreational reading, new titles and additional books correlating with the school curriculum. In Pittsburgh the school provides the permanent collection of books in school libraries, the Carnegie Library furnishing books which are to be circulated for home use.

In the matter of personnel there is also a variety of plans. In Madison all expenses of personnel are assumed by the public library; and in Oklahoma City the public library pays all salaries but two. In Cleveland, too, all salaries with few exceptions are paid by the public library. The school board in Pittsburgh pays all school librarians, but members of the schools department staff are paid by the Carnegie Library. Platoon school librarians in Portland are paid by the school district, but the salary of the head of the school department and all high school librarians are shared by the school and the public library.

In cities where the division of responsibility for service is by schools to be served, support is divided. In Racine, for example, the school board provides quarters, equipment, heat, light and building service for all school libraries, but the public library assumes all other expense for those libraries under its direction.

#### COST OF SERVICE

No comparative cost figures could be compiled for cities under cooperative administration. In most instances public libraries do not figure school costs separately, as in many cases

school libraries are public library branches serving the community as well as the school. As one librarian reported:

There are several specific questions (I refer particularly to those of budgets) that cannot be answered in detail because the branch libraries in schools are administered just the same as the branches that are not in schools. Figures are not available for each specific branch, but the service includes that to neighboring schools, private as well as public, and any adult readers and college students, as well as business men, club women, etc.

Madison was the only city reporting cost figures in detail. These figures will be found on page 257 in an analysis of the school library service program in that city.

#### AN ANALYSIS OF SCHOOL LIBRARY SERVICE PROGRAMS IN CERTAIN CITIES UNDER COOPERATIVE ADMINISTRATION

Four cities, typical of well-defined types of cooperative administration, are worthy of more detailed analysis:

- (1) Cleveland, where administrative control is in the hands of the public library but where support is divided.
- (2) Pittsburgh, where both administrative control and support are divided.
- (3) Oklahoma City, where support is divided but where school libraries are organized as public library branches under the administration of the public library.
- (4) Madison, where support and control are almost entirely assumed by the public library.

#### *Cleveland, Ohio*<sup>4</sup>

Cooperation between the public library and the public schools in Cleveland (population 900,429)<sup>5</sup> actually began in

<sup>4</sup>Two older discussions are: Leonard P. Ayres and Adele McKinnie, *The Public Library and the Public Schools*, Survey Committee of the Cleveland Foundation, 1916.

Annie S. Cutter, How a Centralized School Department in a Public Library Functions, *Library Journal*, Vol. 52, September 15, 1927, p. 847-51. Same in American Library Association, *School Library Yearbook No. 2*, 1928, p. 89-98.

<sup>5</sup>All population statistics in this chapter are of the 1930 census.

1884, with the issue of teachers' cards entitling the holder to draw five books at a time. A few years later the library began to loan books to the schools in sets of 20 to 50. In 1896, the Central high school and the library joined hands in establishing a branch library for the use of the school. From these early beginnings there has grown a broad program of library service which today includes the administration by the public library of central libraries in 13 senior high schools, 16 junior high schools, 7 elementary schools, and classroom collections in over 80 elementary schools.

#### HEADQUARTERS

Offices of the School Department are on the third floor of the Public Library near the Stevenson Room for young people. Here the administrative and supervisory work of the department is centered in the head of the department who is in touch with the administrative staff of the public school system as well as with other departments of the Public Library.

#### RELATION WITH THE BOARD OF EDUCATION

The Board of Education furnishes the space, heat and light for all school libraries and, in addition, all furniture equipment, all reference books and many circulating books for the junior and senior high school libraries. The Public Library Board furnishes all elementary school libraries with equipment and books, as they are to some extent community libraries. With few exceptions the public library pays the salaries of all the school librarians and other members of the department.

#### ELEMENTARY SCHOOL LIBRARIES

Seven out of the 117 elementary schools have central libraries. These libraries to some extent serve the immediate neighborhood and have small collections of adult books as well as a large general collection of juvenile books. The librarians have received special training for work with children. They

attend the monthly meeting of the children's librarians of the Public Library, and are in close touch with the Children's Department of the Library.

The children of all grades make visits to the school library during the school day for reference work, to receive simple instruction in the care and use of library books, for study hours, and to select their books for home reading. The school librarian helps the teachers with supplementary material for reference work with the pupils and guides the children's recreational reading. Eighty elementary schools have classroom collections only. Altogether the Cleveland Public Library sends collections of books for classroom use to about 1,000 teachers. Collections vary in size from 25 to 50 books.

#### JUNIOR AND SENIOR HIGH SCHOOL LIBRARIES

Each of the 13 senior and 16 junior high schools has its own library in charge of a trained and experienced librarian. In each school instruction in the use of books and libraries is given to the pupils during their first and second years. This instruction is divided between the librarian and English teachers, the librarian giving the more technical subjects of classification, the arrangement of books on the shelves and cataloging. The reference work is very important both in variety and extent and forms the largest part of the librarian's duties. The school librarian works very closely with the faculty in arranging for special assignments, reserve books, special committee work and supervised study periods. The preparation of bibliographies, the collection of pamphlets, clippings, and pictures and such necessary detailed work also falls to her. The increasing number of clubs and extra-curricular activities among students affords opportunities for helpful work. Guidance in recreational reading forms an important part of the librarian's duties. Each senior high school librarian has a first assistant with library and college training and additional assistance varying in amount with the volume of work.

## PROFESSIONAL LIBRARY

One of the school branches of the Public Library is at the Board of Education's headquarters. The book collection is highly specialized containing the recent books, pamphlets and periodicals on educational subjects. It serves as a clearing house for school library matters with which both Public Library and Board of Education are concerned. The librarian of this branch acts as a liaison officer by referring matters of policy to proper authorities in the two systems and by handling such details as arise in connection with book and periodical orders for school libraries.

## BOOK COLLECTIONS

Each senior and junior high school librarian has two budgets for books, one from the Board of Education and the other from the Public Library. General supplementary material and all reference books are bought with Board of Education funds. The public library provides recreational reading, new titles and additional books correlating with the school curricula.

In addition to books already mentioned the school department of the public library has a floating collection of several thousand books bought by the head of the department with public library funds and housed in the school department. These books are used to fill individual requests from teachers or pupils and are sent to the schools through a daily delivery from the main library to branches. Requests not filled from this reservoir are turned over to the main library or branches. In this way the large resources of the main library are made available to the individual school library borrower. This collection also supplies all adult books for the elementary schools. School librarians are assigned quotas for juvenile books by the Children's Department of the public library. The largest collection of books in the senior high school library (1938) is 14,889 volumes, the smallest collection 2,988 volumes.

In the junior high schools the largest collection (1938) contains 9,923 volumes, the smallest collection 4,056 volumes. The

largest elementary school collection (1938) contains 8,993 volumes, the smallest 890 volumes.

#### CENTRALIZED ORDERING AND CATALOGING

The actual ordering and purchasing of books from Board of Education funds is done through the Board of Education headquarters. All cataloging and shelf-listing of books bought by the Board of Education as well as those bought by the public library is done at the main library. Part of this expense is shared by the Board of Education. The selection of new books bought by public library funds is made by the school librarian herself, with the approval of the head of the schools department, after actual examination of the books.

#### COST OF SERVICE

Though the cooperative arrangement whereby the school libraries are financed jointly by the Board of Education and the Library Board is found in several cities, it should be noted that in Cleveland the Library pays a much larger proportion of the cost than is the case in other cities. The Library has regularly paid over eighty per cent, this proportion being so large because the Library pays practically all the salaries of the school librarians. In other cities where school libraries are cooperatively administered this item is borne either entirely or in large measure by the Board of Education.

In this connection a statement of the Appraisal Staff of the Cleveland Public Library, Dr. Leon Carnovsky, Director, is of interest:

Strictly speaking, it makes little or no difference to the taxpayer which agency or government is in charge of certain public services, so long as they are performed efficiently and economically. From this point of view, a co-operative relationship between school and library seems eminently desirable, for under it the agencies involved are in a position to contribute without unnecessary duplication and in a way which takes advantage of the peculiar talents inherent in each of them. But school library services, regardless of who performs them, cost money; and the agency responsible for them should not be placed in a position

where other essential services are slighted. If the public library is expected to extend service to schools (and there is no inherent reason why it should not do this), then financial provision should be made to enable it to be done.<sup>6</sup>

#### PERSONNEL

The school library personnel is provided, with few exceptions, by the public library and their salaries, with these exceptions, paid entirely by the public library. The school librarian is responsible to the public library in administrative matters but her rating in the school, though not official, is the same as that of the head of a department. A college degree plus library school graduation is required of all librarians in charge of school libraries.

Cleveland presents a problem common to many school libraries under public library control. Since the schedule of school librarians is determined by the school year, there are various vacation and holiday periods when the libraries remain closed; and since the school librarians are on the public library staff they are entitled only to the vacations which that staff receives. School librarians thus receive no pay for the periods when the school libraries are closed unless they are assigned to work somewhere in the library system.

#### *Pittsburgh, Pennsylvania*<sup>7</sup>

In Pittsburgh, (population 669,817) the Board of Public Education and the Carnegie Library have entered into a contract

<sup>6</sup> Leon Carnovsky, *An Appraisal of the Cleveland Public Library: Evaluations and Recommendations*, July, 1939. p. 26-7.

<sup>7</sup> For descriptions, see Mary E. Foster, *The Library and the School*, *Carnegie Magazine*, Vol. 6, September, 1932, p. 109-11.

Mary E. Foster, *School Library Administration in Pittsburgh*, in Pennsylvania University School of Education, *26th Annual Schoolmen's Week Proceedings*, 1939, p. 355-62.

Mary E. Foster, R. O. Hughes, and Alice M. Foster, *The Library as a Vital Factor in the Work of the Pittsburgh Schools*, *Curriculum Study and Educational Research Bulletin, Pittsburgh Public Schools*, Vol. 4, January-February, 1930, p. 129-57.

Ben Graham and Mary E. Foster, *Public Library and Board of Education Cooperation in Pittsburgh*, *Library Journal*, Vol. 59, April 1, 1934, p. 296-8.

Clara E. Howard, *Scheme of Cooperation Between the Pittsburgh Public Schools and the Carnegie Library*, *Library Journal*, Vol. 54, May 15, 1929, p. 440-1.

for providing school service, with the type of service to be rendered by each institution and the contractual relations involved clearly defined.

There are three general principles upon which this cooperative agreement is based:

1. All technical library policies and methods are under the direction of the Carnegie Library of Pittsburgh, subject to the approval of the superintendent of schools.
2. The instructional use of the library made by the school and the instructional methods employed are under the direction of the superintendent of schools.
3. The expense of such library service is apportioned between the two systems, "the Library providing the services to which pupils are entitled in common with other members of the community and the Board of Education meeting the expense of any special service not provided the community in general."

The successful operation of the cooperative program is due to the mutual trust and the intelligent interpretation which went into the basic planning. The Carnegie Library for its part maintains the following:<sup>8</sup>

1. A Schools Department with a staff of eight people. The Head acts as supervisor of all school libraries. There are two assistants, one responsible for the reference work for the elementary schools and one responsible for the reference work for the high school libraries, a secretary, three typists, and one shipping clerk. The expenditure on the library's part aside from cataloging, binding, and shipping, approximates \$25,000 a year of which \$12,700 is allotted to books. The book collection in the Schools Department approximates 25,000, part of which is used for permanent additions to elementary libraries and to replacements of worn-out books, and the remainder is used to fill temporary requests sent in from high school and elementary libraries. There is also a pool for classroom collections of which there are twelve in small public schools.
2. The Schools Department from its \$12,700 book fund allots definite amounts to each high school library each year for new

<sup>8</sup> Mary E. Foster, *School Library Administration in Pittsburgh*. In Pennsylvania University School of Education, *26th Annual Schoolmen's Week Proceedings*, 1939, p. 356-7.



books. These books are cataloged for the schools, and have nothing to do with the collection mentioned above.

3. The Carnegie Library maintains weekly book delivery services to every high school.
4. It supplies all necessary library supplies which the Board of Education would not buy for classrooms.
5. It puts at the disposal of the Schools Department reference staff all circulation books, except the newest titles, for temporary use in the schools, and offers the services of the various reference departments in search for material on obscure questions.

The Board of Education is responsible for:

1. Library space and equipment in each school building.
2. A basic book collection and yearly budget for books and all the periodicals.
3. Payment to the Carnegie Library of a lump sum for binding books and cataloging all books for the high schools. This work is done in a division of the Cataloging Department of the Library, while the binding is also done in the Carnegie Library Bindery and distributed to the individual schools by the Schools Department.
4. Payment of all the salaries of the high school librarians and the elementary library teachers.
5. Weekly deliveries on their regular truck schedules to all elementary libraries.

Conforming to these general principles, the details of operation have been worked out covering all phases of service, including (1) school library rooms and equipment, (2) book collections, and (3) personnel.

#### SCHOOL LIBRARY ROOMS AND EQUIPMENT

Suitable rooms for library purposes, together with heat, light and janitor services are to be provided by the board of education in each high school and in each platoon school of the city, and in such other elementary schools or buildings of the school system as may be agreed upon by the board of education and the library. Permanent equipment, such as shelving, desks, tables, filing cases, is to be selected with the advice of the Carnegie Library and furnished by the board of education.

## BOOK COLLECTIONS

The permanent collection of reference books and "books in sets," periodicals, newspapers, picture collection, is provided by the board of education. Provision is made in each annual budget of the board of education for funds to purchase new books, current periodicals in existing libraries, the initial collection of new books, and other materials for permanent deposit in new libraries.

General collections of books which are circulated for home use are loaned by the Carnegie Library of Pittsburgh. Such books are provided from the book fund appropriated by the library and its schools department, in addition to books from the general collection of the central library. Home circulation for 1938 was 1,552,286, while classroom circulation was 1,875,193.

## PURCHASE OF BOOKS

All books provided by the board of education are selected by a committee chosen for that purpose, the chairman of which is the head of the Library's Schools Department. Books purchased by the library are selected by the library.

## CENTRAL CATALOGING AND BOOK PREPARATION

All books purchased for school libraries including those provided by the board of education are prepared for use by the Carnegie Library of Pittsburgh, the expense of cataloging borne by the board of education. The library also has charge of the maintenance of the collection, including inventory, mending, re-binding, final discarding of books and filing of catalog cards, the expense of re-binding being borne by the board of education. The maintenance of pamphlet, clipping and picture files is under the direction of the Carnegie Library of Pittsburgh.

## PERSONNEL

High school libraries and elementary school libraries are administered by teacher-librarians under the direction of the

superintendent of schools and with the supervision of the Carnegie Library of Pittsburgh in all matters relating to the selection and purchase of books and other printed matter, their preparation for use, maintenance of the collection and lending methods. Librarians in high schools rank as members of the high school faculty. "The same regulations relative to training, certification, and teaching experience shall govern the selection of the library teacher as apply to other high school teachers, except that library-teachers must hold a certificate or diploma from a library school accredited by the Board of Education for Librarianship of the American Library Association." They are admitted through examination and a waiting list.

The salary of librarians is on the same basis as other high school teachers. The salary of assistant librarians is governed by a salary schedule adopted by the Board of Education of Pittsburgh.

Teacher-librarians of the elementary school libraries rank as members of the elementary school faculty with salary on the same basis as other elementary school teachers.<sup>9</sup> They are not required to be library school graduates but are given the opportunity to take basic courses in book selection, reference work, and library administration offered at the Carnegie Library School.<sup>10</sup>

#### PROGRAM

In regard to the library service program maintained, the Head of Schools Department of the Carnegie Library, Miss Mary E. Foster, writes:

In all cases we have a reference-instructional enjoyment program. Books circulate in all high schools and in the elementary schools far from branch library service. Collections are built individually to meet curriculum and ability needs. Close work with teachers prevails. Library

<sup>9</sup> See Mary E. Foster, *A Time Analysis of a Library Teacher's Activities in the Platoon School Libraries of Pittsburgh, Pennsylvania*. Master's Essay, University of Pittsburgh, 1931. Digest in National Education Association, Department of Elementary School Principals, *12th Yearbook*, July, 1933, p. 421-3.

<sup>10</sup> Frances H. Kelly, *Organizing Platoon School Library Work in Pittsburgh*, *Library Journal*, Vol. 52, March 15, 1927, p. 286-9

point of view is represented in curriculum building. Bibliographies are prepared and written into courses of study. The libraries stand ready to assist in experiments and try to meet the constantly changing demands made upon them.

### *Oklahoma City, Oklahoma*<sup>11</sup>

In 1921 the librarian of the Carnegie Public Library and the superintendent of the Oklahoma City (population, 185,389) Public Schools formed a plan of cooperation whereby school library service would be provided jointly and supervised by the public library. Under this plan junior and senior high school libraries are public library branches. Elementary school libraries are administered by the board of education.

#### TERMS OF AGREEMENT<sup>12</sup>

The board of education provides library quarters and equipment, light, heat, and building service. In addition, it purchases all books, magazines, mending materials and supplies for the school branches, and pays the salary of one assistant and one trained cataloger who works at the Carnegie Library under the direction of the cataloging department.

The Carnegie Library pays the salaries of the librarians in charge of the branches; catalogs the books, including accessioning and withdrawing, and does all mechanical preparation. The library also furnishes form material, such as application blanks, membership cards, and registration forms.

Contractual arrangements also provide for the inclusion of a public branch library in plans for a new school building providing the neighborhood is without immediate library facilities and the board of education and the public library deem a branch in the neighborhood advisable.<sup>13</sup> Floor plans and equipment are then decided upon by the board of education, with the ap-

<sup>11</sup> See Lucile F. Huntington, *Cooperative Plan of School Library Administration as Practiced in Oklahoma City*, *Library Journal*, Vol. 61, November 1, 1936. p 828-30.

<sup>12</sup> For contract forms, see Appendices E and F.

<sup>13</sup> See Appendix G for contract form.

proval of the librarian, and paid for by the school. A branch is located on the ground floor, with an outside entrance, so as to be accessible during holidays and vacations when the school is closed.

#### ELEMENTARY SCHOOL LIBRARIES

Books for the central elementary libraries and the classroom collections in additional elementary schools are provided through the Children's Department of the Public Library in some schools and by the board of education in others. Teacher-librarians are employed by the board of education in elementary schools; at present there are three. The majority of the other teacher-librarians have training. Reference work and central cataloging service under the board of education is being developed for the elementary school libraries. The program is largely one of recreational reading.

Deposit collections of one hundred volumes or more are in some of the elementary schools. These deposit collections are sent out by the public library.

#### JUNIOR AND SENIOR HIGH SCHOOL LIBRARIES

As all 5 senior and 8 junior high school libraries are branches of the public library, they are open to the public certain hours daily and during summer vacation.<sup>14</sup> Requirements for registration at these branches are the same as at the main library. Membership cards are interchangeable. All membership cards are made out at the main library and duplicate number files are sent to each branch for their own cards.

#### BOOK SELECTION AND CATALOGING

The librarian in charge has authority to make her own selection of books for school branches. This is generally done upon recommendations of department heads in the schools. The librarian of the Children's Department of the Public Library aids

<sup>14</sup> Lucile Huntington, *Stimulating Adult Interest in a School Branch Library*, *Wilson Bulletin*, Vol. 10, June, 1936. p. 669-70.

in the selection of books for the younger students who come from the surrounding grade schools to use the junior and senior high school libraries. All branches have both adult and juvenile books.

All cataloging of books for school branches is done at the Carnegie Library. Books are marked with the property stamp of the Board of Education and cataloged separately, an assistant from the main library going to the branch libraries to file catalog cards. The public catalog at the main library designates which of its books are also available in school branches. Cards for books which are at branches only are filed in a separate "branch only" catalog. This means that each branch library has access to all books in the system through a plan of inter-branch loans. Transfer of books is made through the school mail which is delivered daily.

With cataloging, book preparation, and filing done for the school branches, school librarians are free to devote their time to the students and their problems. Reference work, reading guidance, and instruction in use of books and libraries are important features of the library program. Extra curricular activities include library clubs. Summer activities include story telling, playground work, and travel clubs for the younger readers. Books are circulated for home use the year round to both adults and children.

#### COST OF SERVICE

Because of joint support of school libraries, no figures are available for the total amount spent for books during the school year 1937-1938. The board of education's appropriation for library books was approximately \$5,000. The public library does not maintain a separate school collection but draws from the central collection.

#### PERSONNEL

All librarians in charge of school branches are employed and paid by the public library and are under the general administrative direction of the library. They are required to hold a

library school certificate in addition to a college degree, plus library experience of at least one year. Teaching experience is required in larger schools where reference work is heavy and where courses in library instruction are offered in the curriculum. School librarians are not, however, given the status of faculty members nor paid on the same basis. The two librarians employed and paid by the school board are given the status of faculty members and their salary follows the school schedule for other members of the educational staff of equal training and experience.

### *Madison, Wisconsin*

School library service in Madison (population 57,899) has been completely under the control of the Public Library Board since 1911, when the Library Board authorized their Librarian to employ a librarian for the one high school existing at that time, and in their budget for 1912 requested and received an appropriation from the City Council for the express purpose of paying the salary of such a librarian and for the purpose of books for such a library.

#### SCHOOL SERVICE PROGRAM

Today there are 13 elementary school libraries, 4 of which are open full time, the remaining 9 certain days a week, the amount of service given being determined by the enrollment of the school. Two elementary school libraries are open 3 days a week, three two days a week, two one and one half days a week, and two open two half-days a week. Four of these elementary school libraries are open also to adults. They serve children during the day and in the evening. In these elementary libraries are six full-time librarians. Two members of the Public Library staff work eight hours a week each in school libraries serving adults. The book stock of these elementary school libraries as of December 31, 1938, was 42,513 volumes.

In addition there are three junior high school libraries, each with a full-time librarian. Two of these junior high school libraries are housed in the same room with the senior high school libraries. Each senior high school library has a full-time librarian. A third senior high school library is served by two full-time librarians. These libraries have book collections of 26,774 volumes.

There are 2 public schools and 11 parochial schools which do not have libraries. To these are sent classroom collections of about 50 books to each grade twice a year. All of these schools are too small to afford space for a library.

#### BOOK CIRCULATION

A study of three years of circulation of the Madison Public Library, for the years 1936-38, is interesting as an indication of comparative circulation through public and school agencies. The report<sup>15</sup> reads:

Looking back over the three year record of books borrowed, it is possible to see how the book service of the library is growing. School children are receiving a far larger proportion of the total service than the adults, though adult borrowing is increasing at a greater rate than that of school children. It is probable that the school circulation will always exceed the adult because during the school year practically every child is in daily contact with the library. Proximity to the library is a potent factor at any age.

The comparison revealed the following:

Year	Public Agencies	School Branches
1936.....	210,411 v.	306,132 v.
1937.....	231,162	383,299
1938.....	259,420	415,018
Total.....	700,993 v.	1,104,449 v.

#### COST OF SERVICE

In Madison, the school provides library rooms including heat, light and building service, and most of the school library

<sup>15</sup> Madison, Wis., Free Library. *Sixty-fourth Annual Report for the Year Ending December 31, 1938.* p. 14.



furniture. Everything else is paid for by the Public Library. The allotment of funds to schools is based upon enrollment. There is assigned out of the general fund 50 cents per child for the elementary schools and 60 cents per child for the high schools. This allotment holds for the city as a whole although the allotment to an individual school has been increased or diminished in accordance with the size of the existing book collection and the degree to which the books are used. A separate fund for periodicals is appropriated; this was \$815 in 1937. The library expenditures for 1937 were as follows:

*School Libraries*

Salaries .....	\$23,035.26
Books, periodicals, pamphlets .....	5,300.37
Other supplies, binding, etc.....	2,544.07
	<hr/>
Total for school libraries .....	\$30,879.70 <sup>16</sup>

*Public Libraries*

	\$46,501.22
	<hr/>
Total library expenditure for year 1937..	\$77,380.92

PERSONNEL

Standard qualifications for school librarians have never been formulated. All have had at least a full year of library training and two are well on their way to an M. A. degree in Library Science. Only two of the full time librarians lack an A. B. degree. One of these has three years of college, the other, two. Both of these librarians are serving in elementary school libraries, although they were not assigned with the thought that an elementary school position is inferior to that of high school librarian. The A. B. degree would be required of new applicants. School librarians do not have the status of faculty members in this school system.

<sup>16</sup> The school library expenditures for 1938 were \$30,296.58 of a total library expenditure of \$86,328.15.

## II. SCHOOL BOARD ADMINISTRATION

Fifty-two cities provide school library service under the administration of the school board with either the centralized or unit plan of administration and supervision.

### CENTRALIZED SCHOOL BOARD ADMINISTRATION

In schools operating under centralized school board administration of school library service, there is a variety of plans of organization. Programs, technical procedures, and policies vary in the different school systems. In the main, however, one important principle is carried out, that is, the centralization in one department of all administrative and supervisory work concerned with school library service for the whole school system (or for libraries at a certain level) and that department an integral part of the school organization.

Twenty-six cities as shown in Table XX have some form of centralized organization. Fourteen cities provide central library departments with full-time library supervisors for the entire school system; 6 cities provide central library departments with full-time supervisors for elementary schools only; and 6 cities achieve centralization of service through a (or the) high school librarian acting in the capacity of a coordinator.

Questionnaire returns indicate that complete centralization of school library service is found most often in the large cities; that centralization of elementary school service is most commonly found in the medium-sized cities, and that centralization through the high school library is the form of organization most apt to be used in the smaller cities. Of the 14 cities providing library departments with directors, 85.5 per cent are in cities over 100,000. Of the 6 cities providing centralized library departments and directors for elementary schools only, 66.7 per cent are in the 30,000 to 100,000 class; and of the 6 cities providing centralization through the high school library 80 per cent are in

TABLE XX

*Cities Having Centralized Plan of School Board Administration,  
Showing Form of Organization and Supervision*

City	Organization			Supervision			
	Central library department			Library Supervisor (Director or Coordinator)			
	For System	For Elementary School only	Centralization through High School Library	Full time for system	Full time for Elementary School only	High School Librarian as coordinator	Year position was established
Over 100,000							
Albany, N. Y.	x			x			1920
Columbus, Ohio	x			x			1917
Dayton, Ohio			x			x	1937
Denver, Colo.	x			x			1924
Detroit, Mich.	x			x			1923
Fort Worth, Texas	x			x			1935
Gary, Indiana	x			x			1932
Knoxville, Tenn.	x			x			1935
Long Beach, Cal.	x			x			1922
Los Angeles, Cal.	x			x			1920
Nashville, Tenn.	x			x			1938
Tacoma, Wash.	x			x			1938
Wilmington, Del.	x			x			1930
Yonkers, N. Y.		x			x		1937
50,000 to 100,000							
Dearborn, Mich.							
Fordson District	x			x			1922
Fresno, Cal.		x			x		1923
Jackson, Mich.	x			x			-----
Pasadena, Cal.		x			x		1926
Sacramento, Cal.		x			x		-----
Schenectady, N. Y.		x			x		1931
10,000 to 30,000							
Beverly Hills, Cal.		x			x		1930
Hudson, N. Y.			x			x	1923
Mankato, Minn.			x			x	-----
Salem, Ore.			x			x	1932
Tyler, Texas			x			x	1930
Under 10,000							
Bend, Ore.			x			x	1937
Total	14	6	6	14	6	6	

## SCHOOL LIBRARY SERVICE

TABLE XXI

Total Number of Schools and Number Having Central Libraries,  
1937-1938, in Cities Having Centralized Plan of School Board  
Administration

City	Senior		Junior		Elementary		All Schools	
	Total	Served	Total	Served	Total	Served	Total	Served
Over 100,000								
Albany, N. Y.	3	3	22	2	24	6	29	11
Columbus, Ohio	5	5	11	7	58	16	74	28
Dayton, Ohio	7	7	5	5	38	24	50	36
Denver, Colo.	5	5	10	10	62	20	77	35
Detroit, Mich.	19	19 <sup>a</sup>	20	20	199	102	238	141
Fort Worth, Tex.	9	9	8	8	42	10	59	27
Gary, Ind. <sup>b</sup>	8	8	0	0	13	7	21	15
Knoxville, Tenn.	3	3	6	6	35	6	44	15
Long Beach, Cal.	5	5	6	6	25	25	36	36
Los Angeles, Cal.	41	41	27	27	294	50	362	118
Nashville, Tenn.	4	4	13	10	38	16	55	30
Tacoma, Wash.	2	2	6	5	33	20	41	27
Wilmington, Del.	3	3	4	4	16	9	23	16
Yonkers, N. Y.	5	5	4	4	25	19	34	28
30,000 to 100,000								
Dearborn, Mich.								
Fordson Dist.	1	1	4	4	6	6	11	11
Fresno, Cal.	4	4	5	5	19	0	28	9
Jackson, Mich.	1	1	2	2	14	3	17	66
Pasadena, Cal.	1	1	5	5	22	0	28	6
Sacramento, Cal.	2	2	5	5	18	18	25	25
Schenectady, N. Y.	3	3	5	5	18	8	26	16
10,000 to 30,000								
Beverly Hills, Cal.	1	1	0	0	4	4	5	5
Hudson, N. Y.	1	1	1	1	4	1	6	3
Mankato, Minn.	1	1	2	2	4	4	7	7
Salem, Ore.	1	1	2	2	8	1	11	4
Tyler, Tex.	2	1	2	2	4	4	8	7
Under 10,000								
Bend, Ore.	1 <sup>c</sup>	1	0	0	3	3	4	4
Total	138	137	155	147	1026	382	1319	666

## Note:

- a - One is a library study-hall
- b - Platoon system. No separate high school buildings
- c - Junior and senior high school combined

cities in the 10,000 to 30,000 group. Of the 22 cities reporting the date of establishment of the position of library supervisor, 54.5 per cent report its establishment during or since 1930.

### *Central Libraries*

Of the total number of 1319 schools reported in cities having centralized school board administration, 666, or approximately 50 per cent have central libraries (See Table XXI). Only one library in this group is a library study hall. All senior high schools but one have central libraries; 95 per cent of all junior high schools and 37 per cent of all elementary schools have central libraries. Six cities—Bend, Beverly Hills, Dearborn, Long Beach, Mankato and Sacramento—reported central libraries in all schools. Detroit provided the largest number of central elementary libraries found in any one school system, with 102 platoon libraries, each under the supervision of a professionally trained librarian.

### *Classroom Collections Only*

Schools not served by central libraries are in most instances provided with classroom collections of books by the school board. Pasadena and Fresno provide only classroom libraries in the elementary schools.

In Denver the public library sends classroom collections to elementary schools without central libraries and to all elementary schools with organized libraries if the school is located far from any public library agency, as all central libraries are in platoon schools where books do not circulate but are used for reading during the regularly assigned reading period. Both the school and the public library appropriate funds for classroom libraries. In 1937-38 the school board appropriated \$2,000 and the public library \$965.62. In this same year an average of 27 schools were served. A recently acquired trailer library has taken over some of the schools formerly served with classroom collections.

## SCHOOL LIBRARY SERVICE

TABLE XXII

*Total Number of Schools and Number Having Central Libraries,  
1937-1938, in Cities Having Unit Plan of Library Organization  
Under School Board Administration:*

Cities	Senior		Junior		Elementary		All Schools	
	Total	Served	Total	Served	Total	Served	Total	Served
Over 100,000								
Atlanta, Ga.	5	5	8	7	56	0	69	12
Baltimore, Md.	6	6	12	17	122	60	150	83
Bridgeport, Conn.	3	3	4	4	33	30	40	37
Camden, N. J.	2	2	3	3	33	0	38	5
Cincinnati, Ohio	6	5	6	0	66	3	78	8
Hartford, Conn.	3	3	4	1	21	8	28	12
Houston, Texas	7	7	15	14	65	35	87	56
Indianapolis, Ind.	7	7	0	0	86	2	93	9
Milwaukee, Wis.	12	12	8	8	85	50	105	70
New Haven, Conn.	2	2	4	4	49	0	55	6
Omaha, Nebr.	5	5	1	1	55	16	61	22
Spokane, Wash.	3	3	2	2	40	0	45	5
Toledo, Ohio	5	5	3	3 <sup>a</sup>	48	0	56	8
30,000 to 100,000								
Cedar Rapids, Iowa	4	4	4	4	16	0	24	8
Little Rock, Ark.	2	2	4	4	19 <sup>b</sup>	19	25	25
New Rochelle, N. Y.	1	1	3	3	12 <sup>b</sup>	9	15	13
St. Joseph, Mo.	3	3	3	3 <sup>c</sup>	24	9	30	13
Watertown, N. Y.	1	1	2	2	11	4	14	7
White Plains, N. Y.	1	1	3	3	10	8	14	12
10,000 to 30,000								
Hopewell, Va.	2	2	0	0	4	4	6	6
Shorewood, Wis.	1	1	0	0	2	2	3	3
Texarkana, Ark.	1	1	1	1	6	6	8	8
Under 10,000								
Bronxville, N. Y.	1	1	0	0	1	1	2	2
Lead, S. D.	2	2	1	1	6	0	9	3
Roanoke Rapids, N. C.	1	1	1	0	4	4	6	5
Rock Springs, Wyo.	1	1	1	1	4	2	5	4
Total	87	86	93	86	878	272	1068	442

## Note:

- a - One is a library study-hall  
 b - One junior high school and one elementary school, as separate entities, housed in same building - one library  
 c - Junior high school and senior high school combined. Elementary school in same building.

*Public Library Branches in School Buildings*

Dayton is the only city reporting any considerable number of public library branches in school buildings. This city, which began in 1937 to re-organize school library service under centralized school board control, reports three public library branches in junior high school buildings and six in elementary buildings. Gary has one school library for negroes under public library

TABLE XXIII

*Cities Having Unit Plan of School Library Organization Under School Board Administration, Showing Auxiliary Services Given by Public Library*

Cities	Library service furnished entirely by School Board	Classroom collections from public library in elementary schools	Public Library branches in school building
Over 100,000			
Atlanta, Ga.	x		
Baltimore, Md.	x		
Bridgeport, Conn.	x		
Camden, N. J.	x		
Cincinnati, Ohio			x
Hartford, Conn.	x		
Houston, Tex.	x		
Indianapolis, Ind.	x		
Milwaukee, Wis.		x	x
New Haven, Conn.	x		
Omaha, Nebr.	x		
Spokane, Wash.	x		
Toledo, Ohio		x	x
30,000 to 100,000			
Cedar Rapids, Iowa		x	
Little Rock, Ark.		x	
New Rochelle, N. Y.	x		
St. Joseph, Mo.		x	
Watertown, N. Y.	x		
White Plains, N. Y.	x		
10,000 to 30,000			
Hopewell, Va.	x		
Shorewood, Wis.	x		
Fayetteville, Ark.	x		
Under 10,000			
Bronxville, N. Y.	x		
Lead, S. D.	x		
Roanoke Rapids, N. C.	x		
Rock Springs, Wyo.	x		

administration and Jackson, Michigan, has two such branches in elementary buildings open to the public certain days a week.

### UNIT ORGANIZATION

Twenty-six cities reported school library service under the unit plan of organization, where each library in the school system is organized and administered as a separate entity (See Table XXII). In twenty cities of this group library service is provided entirely by the school; in six cities the public library sends classroom collections to certain elementary schools or maintains public library branches in certain school buildings (See Table XXIII).

TABLE XXIV

*Comparative Percentages of Central Libraries in Cities Under Centralized Plan of School Board Administration, Unit Plan of School Board Administration, and Cooperative Administration*

Type of School Library Administration	PERCENTAGE OF CENTRAL LIBRARIES			
	Senior High School	Junior High School	Elementary	Total
Centralized School Board	.99	.95	.37	.50
Unit Plan School Board	.99	.83	.31	.41
Cooperative Plan Joint P. L. and School Board	1.00	1.00	.37	.48

### *Central Libraries*

A slightly lower percentage of central libraries is found in cities having unit organization of school library service than in those functioning under the centralized plan. Of a total of 1068 schools reported in this group, 444, or approximately 41 per cent have central libraries (See Table XXIV). Only one library of this number is a library-study hall. All senior high schools but one have central libraries; 83% of all junior high schools and 31% of all elementary schools have central libraries.



Six cities—Atlanta, Camden, New Haven, Toledo, Cedar Rapids, and Lead—report no elementary central libraries. Five cities—Little Rock, Hopewell, Shorewood, Texarkana, and Bronxville—report central libraries in all schools.

Table XXIV also shows the percentage of central libraries in all schools under unit organization as compared with the percentage in all schools under the centralized plan. A comparison of all cities under the school board administration with cities in the cooperative group shows a slightly higher percentage of central libraries in cities under cooperative administration than in cities under school board control (See Table XXV).

TABLE XXV

*Comparative Percentages of Central Libraries in Cities Having School Board Administration and in Cities Having Cooperative Administration*

Type of School Library Administration	PERCENTAGE OF CENTRAL LIBRARIES			
	Senior High School	Junior High School	Elementary	Total
School Board	.99	.89	.34	.47
Cooperative	1.00	1.00	.37	.48

### *Classroom Collections Only*

As under centralized school board administration, schools without central libraries are usually provided by the school board with classroom collections of books. In some cities, however, the public library sends collections of books to the school. Milwaukee, Toledo, Cedar Rapids, and St. Joseph report that classroom collections of books from the public library are provided in certain elementary schools.

In Little Rock the school board and the public library make joint provision for collections in elementary schools. This plan is described by the children's librarian of the Little Rock Public Library as follows:

About ten years ago an agreement was made between the Public Library and the city School Board whereby a certain sum of money was

agreed upon, of which the Board and Library each supplied half, to buy books for the School Collection. During the summer months those books remain in the Library in the Children's Department and are circulated as regular library books. About two or three weeks before school begins the books are carded, packed in boxes and sent to the schools where they are in charge of the Teacher-Librarians until returned to the Library in June. These books are distributed by the Children's Librarian, according to the number of grades and the enrollment in each school. The smallest school usually receives about 300 books while the larger ones receive around 1000 each.

There are 15 white and 6 colored schools which receive this service. The collection for the colored schools was begun only last year and is, therefore, very small.

As a part of the agreement the School Board has continued to buy a certain number of books each year, together with supplies for getting them ready for circulation. These books are selected by the English Supervisor of the Elementary Schools and the Children's Librarian. All of the books are accessioned, cataloged, etc. by the Library and the records are kept in the Children's Department.

During the summer, the mending and rebinding of this collection is done by the Mending Department of this Library and at the expense of the Library.

### *Public Library Branches in School Buildings*

Three cities in this group report the maintenance of public library branches in school buildings. In Milwaukee nine branches of the public library are housed in elementary school buildings. The Cincinnati Public Library has two branches in junior high school buildings, and in Toledo several elementary schools, chiefly on the outskirts of the city, have public library branches open to the public certain days a week.

In Indianapolis all library service is directly under the administration of the Board of Education which appoints a director or supervisor of all public libraries. However, this supervisor has no jurisdiction over libraries that are established within the schools unless the school libraries are used as neighborhood libraries. In four of the high schools of the city libraries are distinct and separate from the public library system and have a member of the faculty as the librarian. In two of the high schools of the city the libraries are under the joint supervision of the school and the supervisor of the public library. These two

libraries are used for school and neighborhood purposes. This same procedure is carried out in two of the large colored grade schools in the city. In all other grade schools the libraries are voluntary and are supported by local Parent-Teachers' Associations.

### *Cost of School Library Service Under School Board Administration*

Little uniformity exists in school library financing as methods of budgeting and bookkeeping do not always include the library as a separate department. The fund designated in many schools as the library appropriation is the book fund. It is on the basis of this fund that comparative figures were gathered in this study of the amount spent for library books. Nine cities under unit organization and 16 cities under centralized organization reported both total school enrollment and expenditures, 1937-38, for library books, exclusive of text books (See Table XXVI).

The lowest amount spent for books under unit organization was 4 cents in Atlanta; the highest, 85.3 cents in Shorewood. The average per pupil expenditure for books in cities in this group was 34.7 cents.

TABLE XXVI

*List of 9 Cities Having Unit Plan of School Board Administration Showing, for Year 1937-38, School Enrollment, Amount Spent for Library Books, Amount Spent Per Pupil Enrolled, and Group Average*

City	Total school enrollment	Amount spent for books	Amount spent per pupil enrolled
Atlanta, Ga.	50,333	\$ 2,050.00	\$ .04
Baltimore, Md.	125,804	10,406.84	.082
Bridgeport, Conn.	23,827	2,678.54	.112
Hartford, Conn.	26,174	6,000.00	.229
Houston, Tex.	52,518	23,000.00	.456
Lead, S. D.	1,670	1,500.00	.778
New Rochelle, N. Y.	9,658	6,445.00	.667
Omaha, Nebr.	38,433	5,275.00	.137
Shorewood, Wis.	2,613	2,400.00	.853

Av. \$ .347

Under centralized administration (See Table XXVII) the lowest amount spent was 28.6 cents in Columbus, Ohio; the highest amount, \$2,258 in Beverley Hills. Six cities in this group of 16 spent over 75 cents per pupil. The average per pupil expenditure for books in all cities in this group was 76.7 cents. These figures show that cities reporting under centralized administration spent an average of approximately 42 cents more per pupil for books than did cities reporting under unit organization.

TABLE XXVII

*List of 16 Cities Having Centralized School Board Administration Showing, for Year 1937-8, School Enrollment, Amount Spent for Library Books, Amount Spent per Pupil Enrolled, and Group Average*

City	Total school enrollment	Amount spent for books	Amount spent per pupil enrolled
Bend, Ore.	2,050	\$ 1,525.00	\$ .74
Beverly Hills, Cal.	2,380	12,934.00	2,258 <sup>17</sup>
Columbus, Ohio	35,081	12,916.02	.286
Dearborn, Mich.	9,387	5,250.00	.344
Fordson District			
Denver, Colo.	49,381	27,900.00	.56
Fort Worth, Tex.	37,092	17,079.00	.46
Fresno, Cal.	10,496	17,000.00	1.63
Hudson, N. Y.	2,600	2,500.00	.96
Knoxville, Tenn.	21,526	10,000.00	.46
Los Angeles, Cal.	246,104	230,290.00	.94
Long Beach, Cal.	25,945	18,071.00	.695
Mankato, Minn.	2,548	1,270.00	.458
Pasadena, Cal.	16,428	13,550.00	.824
Rock Springs, Wyo.	2,390	1,800.00	.753
Salem, Ore.	5,900	2,850.00	.483
Yonkers, N. Y.	22,973	10,630.00	.419

Av. .767

#### AN ANALYSIS OF SCHOOL LIBRARY SERVICE PROGRAMS IN CERTAIN CITIES UNDER SCHOOL BOARD ADMINISTRATION

The task of selecting certain cities for a more detailed analysis was made difficult by the fact that many cities under school board administration are providing today effective well-

<sup>17</sup> This large expenditure is due, in part, to the fact that the high school has only belonged to the school district since 1935 and the board has been faced with the necessity of establishing a complete high school library.

supported programs of library service integrated with the curriculum.

As this study, however, is concerned primarily with school library service from the standpoint of educational administration and its aim is to present a broad picture of important current administrative practices in the provision of this service, cities were included which seemed to be representative of various forms of school library organization and to present pictures of exceptionally well-rounded library service programs.

The school library systems chosen for description are Los Angeles, Detroit, Gary, Wilmington, Long Beach, and Dearborn. Sacramento, Pasadena, Beverly Hills, Fresno, Yonkers, and Schenectady are considered as examples of cities having a centralized department in elementary schools. Bend is described as an example of centralized administration through the high school library. Houston, New Rochelle, and Shorewood are included as examples of the unit plan of school board administration.

### *Los Angeles, California*<sup>18</sup>

School library service in Los Angeles (population 1,238,048) is under the administration of the Board of Education. The Division of Library and Text Book Activities is a unit for the administration of the free textbooks in the high schools and for the centralized supervision of the junior and senior high school libraries, which includes school library planning, equipment, book budget, book selection, and cataloging. A Director of the Division is in charge of the work. The chief duties performed personally by the Director are:<sup>19</sup>

- (1) Preparation of the budget estimates for the elementary, high school, and junior college districts, and the budgets for high school textbooks and bookbinding.

<sup>18</sup> Los Angeles Board of Education, *The School Library System of Los Angeles: a Symposium Prepared by the Librarians*, 1933. (Miscellaneous Publication #235).

Los Angeles City Schools, *Books in the Los Angeles High Schools*, 1940. (School Publication #346).

<sup>19</sup> Osman R. Hull and Willard S. Ford, *Survey of the Los Angeles City Schools*, Los Angeles City School District, 1934, p. 115.

- (2) Preparation and approval of library book orders for the elementary and high schools.
- (3) Conferences on book selection with members of the instructional staff.
- (4) Additional routine duties with respect to correspondence, final signature of requisitions, invoices, and purchase orders. He is aided in this work by an extensive staff.

According to the report for the school year 1936-37, there were over one and a half million library books in the schools: <sup>20</sup>

	Number of Books	Pupils
Elementary Schools . . . . .	1,199,361	156,307
High Schools . . . . .	432,554	106,994

#### THE DEVELOPMENT OF LIBRARY SERVICE

The growth of school libraries in the Los Angeles system is interesting since it is indicative of a change which has taken place in practically every school system in the country.

When in 1891 the Los Angeles High School building on Fort Hill was opened to students a new feature in school architecture appeared: a large, well-lighted room designed for a library. In January, 1903, another important step was the appointment of a trained librarian:

This appointment was more or less of an experiment and the librarian's duties included some of those of secretary to the principal. Upon entering her new domain she was confronted by a few locked bookcases in the largest study room of the school. Although dignified by the name Library, some sixty or more stationary classroom desks filled most of the floor space. The librarian had no precedence to guide her—likewise none to hinder!

Gradually development and changes came about, for farsighted teachers who recognized books as tools as well as sources of inspiration worked with and encouraged the librarian. The principal convinced other school officials of the value and need of such an educational instrument as the library in the school, an inseparable part of it, indeed; therefore financial support was forthcoming. The wise and progressive policy thus established has been continued through successive administra-

<sup>20</sup> Los Angeles Board of Education. *Your Children and Their Schools*, 1936-37. p. 20.

tions, so that the study room in one high school, with a few books kept carefully free from dust behind glass doors (and also from students), has given place during the years to modern, well stocked libraries in all the junior and senior high schools, administered by trained librarians. The present-day library is centrally located in the high school plant, usually occupying three or four rooms; a large reading room, a work room, and an office. Newer schools also boast of similar rooms, where instruction in use of books and libraries may be given, and where teachers may take classes for special demonstration of materials for themes. Well lighted and attractively decorated, with book-lined walls and furniture designed for beauty as well as convenience, these libraries accommodate about five per cent of the student body each period. Card catalog, filing cases, Reader's Guide stand, bound magazine and reference shelves are not only supplied, but much used by busy pupils who come to the library, not to study text books, but for definite reference work, or to read books and magazines. At the loan desk, pupil helpers, members of the prevocational library class, assist with the work. Others put away books, revise shelves, or prepare new books and magazines for circulation. . . . Bulletin boards with interesting and timely displays, show-cases, and new-book racks are all designed to create and improve reading. These libraries are usually filled to capacity each period of the day, while noon-time and the hours before and after school see little change in numbers. Reading, borrowing, and returning books continues until closing time.<sup>21</sup>

The 1903 experiment in the first Los Angeles high school has become the indispensable workshop today of 67 junior and senior high schools.

#### CENTRALIZED BOOK PURCHASING AND CATALOGING

Since 1927, a central cataloging staff has been maintained by the Division of Library and Textbook Activities to catalog new books as they are received for the libraries. The librarian in each school makes up her own book requisitions which are sent to this Division semi-annually. There is no prescribed list from which books must be ordered. Freedom in the selection of books adapted to the needs of each school is the ideal.

The Library Advisory Committee, composed of members of the Board of Education, the director of the Division, and representative librarians from the junior and senior high schools,

<sup>21</sup> Los Angeles Board of Education, *Library and Textbook Activities; Prepared for Teachers and Visitors*, 1931.

approves each requisition before the Business Department places the purchase orders. The books are purchased from the Library Fund which is apportioned by rule to each of the schools. This fund is administered by the director of the Division. The Division receives all books ordered from library appropriations and the central cataloging staff performs all routine procedures in invoicing, classifying, cataloging, and other branches of work necessary in preparing books for circulation. Weekly delivery of books is made to each school through the Shipping Department which also serves other Divisions of the Los Angeles Board of Education.

Los Angeles believes that centralized cataloging,<sup>22</sup> which was established as an aid to the librarian, has become a time-saver to the system.

The problems of reference work, supervision, book ordering, etc., which increase with the growth of the school, make it no longer practicable for the trained librarian to spend her time in the more technical aspects of her duties. Much clerical work is unnecessarily duplicated when each librarian in the system individually catalogs the same book ordered by other librarians. . . . Centralized cataloging insures more uniform and complete analysis of certain groups of books than the individual librarian can do without a vast amount of overtime in her school. Reference books and equipment for the work of thorough cataloging are expensive. If duplicated in each librarian's office they represent unnecessary expenditure. Uniform cataloging for all schools in the city makes the work of finding the available material simpler for the pupil, teacher and librarian in case of transfer from one school to another. A substitute librarian can go into an entirely new library and take up the work there without appreciable loss of time or effort in adjustment.<sup>23</sup>

At the present time 41 senior high schools and 27 junior high schools serve 105,540 students and 4,904 teachers. The average number of books in each senior high school is 7,000 and in each junior high school library 5,000.

<sup>22</sup> Florence B. Thorne, Coordination of Cataloging in a Large City School System, *Wilson Bulletin*, Vol. 9, March, 1935. p. 361-2.

<sup>23</sup> Los Angeles Board of Education, *The School Library System of Los Angeles*, p. 26.



ELEMENTARY SCHOOL LIBRARY SERVICE <sup>24</sup>

The Los Angeles City School Library serves by means of classroom collections 294 elementary schools, with an enrollment of 140,964 pupils and 9,200 teachers. The average number of books in each classroom collection is 150. Included in this group are books not only for class reference but also for free reading:

Books which are not basic references but which give a richer background to history or bring an awareness of beauty in literature; books which are fun; books which are establishing habits of leisure reading—a whole world in miniature for the questing child.

In every elementary classroom there is a table for these books, and book shelves made by the boys in their Sloyd work. Some call the collection "Browsing Table Books," and others use the phrase "Reading for Joy," and make it the most attractive spot in the room. Here the understanding teacher provides for the different abilities and wide tastes of the individual children. For the slow child, books which are a grade easier; for the non-reader, perhaps practical books of modern inventions with many pictures; a volume of whimsical poetry for the quiet girl; and grandly illustrated for the delight of someone with clean hands.

A travelling school librarian visits every type of school. . . . When she visits the teachers and the children in the classroom, requests for books come thick and fast—so much so that the next day she does not travel at all. Back she comes to the library, hurrying to take care of the multitudinous reference questions and select the books involved before the delivery truck leaves for that district.

The travelling librarian makes every effort to keep her service to the schools personal, to know the names of the teachers she is working with, to have them know her; and since her visits to the school are of necessity infrequent, teachers are urged to follow them up with notes, telephone calls, and Saturday morning visits to the library for additional books as they are needed. Teachers from the nearby schools come in frequently to exchange books and to see the new things.<sup>25</sup>

In addition to the classroom collections in every school there are about fifty schools experimenting with library rooms. . . . These library rooms have been secured only after the earnest solicitation of the principal, who foresees the possibilities for enriched reading in a library room where the children may come by classes, for one or more periods a week, to browse about and become acquainted with new book treasures, as well as to secure new reference material pertaining to their social studies. . . . The development of these rooms provides opportunity for

<sup>24</sup> Jasmine Britton, *Books in the Los Angeles Elementary Schools*, *Library Journal*, Vol. 56, September 15, 1931, p. 739-42.

<sup>25</sup> Los Angeles Board of Education, *Library and Textbook Activities*, p. 5-7.

happily reading books in a library atmosphere, and frequently makes over a non-reader into an enthusiastic user of the public library. Experience is given the children in the management of the library shelving, arranging and charging books, and in self discipline.<sup>26</sup>

Before the children leave the sixth grade for junior high school, there are four objectives which the school library is trying to realize: first, that children enjoy reading; second, that children have judgment in selecting worthwhile books; third, that children have the ability to use factual books; and fourth, that children have formed the habit of using the Public Library.

The achievement of this fourth objective is aided and abetted by a strong program of public library service to elementary schools both in branch libraries and through classroom visits. The children's librarians of the Public Library have strengthened immeasurably the teachers' efforts in introducing children to books and have enlarged the horizon of the children beyond the school to this other agency in the community, by having classes visit the Public Library from the third grade on, for appreciation hours and for definite instruction in using books. For the outlying schools not near a public library branch the School Library sends a traveling librarian to help these teachers and children to use books to the best advantage. An extensive cooperative program has been worked out.<sup>27</sup>

The library instruction program is continued in the junior and senior high schools. Work habits, use of books, reference skills, and study skills have been worked out for grades seven to nine<sup>28</sup> as a basic program with these skills elaborated upon and perfected in the senior high school:

In each year of school, and in fact, throughout life, there is constant repetition of the skills already acquired, with the addition of new activities. These objectives are set up for the junior high schools, and

<sup>26</sup> Los Angeles Board of Education, *The School System of Los Angeles*, p. 151.

<sup>27</sup> Los Angeles Public Library, Department of Work With Children, *Public Library Service to Elementary Schools*, 1926.

<sup>28</sup> Los Angeles City Schools, *Road Maps and Treasure Hunts; Lessons in the Use of the Library for Junior and Senior High Schools*, 1940. (School Publication #345).

in the senior high school there is still repetition of the basic experiences, which have become habits. There is also amplification and flexibility as the broadening field demands. This means growth on the part of the individual and a constant challenge to librarian and teacher to make effective use of the library.<sup>29</sup>

#### JUNIOR AND SENIOR HIGH SCHOOL LIBRARIES

Libraries are found in sixty-seven junior and senior high schools where a realization of the possibilities in the school library exists through a recognition of the contribution it may make to the curriculum and life of the individual school. A recent (1940) publication described the work of the school libraries in the school program,<sup>30</sup> with contributions from principals, teachers, and librarians.

#### COST OF SERVICE

According to statistics submitted, Los Angeles in 1937-38 spent \$1.32 per pupil in the junior and senior high schools for library books, exclusive of text books. For elementary school library service, \$ .64 per pupil was expended for library books, exclusive of text books.

#### BUDGET

Concerning a budget for school library service Britton<sup>31</sup> says:

In the Los Angeles schools, one sub-division of the budget is the appropriation dealing with the Library and Text Book Section, which in turn allocates the amount to each school, based on the average daily attendance the previous year. Small schools with an enrollment under 500 are given an additional amount to provide for their basic needs. . . .

The planning of the budget has many practical values. It aids in keeping the principal and superintendent informed of the needs and plans of the school library. It gives the school official a terse analysis of administrative details. It gives an overview of the entire library situation which, in its business-like presentation, is an invaluable aid to adequate maintenance of the library. The library appropriation is con-

<sup>29</sup> *Ibid*, p. 9.

<sup>30</sup> Los Angeles City Schools, *Books in the Los Angeles High Schools*, 1940. (School Publication #346).

<sup>31</sup> Jasmine Britton, *An Initial Budget for a High School Library*, *American Library Association Bulletin*, Vol. 32, July, 1938, p. 445-8.

sidered simultaneously with other items in the budget and for this reason is not neglected.

The librarian is also helped by the annual preparation of the budget. Its preparation makes for critical analysis and evaluation of each item to be included. It calls for conferences with the faculty. It gives opportunity for considering new phases of educational requirements and trends for the year ahead. At this time, the faculty considers recent titles to be purchased and used in place of assignments in old books of a decade past. The planning of the budget stimulates interest among the faculty and cooperation in maintaining balanced appropriations for each department so that a few enthusiasts do not monopolize the entire book fund. A budget based on the average daily attendance the previous year aids in administering the school library economically and effectively and provides for sound expansion as the enrollment increases.<sup>32</sup>

In September, 1937, Los Angeles opened seven new high schools and new theories in regard to budget appropriations were tested. According to these new theories the library book appropriation for new junior or senior high schools is \$3,000 for the first year and \$2,000 for the second year. After that, junior high schools with an average daily attendance under 1,000 receive annually \$750 for library purposes. If the students number more than 1,000, \$.75 is added for each pupil with a maximum of \$1,200 annually. Each high school with more than an average daily attendance of 500 receives \$1,000. With a daily attendance of more than 1,500 they receive \$.75 per pupil, with a maximum of \$1800. \$30 was spent for pamphlets for each junior high school and \$50 for each senior high school. For the magazines in the library 15 per cent of the normal appropriation was assigned. For magazines in sets of 5 to 20 copies, to be used in the classroom, 10 cents per average daily attendance was given.

#### PERSONNEL

School librarians have the same status as faculty members. Their salary follows the schedule for other members of the educational staff of equal training and experience.

<sup>32</sup> *Ibid.*, p. 445.

*Detroit, Michigan*<sup>33</sup>

In 1923, the Detroit (population 1,586,662) Public Schools established a central library department under the direction of a library supervisor and since that date school library service has been greatly expanded and improved. In 1937-38 central libraries were maintained in 39 junior and senior high schools and in 102 platoon schools, each under the direction of professionally trained librarians.

## PLATOON SCHOOL LIBRARIES (ELEMENTARY SCHOOLS)

The platoon school libraries provide basic training in the use of books and libraries. Their aim is to establish through definite instruction the ability to use all parts of a book, special reference books as applied to definite needs, skill in using the card catalog and periodical indexes and in locating material in school and public libraries.<sup>34</sup> The administration has always believed that a child in the platoon school library should have formed the habit of reading in leisure time, the use of tools of information in study, the habit of social behavior in libraries and the habit of responsibility in the use of materials. Books in platoon libraries circulate for home use whenever the collection is large enough. The average number of books in platoon libraries in 1937-38 was 1636.

## JUNIOR AND SENIOR HIGH SCHOOL LIBRARIES

In the junior and high school, service is given to all students and faculty. The book collection, however, is entirely for the students, as a central professional library for teachers is maintained elsewhere. There is heavy circulation of books for home use. The book collections average 4490 in the senior high schools and 3734 in junior high schools. The program in both

<sup>33</sup> Marion Lovis, Supervision of School Libraries—Detroit, *Library Journal* Vol. 53, February 1, 1928. p. 123-5. Same in American Library Association, *School Library Yearbook* No. 2, 1928, p. 108-16.

<sup>34</sup> Detroit Board of Education, *Library Handbook for Boys and Girls of the Intermediate Schools*, 1938. (Publication #261).

schools includes instruction in the use of the library, reference and reading guidance.

#### BOOK SELECTION AND PURCHASE <sup>35</sup>

The preparation of the purchase list is a cooperative effort of many librarians. A group of five librarians from each of the three school levels, primary, intermediate, and high school, with the members of the Supervisory Department, constitute what is called the Books-of-the-Year Committee. The committees meet frequently to examine and discuss publishers' samples. Every librarian in the school system and any interested teachers may submit requests for books to be considered by this committee.

For older titles the standard school library book lists are used by each individual librarian selecting according to the needs of her specific clientele. The order lists of each new librarian are checked by a member of the Department of School libraries.

The final order list is sent to the Purchasing Department of the Board of Education which obtains bids from publishers and jobbers.

#### PERSONNEL

School librarians have both college and library school degrees. They have the status of faculty members with salaries following the school schedule for other members of the instructional staff of equal training and experience. The College of Education of Wayne University, the teacher-education institution under the control of the Detroit Board of Education, offers undergraduate courses for elementary school librarians and graduate courses for secondary school librarians, designed specifically for service in the Detroit system.

<sup>35</sup> Lois T. Place and Dorotha Dawson, *Buying Children's Books: A Symposium*, Part VI. *Library Journal*, Vol. 64. June 1, 1939, p. 455-7.

*Gary, Indiana*<sup>36</sup>

School library service in Gary, Indiana (population 100,426) is under school board control, with the exception of one colored branch which is under the administration of the public library, the librarian's salary, however, being paid by the Board of Education. This is the one surviving case of cooperative administration under which all school library service in Gary formerly operated.

## THE SCHOOL PROGRAM

Until 1933 the director of libraries, who is also director of English, actually supervised routine matters. In 1933 an assistant to the director was appointed, who is now in charge of school libraries as well as librarian of the Adult Library, which serves the Gary Junior College and which in addition serves all school libraries. In this centralized department are two clerks and a central cataloger for all libraries.

Each librarian is, however, in reality, head of her library. With the assistance of teachers who are encouraged to make suggestions for purchase, she makes out her own book order. She plans, too, her own exhibits and displays and works out in her own way means of promoting reading and making reference books known and used. The amount and type of instruction in the use of the library is left largely in her hands, so that she may adjust this matter to the building schedule, previous instruction the children may have received and the reference collection.

Individual librarians are also responsible for considerable technical work.<sup>37</sup> Although books are purchased, received and cataloged in the central office, some routine technical work as

<sup>36</sup> For descriptions see Velma R. Shaffer, *Centralization, Platoon School*, Vol. 10, February, 1936, p. 21-7.

Margaret Southwick, *School Library Work in Gary, Platoon School*, Vol. 10, February, 1936, p. 3-12.

Velma R. Shaffer and Margaret Southwick, *Gary School Libraries*. Horace Mann Print Shop, June, 1938.

<sup>37</sup> Velma R. Shaffer, *Library Manual for Gary Public School Libraries*, Part I: Administration, *Platoon School*, Vol. 9, December, 1937.

well as all the mechanical work connected with book preparation is done by individual librarians in each school library work room. Reports and records must also be kept of circulation, supplies, and information for monthly and State reports.

Monthly supervisory meetings are held to provide opportunity for the assistant to the director and individual school librarians to meet together for group discussions.

In Gary schools there are two types of libraries, the elementary reading room and the senior reference room. Since these libraries have been organized in buildings for which no libraries were planned, it has been necessary to install special equipment in ordinary classrooms from which desks and blackboards have been removed. Additional space for high school libraries has been obtained by combining two rooms, usually by making an archway between them. In one of these rooms half the space is made into a work room for the librarian and half is given to the housing of special collections—fiction, magazines, college catalogues and fine editions.

#### ELEMENTARY SCHOOL LIBRARIES

In Gary's platoon schools, children are scheduled to the library as they are scheduled to any other class—readers and non-readers alike. Two ways of scheduling children to the elementary library are used. In some schools children are scheduled for a period of five weeks each semester, going to the library every day at the same hour. In a few libraries children are scheduled for one day a week throughout a semester or a year, going to gymnasium and music the other days of the week at the same hour.

The chief activity in the elementary library is free reading. Librarians study the reading interests of the pupils and do all they can to provide reading material on the appropriate emotional and intellectual level. The specific requirements of a free reading program are the same as those for any recreational program whether in physical education, art appreciation, or music appreciation: first, the reading should answer a



felt need; second, it should extend knowledge, power, sympathy, and imagination; third, it should equip children to make wider and happier social adaptations; and fourth, it should give enjoyment. . . .<sup>38</sup>

There are informal book conversations and book discussions, oral reports, dramatizations and readings of selected passages. Some instruction is given in the use of the library and of books. It is introduced at short periods as it appears that pupils are ready for it or need it. Class instruction is reinforced later by individual instruction when it is seen that certain children need further help. There are always a few children in the elementary library busy doing reference work for some classroom or individual project.

Books in elementary libraries do not ordinarily circulate because collections are too small and because public library branches are convenient to most schools. Children are encouraged to take out public library cards and to look upon the library as the main source of recreational reading material.

#### SENIOR REFERENCE LIBRARIES

In the senior library the main responsibility of the librarian is to develop the ability to use books as study tools. The senior reference room opens off the study-hall and is considered a part of the study hall. Pupils are scheduled to the senior reference room for study purposes and the material provided is material which is used to supplement the assignments made in the classrooms. The only fiction is standard fiction and fiction requested by the history and English teachers for use in connection with their work.

Some instruction in the use of books and libraries is given in the senior rooms, but there is no course of study, and the instruction, being individual, is given when it is seen that a pupil needs it in order to carry forward his studies. Units on the use of the library are found in both the ninth and tenth grade composition texts used in English classes and are taught by English teachers. The English class is sometimes brought

<sup>38</sup> Margaret Southwick, *School Library Work in Gary, Platoon School*, Vol. 10, February, 1936, p. 6-7. See also Margaret Maecker, *Elementary School Library, Platoon School*, Vol. 14, March, 1940, p. 22-4.

to the library for part of this instruction; sometimes the librarian is invited to the classroom. Classes from any department may come to the library for special instruction upon request.<sup>39</sup>

Books in senior libraries may be taken out over night and over week-ends. Fiction may be kept out one week.

#### THE BOOK COLLECTIONS

The size of the book collections in the elementary school libraries range from 1178 to 3732. The library with 3732 volumes serves a school of 1074 pupils, in grades 3 through 8. The number scheduled per day is approximately 250. The size of senior libraries varies from 2225 to 3516. The book collections at Gary are small, room space is small, but books are well weeded and collections rate high in selection and up-to-date material. A few years ago, one Gary school library ranked first in a University of Chicago survey on reference book selection.

#### CENTRALIZED CATALOGING

The necessity for central cataloging in Gary lies in the fact that in addition to the great amount of technical and mechanical work as well as reference work, librarians have scheduled classes six hours a day in the library, which load equals the classroom teacher's load. This leaves no time for cataloging.

Of 7703 books cataloged (Central Department records from school years 1935 through December 1937), 5529 were duplicates. Without the Central department, thirteen different librarians would have to catalog each of their books. From these figures it can be seen that almost three-fourths of the total cataloging time can be saved by duplication of cards centrally.<sup>40</sup>

#### COST OF SERVICE

The library appropriation in Gary is determined by the number of pupils scheduled to the library. In high schools the amount is one dollar per pupil per year; in grades fifty cents

<sup>39</sup> *Ibid.*, p. 8.

<sup>40</sup> Shaffer and Southwick, *op. cit.*, p. 14.

per pupil, or sixty-six cents where the need is great. In grade schools enrollments are figured beginning with the third grade. Children below the third grade are not ordinarily scheduled to the library.

For the school year 1937-38 the total school budget at Gary was \$2,230,194.15; the library budget, excluding library personnel, was \$9,684; and the library personnel budget, including fifteen full time librarians for ten months and fifteen one-half day Saturday librarians, amounted to \$19,837.47. The average yearly expenditure for books during the past three years amounts to \$4,534.

The average cost per year of maintaining the Central Department is \$280.87 for equipment and supplies plus \$48.45 (average) for catalog cards, a total of \$319.32, plus the salary of one cataloger and one clerk.<sup>41</sup>

#### PERSONNEL

Librarians in Gary are considered regular members of the educational staff and have teacher status. Since librarians are on the same salary schedule as other teachers, it is expected that they will have equal qualifications. To meet the state license requirements high school librarians must have an A. B. degree, a major (24 hours) in Library Science, a major in some other subject, and fifteen hours in education including practice teaching. In addition to this, Gary requires two years of successful experience of all high school applicants. For grade librarians the A. B. degree and the experience are not required but for them as for high school librarians both teacher and library training are required.

#### AN UNUSUAL FEATURE

Gary's schools are unique in that all are platoon schools. There are no separate high schools. Eight of the twenty-one buildings have grades 1-12 inclusive. In these eight buildings there are thirteen libraries, as some buildings have both ele-

<sup>41</sup> *Ibid.*, p. 15.

mentary and senior libraries. Eleven other buildings have classroom collections only. The remaining two elementary buildings have central libraries but no librarian in charge. Other provisions are being made for service.

This system is an outstanding example of centralized administration of platoon school libraries.

### *Wilmington, Delaware*<sup>42</sup>

Wilmington, Delaware, (population 106,597) is another city with school library service under school board control. Since 1930, a school library supervisor, called Supervisor of the Department of Libraries and Visual Education, has been in charge of this work.

Each of the three senior high schools and the four junior high schools have central libraries in charge of trained librarians. Nine of the sixteen elementary schools have central libraries, seven of which are in charge of trained librarians or teacher-librarians. The remaining seven elementary schools have classroom collections only. All schools with central libraries also have classroom collections. The total number of books in the three central senior high school libraries is 12,445; the total number in the four junior high school libraries is 10,491; and in the nine central elementary libraries the total number is 15,438. Classroom collections vary in size from 150 in the senior high school to 100 in the junior high school and 60 in the grades. These libraries serve 3814 pupils in the senior high school, 4214 in the junior high school, and 8117 in the elementary school, and a total of 249 teachers.

#### LIBRARY PROGRAM

The whole program in Wilmington evolves around classroom requirements. This, of course, includes provision for leisure reading. The program in the elementary school includes recrea-

<sup>42</sup> See organization chart in Lucile F. Fargo, *The Library in the School*, 3d ed., Chicago, American Library Association, 1939. p. 446.

tional reading, appreciation periods, teaching the use of the library, and reference work answering classroom requirements.<sup>43</sup> In the junior high school there is also provision for recreational reading, further instruction in the use of the library and additional reference work. The program for the senior high school is the same except that the reference work and library instruction are particularly adapted to high school needs.

#### COST OF SERVICE

No data were given for the cost of service except that approximately three-fourths of the total library budget, excluding salaries, is spent for books.

#### PERSONNEL

Twelve full-time librarians, three full-time teacher-librarians, and one half-time librarian are employed by the school board. School librarians have the same status as other faculty members. The librarians' salary schedule follows the school schedule for other members of the educational staff of equal training and experience. To be appointed a school librarian in the Wilmington schools one must be a college graduate followed by graduation from an accredited library school.

#### *Long Beach, California*

Long Beach (population 142,032) provides centralized school board control of school library service with a school library supervisor in charge of the work.

Every building, including five senior high schools, six junior high schools and twenty-five elementary schools have central libraries, the book collections remaining in each building instead of being circulated through a central depository. Book collections vary in size from 2298 to 21,142 in the senior high schools, 2881 to 9735 in junior high schools, and 685 to 3213 in the elementary

<sup>43</sup> Discussion in Margaret M. Ross, *Elementary School Library; Its Present and Future*, *Pennsylvania Library Notes*, Vol. 14, April, 1934, p. 113-18.

schools. These libraries are served by twenty-nine full-time librarians. In two small elementary schools in remote districts having no school librarian, the Board of Education and Public Library Board have a temporary agreement whereby the Board of Education furnishes the library room and a small collection of books and the Public library furnishes adult books and the services of the librarian once a week. In all 24,885 pupils and 850 teachers are served through this network of school libraries.

#### ELEMENTARY SCHOOL LIBRARIES

Classes are scheduled regularly in the library for independent reading, remedial reading, and research. Children are permitted to come to the library individually from class as need for information arises. The library is open one half hour before and after school and at noon each day for free use, reading, and securing circulating books for home use. Guidance is given in the use of books and libraries. The librarian teaches appreciation lessons, including reading aloud and story telling. A staff of full-time professionally trained children's librarians is maintained in elementary school libraries.

#### JUNIOR AND SENIOR HIGH SCHOOL LIBRARIES

Teachers sign weekly schedules if they wish to bring classes as a whole to the library for reading or research. The limitation of seating capacity makes this necessary.

Most of the junior high schools have a library classroom to which a teacher may bring her class if she wishes to feel free to carry on discussion which would not be possible in the main library room.

Collections of books on special topics are circulated to the classrooms for periods of time as needed by the teacher.

Teachers may send pupils to the library freely during the day for research or free reading. Books are circulated for home reading and over night use. The library is open before and after school for free use. Guidance is offered in use of books and libraries. Guidance is also given in reading and appreciation.

## COST OF SERVICE

In 1937-38, Long Beach spent for books eighty-three cents per pupil enrolled.

## PERSONNEL

School librarians employed by the Board of Education have the status of faculty members and their salary follows the school schedule for other members of the educational staff of equal training and experience.

*Dearborn, Michigan—Fordson District*

The Fordson District (population 50,358) of Dearborn, Michigan is another school system with a centralized school library department in charge of a Director of School Libraries. Central libraries are provided in all buildings, including one senior high school, four junior high schools, and six elementary schools. These libraries are served by eight full-time librarians, eight part-time librarians, one full-time cataloger for the system,<sup>44</sup> and one full-time Director. The senior high school library contains 15,000 volumes, each of the junior high schools an average of 7,000 volumes, and each elementary school an average of 4,000 volumes.

## UNUSUAL FEATURE OF SENIOR HIGH SCHOOL SERVICE

Besides serving the high school students during the regular school hours, the high school library is open to high school students, night school students and the public two nights a week. At the present time there is a public library in West Dearborn and a branch in East Dearborn. Before these were established, however, the Fordson high school library was open to the public. Owing to the demand for industrial and vocational material the high school attempted to fill community needs. An industrial unit in the school and the unusual collection of industrial reading matter in the library made the school a source of supply for many people. The school librarians were accus-

<sup>44</sup> Work described in Josephine A. Smith, *Centralized Cataloging for School Libraries*, *Michigan Librarian*, Vol. 3, October, 1937, p. 5-7.

tomed to the kind of material and service people wanted, and so in spite of the coming of the public library the board of education voted to keep the high school library open to the public. This public service is not, however, restricted to industrial material. Books may be drawn for home use just as they are drawn from the public library. A Conference Room in the high school, containing a professional library, is for the use of the entire faculty and books may be called for by telephone or in person on the evenings the library is open. An active telephone service is established between the high school library and all other school libraries for any questions, reference work or materials needed from the high school libraries.

#### COST OF SERVICE

In 1937-38, the Fordson District spent approximately 35 cents per pupil for books.

#### PERSONNEL

All librarians in the senior high school have master's degrees. Nearly all librarians in the junior high school libraries have master's degrees. Librarians in the elementary schools have bachelor's degrees and teacher's certificates.

#### CENTRALIZED DEPARTMENT IN ELEMENTARY SCHOOLS

Six cities—Sacramento, Fresno, Beverly Hills, Pasadena, Schenectady, and Yonkers—are providing centralized-elementary library departments, with directors and comprehensive programs of library instruction in all elementary schools. Junior and senior high school libraries in this group of cities are in charge of trained librarians and function as separate entities. In this group of cities Sacramento is providing an outstanding program.

#### *Sacramento, California*

The Assistant Superintendent of Schools of Sacramento (population 93,750) has direct charge of all school libraries in



the city school system. The librarian of the Professional Library, working under his direction, has supervision of the eighteen elementary school libraries, as well as the five junior high school libraries. In the elementary field, this work consists of directing the work of the school libraries, assistant principals and librarians with their book orders, assembling all book orders into a central book order, distributing all books including supplementary textbooks to the schools and complete cataloging of all books sent to the schools. The Professional Librarian is a member of the Elementary Library Curriculum Committee, which in 1936 produced the Graded Book List for Elementary School Libraries and its revision in 1938,<sup>45</sup> and a revision of the Manual for School Libraries in 1939.<sup>46</sup> The Central Professional Library serves as a depository for professional literature and sample texts, and circulates books, magazines, and other library material to teachers and to schools. It serves as the working laboratory for curriculum committees.

In the junior high school field the work is mostly concerned with assisting librarians and principals with school library problems, and the Librarian of the Professional Library is a member of the Junior High School Curriculum Committee, one of whose functions is to review and pass upon all books ordered by the junior high schools.

#### CENTRAL LIBRARIES

Central library rooms are provided in all elementary buildings, in order that children may have a true library experience in a library atmosphere. Also the administration believes that it is more economical to have books in a central library where many children can use the same books during the day.

<sup>45</sup> Sacramento City School Department, *Graded Book List for Elementary School Libraries, Grades 1 to 6*, 1936 and First Supplement, 1938. (Course of Study Monograph #50).

<sup>46</sup> Sacramento City Unified School District. *Manual and Course of Study for Elementary School Libraries, Kindergarten Through Sixth Grade*, September, 1939. (Course of Study Monograph #37).

## BOOK COLLECTIONS

All books are owned by the individual schools. It is felt that for most effective use books must be available to children at all times and this is possible only when books remain in the school; also, the difficulty of setting up machinery for circulating books from school to school would more than offset any advantages of the plan.

Cooperative thinking of principal, teachers, supervisor, and librarian is used in the selection of books for the school library. Central cataloging for all elementary schools is done in a central library department. A union catalog of all titles is kept in the professional library, with author, title, and sometimes subject cards sent to each school for its own books.

## PERSONNEL

All elementary libraries are in charge of teacher librarians, teachers who teach part of the day and have charge of the library the remainder of the day. In this dual role, it is felt, teacher-librarians are familiar with library problems from the classroom angle. They know the courses of study and are also familiar with library techniques. For this work some library training is required, but the first requisite for a teacher-librarian in Sacramento is that she should be an excellent teacher.

## THE LIBRARY PROGRAM

Each class in the third, fourth, fifth, and sixth grades spends one-half hour each day in the library. Time is allotted for different kinds of activities. One day a week is given over to literary appreciation which includes story-telling, reading to the class, group discussions of poems or stories, book reviews, and talks on children's authors and illustrators. One day a week is given over to instruction in library technique including instruction in classification, the parts of a book, the card catalog, the dictionary, encyclopedias, yearbooks, and magazines. Three days a week are devoted to free reading or reading assignments under the guidance of the teacher librarian.

Courses of study in Sacramento, as in many other cities reporting, are so developed that extensive use of the library is required to put them into effect. For example, a recent article explains this integration as follows:

... the course of study in reading places on the home room teacher the responsibility for teaching the mechanics of reading and for the development of reading comprehension. It is the responsibility of the teacher-librarian to give children practice in rapid, varied and free reading activities. She also gives training in the use of reference material. It is the joint responsibility of home room teacher and teacher-librarian to develop in every child permanent and desirable habits of reading.<sup>47</sup>

The social studies course, developed on the unit basis, calls for experiences centering around definite topics rather than the mastery of a few pages from a geography or history book. Therefore, this course is not based on any text but the bibliography at the end of each unit lists books to be used which are available in the school library. Books, pictures, maps, and magazines are sent upon request from the central library to individual classrooms for the use of the class.

It is the belief of the Sacramento schools that library lessons are most effective when they are related to the functional use of the library rather than when assigned as a routine matter. The aim of library instruction as stated in the manual is the free and happy communion of children with books and library materials rather than the learning of fixed rules and procedures. The publication<sup>48</sup> developed by one of the elementary school teacher-librarians and the Assistant Superintendent in charge of school libraries reveals this philosophy.

### *Administrative Practices in Other Cities*

In three other California cities, where a central library department for elementary schools is maintained, different administrative practices are carried out.

<sup>47</sup> E. P. O'Reilly, Providing Library Facilities in the School, *National Elementary Principal*, Vol. 17, July 1938, p. 487-95.

<sup>48</sup> Carolyn Mott and Leo P. Baisden, *The Children's Book on How to Use Books and Libraries*. Scribner, 1937.

## PASADENA, CALIFORNIA

In Pasadena (population 76,086) no central libraries are maintained but as in Los Angeles a central depository is built up from which books are circulated to classrooms as small classroom libraries, the collection changed at stated intervals. Central ordering and cataloging of all books is done in the central library department and teacher bibliographies and lists of visual aids correlated with curriculum units are prepared.

## BEVERLY HILLS, CALIFORNIA

Beverly Hills (population 17,429) also maintains a central library department for its four elementary schools, with a central collection of 8,400 books. Central library rooms, however, are maintained in each building with books supplied from the central collection. Central ordering and cataloging are done in the central library department which also provides general supervision of the individual library. One trained librarian is in charge of the central department, with a clerk in charge of the central libraries in each building.

## FRESNO, CALIFORNIA

In Fresno, (population 52,513) still another plan is in effect. Books are purchased and cataloged centrally but are distributed weekly to schools on order. There are room libraries only in the elementary schools but 200 books in each collection.

In New York State, two cities—Yonkers and Schenectady—report central library departments for elementary schools.

## YONKERS, NEW YORK

Yonkers (population 134,646) established this department and appointed a supervisor in 1937. In this city central elementary libraries are gradually being developed in each school with permanent book collections. In addition, a central collection of books is also being built up. Central cataloging for elementary schools is also being adopted.

## SCHENECTADY, NEW YORK

In Schenectady (population 95,692), through re-organization of existing facilities and the cooperation of the elementary teaching staff, central libraries are gradually being developed in all elementary buildings. A library adviser is in charge of the central library department and the program of elementary school library service.<sup>49</sup> This central library department, according to the adviser, was established as a logical solution to the inadequacies and difficulties of the past. Reasons for establishment were listed as follows:

1. It provides for the administration of books by one trained in adapting libraries to the needs and interests of the child.
2. It provides for the proper selection and organization of book collections.
3. It makes a beginning of training teachers in book selection and children's literature.
4. It furnishes at the professional library expert advice and trade book information for the benefit of the system.
5. It gives a means of educating the community in the field of children's literature.
6. It can be accomplished without additional support from the city, through cooperation of present members of the school staff, and a more efficient use of present funds.

CENTRALIZED ADMINISTRATION THROUGH THE  
HIGH SCHOOL LIBRARY

The high school library serves as a central office for the administration and supervision of all school library service in six cities—Dayton, Hudson, Mankato, Salem, Tyler, and Bend. This arrangement often results in better book selection and economy in book purchase. It also assures uniform policies throughout the system. Often the high school librarian who

<sup>49</sup> Florence Tredick, *A Program for Elementary School Library Service in the Schenectady Public Schools*, January, 1938. Mimeo.

acts also in the capacity of supervisor or coordinator receives a salary differential for this work.

### *Bend, Oregon*

Bend is an example of a small city (population 8,848), which provides this type of administration, the junior and senior high school librarian serving as supervisor, in a limited capacity, of elementary school libraries. In this city two of the three elementary schools are organized on the platoon plan. The junior-senior book collection numbers 5,000 books, the two platoon school libraries have 1,200 books each, and the third elementary school library has 300 books. Excellent cooperation is reported between the school and public library which is situated three blocks from the high school. County library service is also available and is much used by pupils after school hours and during week ends and vacations.

#### LIBRARY PROGRAM

In the junior and senior high school, instruction in the use of books and the library is given by the librarian. Facilities of the library include a conference room. Reference work is encouraged. Books may be borrowed for home use. In the elementary schools there is limited loan service, reference work, and instruction in the use of books and libraries.

#### COST OF SERVICE

In Bend, during 1937-38, 74 cents per pupil enrolled was spent for library books. This includes the state aid of 10 cents per census child.

#### PERSONNEL

Personnel includes one librarian and three full time teacher-librarians who have the status of faculty members with salaries following the school schedule for other members of the educational staff of equal training and experience. The junior and

senior high school librarian who also acts as supervisor is on the above schedule.

#### UNIT PLAN OF SCHOOL BOARD ADMINISTRATION

Houston, New Rochelle, and Shorewood are examples of cities providing comprehensive programs of school library service under the unit plan of organization.

#### *Houston, Texas*

Houston (population 292,352) provides central libraries in all junior and senior high schools. Thirty-four of the 65 elementary schools have central libraries under the direction of W.P.A. library project workers, as the present budget set-up does not provide for trained librarians in all elementary schools. One centrally located elementary library in charge of trained librarians is maintained from which all other elementary schools may draw books for specific loan periods. Thirty elementary schools have only classroom collections supplied by the board of education.

#### JUNIOR HIGH SCHOOLS <sup>30</sup>

Five of the 15 junior high schools are now operating on a reference laboratory plan wherein all classes in the school are regularly assigned to the library for reference work under the supervision of the librarian in charge. Here each child is taught how to use reference tools in each subject and project work is carried on both individually and in groups. Students are also encouraged to use the library at any period if the need arises for such in the classroom, merely by presenting admission slips from their teacher. This allows for flexibility in the program and for the development of recreational reading pursuits. Instruction in the use of books and the library is a cooperative affair between the librarian and classroom teacher. In this set-up

<sup>30</sup> Harold E. Wigren, *Experiencing the Library in the Junior High School*. Houston Public Schools, 1939. (Curriculum Bulletin #8110-J)

Houston reports "we are discovering that the library is rapidly becoming the integrating center of the entire school."

#### SENIOR HIGH SCHOOLS

All 7 senior high schools are meeting Southern Association requirements in all respects by offering library instruction in definitely arranged periods in various subjects throughout the grades. Instruction is integrated and allocated to specific grade-levels.<sup>51</sup>

#### PERSONNEL

Eighteen full-time and three part-time librarians, and two full-time teacher-librarians are employed by the board of education. All have the status of faculty members with salaries following the school schedule.

#### *New Rochelle, New York*

New Rochelle (population 54,000) reports central libraries in all junior and senior high schools and in 9 of the 11 elementary schools. A professional library for parents and teachers is also maintained in the administration building.

In all schools the library is correlated with the work of the classroom. In most schools grades 1-6 have regularly scheduled hours for the library each week. In some schools parents conduct the library.

In the junior high school there is library instruction in formal class periods for the seventh, eighth, and ninth grades. Pupils are also dismissed from study classes by permission to use the library for reference work. All libraries remain open until four o'clock for reference. Books may be taken out for overnight use. Senior high school libraries are mainly reference libraries.

The school and public library cooperate in reference work, in lending books to each other, in book selection and in publicity.

<sup>51</sup> Houston Independent School District. *The Use of the Library: Student Library Manual, Senior High School Department*. Houston Public Schools, 1938. (Curriculum Bulletin #8103-S).



*Shorewood, Wisconsin*

An example of unit administration of school library service in a small city is that provided in Shorewood, Wisconsin (population 13,479) where school libraries are maintained without centralization. In each of the two elementary schools from kindergarten to grade 6 inclusive there is a well-developed central library in charge of a fully-trained children's librarian. Library class work is required one hour per week in grades 3 to 6 inclusive. Shorter periods are given in grades 1 to 3 inclusive. In the high school, grades 7 to 12, the library is a reference room under the direction of a trained librarian and one half-time assistant. Classes may come to the library in a body or individual students may come for reference work. Many classrooms also have room libraries. Periodicals are also provided in the cafeteria. There are 8,936 volumes in the high school library and an average of 7,500 books in each elementary library.

There is no public library supported by the city of Shorewood. County library service is provided for the public through contract with the Milwaukee County library system. Many citizens are looking forward to a public school library in a separate building on high school grounds.

## COST OF SERVICE

During the school year 1937-38, Shorewood spent approximately eighty-five cents per pupil for books.

## PERSONNEL

In this city, school librarians have the status of faculty members and their salaries follow the school schedule for others of similar qualifications and experience.

## III. SUMMARY

1. There are 634 junior and senior high schools and 2644 elementary schools, a total of 3278 schools, represented in the 67 cities reporting in this study. Of this number, 1537 schools

or 47 per cent have central libraries. Thirty-five per cent of all elementary schools and 96 per cent of all junior and senior high schools have central libraries. Only six combination library-study halls were reported.

2. Fifteen cities or 22 per cent of all cities reporting have cooperative (joint school board-public library board) administration.
3. In this group of cities central libraries are found in every junior and senior high school and in 37 per cent of all elementary schools. Classroom libraries are usually provided by the school, the public library, or both where central libraries are not maintained.
4. Twenty per cent of all central libraries reported are public library branches (or the one public library maintained in the city) serving not only the school but the public as well.
5. Provisions for support in these cities are so varied that no identical plans can be found. In all cities, the school provides library quarters, equipment, heat, light, and building service. Responsibility for the provision of books, personnel, and supplies is assumed completely by the public library in 3 cities; jointly, in varying amounts, in 12 cities. In 6 cities the school assumes responsibilities for all costs and supervision of library service in certain buildings, the public library providing books, personnel, supplies, and supervision in other buildings.
6. Although provisions for support are divided, 60 per cent of all central libraries are under the administrative control of the public library; 27 per cent are under divided control; and 13 per cent are under school board control.
7. Where administrative control and supervision of school libraries are in the hands of the public library, school librarians, for the most part, are employed and responsible to the public library.

8. In only 25 per cent of cities having cooperative administration are school librarians employed by the public library given the status of faculty members.
9. Under cooperative administration school library costs are in many instances figured separately from public library costs as the school branch often serves also the public. Complete cost figures were received from only one city. A statement is often expressed in library literature by public librarians that cooperative service is more economical but no objective data could be found to prove that this assumption is true.
10. Fifty-two cities or 78 per cent of all cities reporting, have school board administration. Of this number, 26 cities have the centralized plan of organization; and 26 cities the unit plan.
11. Under centralized organization 50 per cent of all schools reported have central libraries; under the unit plan 41 per cent of all schools have central libraries. Under the centralized plan, central libraries are found in 99 per cent of all senior high schools; in 95 per cent of all junior high schools; and in 37 per cent of all elementary schools. Under unit organization 99 per cent of all senior high schools; 83 per cent of all junior high schools; and 31 per cent of all elementary schools have central libraries, a total of 41 per cent of all schools in cities of this group.
12. Only 3 per cent of all central libraries in cities having school board administration have public library branches.
13. In schools where central libraries are not maintained, classroom libraries are furnished in practically all instances by the school board. Six cities having school board administration report the use of classroom collections of books administered by the public library in certain elementary schools.
14. A central library department, with a full time director, is found in 14 cities of the 26 having school board administration. Eighty-six per cent of these cities are over 100,000 in population. A centralized library department with full-

time director for elementary schools only is found in six cities. Sixty-seven per cent of these cities are in the 30,000 to 100,000 group. Six cities provide centralization through the high school library. Sixty-seven per cent of these cities fall in the 10,000 to 30,000 group.

15. Of the 22 cities reporting the date of establishment of the position of library supervisor, 55 per cent reported establishment of this position during or since 1930.

## CHAPTER VII

# FEDERAL PARTICIPATION IN SCHOOL LIBRARY SERVICE

At present there are no federal statutes regarding the organization and administration of school libraries. The state is the ultimate source from which libraries draw their power and the authority which prescribes their form. Federal laws which affect libraries deal with such subjects as the distribution of government documents, free transportation of books for the blind, and reduced postal rates for books loaned by libraries.<sup>1</sup>

But the powers of the federal government are rapidly expanding and affecting local affairs in many ways. For many years the national government has been performing certain services important to libraries, such as the systems of printed card catalog distribution and inter-library loans through the Library of Congress, the collection of library statistics in the Office of Education, and the supplying of documentary material free or at low cost.

### I. CREATION OF THE LIBRARY SERVICE DIVISION

The first step toward actual federal participation in library development was taken in 1936, with the creation in the Office of Education of a Library Service Division, headed by a chief and two library specialists in the public and school library fields respectively. The bill signed on August 10, 1937, charges this

<sup>1</sup>U.S. Library of Congress Legislative Reference Service. *Index to Federal Statutes, 1874-1931*. Washington, Government Printing Office, 1933, p. 575.

new Library Service Division with definite responsibilities defined as follows:

. . . For making surveys, studies, investigations, and reports regarding public, school, college, university, and other libraries; fostering coordination of public and school library service; coordinating library service on a national level with other forms of adult education; developing library participation in federal projects; fostering nation-wide coordination of research materials among the more scholarly libraries, inter-state cooperation, and the development of public, school, and other library service throughout the country.<sup>2</sup>

According to Ralph M. Dunbar, Chief of the Division:

The agency looks forward confidently to becoming not only a clearing house of library problems and information within a certain defined sphere, but also, to developing into an active force in helping to solve the problems that concern libraries as a positive factor in public education.<sup>3</sup>

## II. THE SCHOOL LIBRARY SPECIALISTS<sup>4</sup>

These specialists are charged with employing every possible means to work with and further the cause of school libraries. Specifically, it is hoped to plan a series of demonstrations in cooperation with public library specialists in rural areas that are without free library service or have inadequate service, indicating the recognition of this vital phase of development. This planned demonstration would be on a regional basis extending beyond county lines. The ultimate aim is to show what adequate public and school library service may mean to a community.

Since the Library Service Division emphasizes studies and research, the school library specialist has already completed a monograph on professional library education which is written from the point of view of the college student who is looking

<sup>2</sup>U.S. Congress. *Statutes at Large of the United States of America* (Session Laws, 74th Congress, 2d Session, Part 1) *Public Acts and Resolutions*. Washington, Government Printing Office, 1936. Chapter 691, p. 1797.

<sup>3</sup>*American Library Association Bulletin*, Vol. 32, February, 1938, p. 73-4.

<sup>4</sup>Nora E. Beust, How Will the School Library Specialist Work With School Libraries?, *New Jersey Library Bulletin*, New Series, Vol. 7, October, 1938, p. 16-21; also Library Service Division in the Office of Education, *Michigan Librarian*, Vol. 6, March, 1940, p. 12.

forward to library work as a career.<sup>5</sup> Under the auspices of the Office of Education she has also compiled a basic booklist of 500 titles for grades 1-8.<sup>6</sup> Other studies soon to be undertaken are a study of desirable practices in school libraries, presenting valuable findings of the Cooperative Study of Secondary School Standards, plans and unit costs of school libraries, administration of school libraries, library service to young children, and a study of training school libraries in teacher-training institutions.

One of the greatest services rendered is through cooperation with each of the other thirteen divisions of the Office of Education to the extent of making them library conscious in their various activities. In addition, she works with the specialists in the division of American school systems, in the field of nursery-kindergarten-primary education, secondary education, and school building problems, state school administration, school finance, school legislation, parent education, with an attempt to show the close correlation of the library to the services of each of these divisions.

Much work has already been done in committee work with national agencies and associations working for the improvement of school library service, including the General Education Board, the American Library Association, National Education Association,<sup>7</sup> National Council of Teachers of English, Progressive Education Association, the Girl Scouts and the Boy Scouts. She contributes regularly to the educational, library, and general periodicals, including the Office of Education publication *School Life*. Through such participation she performs the important function of interpreting the library and its possibilities to the education and lay public.

<sup>5</sup> Nora E. Beust, *Professional Library Education*. Washington, Government Printing Office, 1938 (U.S. Office of Education Bulletin 1937, No. 23).

<sup>6</sup> Nora E. Beust, *500 Books for Children*. Washington, Government Printing Office, 1940 (U.S. Office of Education Bulletin 1939, No. 11).

<sup>7</sup> Nora E. Beust, *The Use of the School Library*. In National Education Association, Department of Supervisors and Directors of Instruction, *Twelfth Yearbook: Newer Instructional Practices of Promise*, 1939, p. 215-33.

In addition, correspondence and conferences enable her to contribute valuable suggestions on all phases of school library development.

The Associate Specialist deals particularly with survey, statistical, and legislative material relating to school libraries. Her particular interest is in rural school libraries.

Probably one of the main opportunities for the future will be the contributions which can be made to the proper administration of the funds which may possibly be granted to states under the plan of federal aid to education.

### III. FEDERAL AID TO EDUCATION

Because of the importance of the general trend toward increased federal influence on local affairs within the past few years, there has developed special interest in the possibilities of federal subsidies or grants-in-aid for the development of library service on a nation-wide basis. Many economists, educators, and librarians have reached the conclusion that only through generous federal assistance to supplement state and local support can real equalization of book service be achieved throughout the nation.

Generally speaking, the states which have the largest number of children growing up to be future citizens are found to have the fewest adults to provide needed school and library facilities and the lowest per capita wealth to finance them.

The nation must participate in library development as it has done in the development and maintenance of the great highway system, which has opened up improved lines of transportation throughout the nation, giving us good roads everywhere, roads which would never have been possible for all the states, had they been entirely dependent upon their own tax-paying ability.

It is time now to open and improve lines of transportation for the great thoughts of all times, so that through a network of adequate libraries, a reasonable equality of library opportunity may be available throughout the nation. Federal, state, and local government must enter into a cooperative partnership, sharing responsibilities, if a nationally adequate program of library service is to be developed.<sup>8</sup>

<sup>8</sup> *American Library Association Bulletin*, Vol. 32, July, 1938, p. 452.



A forward step toward the provision of federal aid for rural library development was taken in 1937 in the introduction into Congress of the Harrison-Fletcher Bill, S. 419. This bill, transmitted by President Roosevelt to Congress on February 23, 1938, embodied the recommendations of the President's Advisory Committee on Education<sup>9</sup> (The Reeves Report) providing for federal aid for education, including libraries, for a six year period beginning in 1939. The bill was reported favorably out of committee and put on the calendar.

On April 19, 1938, Senator Albert D. Thomas of Utah, as Chairman of the Committee on Education and Labor, presented as a substitute for the Harrison-Fletcher Bill, a new bill (having the same number as the old, S. 419). Substitution of the new bill had the approval of the Senate Committee on Education and Labor.

The library features of the bill follow closely the Reeves report, rural provisions being based on Chapter IV of the report, entitled Library Service for Rural Areas.<sup>10</sup> Annual grants recommended begin at \$2,000,000 and advance to \$6,000,000, allocation to states being in proportion to the rural population. The U.S. Commissioner of Education would allocate grants to state library agencies for administration.

Other grants recommended by the President's Committee, to develop the six year educational plan outlined, are for general aid to elementary and secondary education, preparation for teachers, school buildings, state departments of education, and adult education.

School libraries, reading material, rooms for school and community libraries, training for school librarians, are specifically covered in sections of the bill recommending large grants for school purposes. Libraries may be covered by the phrase 'other non-profit agencies' under grants

<sup>9</sup> The Advisory Committee on Education. *Report of the Committee*. Washington, Government Printing Office, 1938; Summary in *The Federal Government and Education*. Washington, Government Printing Office, 1938.

<sup>10</sup> Advisory Committee on Education, *op. cit.*, p. 138-41; see also Carleton B. Joeckel, *Library Service*. Washington, Government Printing Office, 1938 (Staff Study No. 11).

for adult education. Library projects could certainly be included in recommended grants to the U.S. Commissioner of Education for research, planning, and demonstration.<sup>11</sup>

Congress adjourned, however, without taking further action, but at the 76th session of Congress, 1939, a sub-committee of the Senate Committee on Education and Labor resumed hearing on the bill.

An almost exactly similar bill, save that it asks for less money, was introduced into the House of Representatives on January 31, 1939, by William H. Larrabee of Indiana, Chairman of the House Committee on Education. The bill became H.R. 3517. In this bill provisions guaranteeing state control were strengthened and all changes proposed by the American Library Association's Federal Relations Committee were accepted.

Title I of the federal aid bill provides for grants to states for the improvement of public elementary and secondary schools, including aid for improving school library service (salaries, books, periodicals, library supplies, equipment, and other current operating and maintenance expenses); the training of school librarians and library instruction for teachers and school administrators; construction of or additions to school library rooms; increased service from public libraries to rural schools; demonstrations, surveys, or research in the field of school libraries; plans for the allocation and distribution of funds to be made by state legislatures; and the aid of state departments of education in assisting local school jurisdictions in making school library plans.

However, the bill was dropped in March, 1940, since the two sponsors felt that a vote was unwise at that time. Friendly senators wanted to keep their economy records clear and felt generally that even with Senate action favorable the bill would not be brought up in the House at the session. Senator Thomas believed that a negative vote at that time would be a handicap in the future. However, the bill will undoubtedly be introduced in the 77th Congress. Several states, including Maryland, North

<sup>11</sup> *American Library Association Bulletin*, Vol. 32, June, 1938, p. 363.

Carolina, Vermont, and West Virginia, passed legislation in 1939 to make it possible to accept such federal aid for education.

Whether or not federal aid becomes a reality, there is little doubt that the national government through its Library Service Division will assume large responsibilities for leadership in the planning of large-scale coordination and strengthening of library resources. With the present trend of subsidies for education on the increase, a safe prophecy seems to be that some measure of federal aid for library development including school library service will come in the near future.

#### IV. FEDERAL RELIEF PROJECTS AIDING SCHOOL LIBRARIES

Brief attention should be paid to the invaluable aid afforded school librarians through the federal relief programs, both through the Works Progress Administration and the National Youth Administration. Since their inception, many school libraries have received aid in all types of work assigned according to the abilities of the individuals and the needs of the libraries.<sup>12</sup>

All types of work, both technical and professional, and merely clerical, have been made available. Such projects have enabled school librarians to extend and develop their services, and to care for many obligations which had been neglected in the complexity of duties relative to day-by-day work. Much of the work has been on a regional basis, under central supervision, while other activities have been performed in individual school libraries under the direction of the librarian herself.

#### *The Works Progress Administration*

The WPA work relief programs generally include some of the following activities: book repair and preservation; building up of reference and informational resources through pamphlets,

<sup>12</sup> Grace Winton, *The School Library and Work-Relief Programs*, *Michigan School Librarian*, Vol. 1, April, 1935, p. 2-3, 15.

pictures, and clippings; cataloging; inventory; indexing; and general clerical work. In some cases library stations have been organized in schools.<sup>13</sup>

A few citations of outstanding accomplishments will serve to indicate the importance of such work. In Polk County, Iowa, extensive aid was given in enriching book services to individual schools, and two people were assigned to each individual school for mending books, following instruction offered by the State Library Commission and under the direction of a Supervisor.<sup>14</sup> Through the cooperation of the school superintendents and communities, these libraries remained open during the summer for community use. In Minnesota, eight school stations were opened for service. In New Jersey, libraries were started in forty-nine elementary schools which could not employ a trained person for this work because of lack of money. Classroom libraries have been organized, a central room has been arranged, cataloging is being done, magazines are being collected for pictures and the pictures cut and mounted, and stories are being told to groups of children to interest them in books.<sup>15</sup> In high school libraries where the regular librarian could not find time to perform re-organization routines WPA workers have cataloged books, mounted pictures, and compiled book lists, relieving the trained librarian for reference and research work. In one township the WPA workers made a union list of all books in that township, in another a complete system of book exchange has been started between schools. In South Carolina schools under the state-wide WPA library project there was a book stock of 208,986 volumes and 69,732 borrowers; the yearly circulation in 1938-39 was 1,701,154.<sup>16</sup> In 1939, seventy schools had received aid in cata-

<sup>13</sup> American Library Association, *Proposed Work Relief Projects for Individual Libraries or on a State-Wide Basis*. Chicago, American Library Association, 1935. Mimeo.

<sup>14</sup> Libraries and the WPA, *Iowa Library Quarterly*, Vol. 12, April-June, 1936, p. 221.

<sup>15</sup> Sarah B. Askew, WPA in New Jersey, *Wilson Library Bulletin*, Vol. 14, May, 1940, p. 635.

<sup>16</sup> Works Progress Administration, *Annual Report, Statewide Project, South Carolina*. Mimeo.

logging. During that year books were cataloged for twenty-one schools, including twelve who had used the service before and nine who had not. During this same year, 346,691 school books were repaired. In South Dakota, a total of 1,169 schools were served by June, 1938, with 3,000 scrapbooks made for rural school use.<sup>17</sup> In Virginia, during 1938-39, 470 helpers from the WPA state project worked in school libraries. In Wisconsin more than 122,000 books in school libraries had been repaired by 1936, particularly in rural schools.<sup>18</sup> As of December, 1939, the Texas W.P.A. had workers in 1120 school libraries. In 673 of these libraries these workers were merely assisting. In 447 libraries the W.P.A. workers had initiated and were operating the school libraries.

The Chicago Public Schools have been greatly benefited in a program of elementary school service through Project 3617, organized in September, 1937.<sup>19</sup> During the ensuing year, 221 of the 332 elementary schools in the city were served by the project, the number in 1938 increased to 240 elementary and 51 high schools. By supplying workers trained to do the many clerical and routine tasks so necessary to library management, the project makes possible centralized libraries in the city public schools. The work is organized under trained senior librarians for each district, having control of from forty to fifty schools; work in individual libraries is supervised by junior librarians. Library clerks are assigned to work in each library after a period of preliminary training. The Board of Education shares in the expenses of the project. Cataloging is done in a center maintained where clerks are trained in the rudiments of cataloging under a trained supervisor. When the schools request the services of a cataloger, field workers perform preliminary work in

<sup>17</sup> Ethel Dowdell, WPA Library Service in South Dakota, *South Dakota Library Bulletin*, Vol. 24, June, 1938, p. 27.

<sup>18</sup> Libraries Receive WPA Aid, *Wisconsin Library Bulletin*, Vol. 32, November, 1936, p. 106.

<sup>19</sup> Lola Muller and Lucile Pannell, *Handbook for Library Clerks*. Chicago, Board of Education, 1938, Introd.

the libraries and the cataloging is done in the central office, and cards returned to the schools.

### *The National Youth Administration*

The extent of pupil help offered in individual schools through this agency is very great, for allotments have provided for such opportunities in practically every school. These student helpers have performed much the same functions as the WPA workers, though in part-time rather than full-time service units. Many school librarians have found this aid indispensable and have organized plans for special projects as well as enrichment services, again based on the abilities of the individuals receiving such aid for performing library work.

In Virginia, in 1938-39, there were employed in public elementary and secondary school libraries 172 NYA out-of-school youth and 779 in-school youth.<sup>20</sup> In Illinois, development of bookmobile service for rural schools has been the special province of the NYA.<sup>21</sup> Five NYA bookmobiles now operate in the state, each serving a county. These services have so proved their worth that several counties have taken over the service, releasing the NYA workers for other counties.

<sup>20</sup> Virginia State Department of Public Instruction, *Annual Report of the Superintendent, 1938-39*, p. 121.

<sup>21</sup> Loren H. Allen, NYA in Illinois, *Wilson Library Bulletin*, Vol. 14, May, 1940, p. 639.

## CHAPTER VIII

### A BASIC PLATFORM FOR THE DEVELOPMENT OF SCHOOL LIBRARY SERVICE

As a result of the examination of library support and control in this volume, the following statement of policies and principles may be formulated:

1. The importance of and necessity for library materials in the school has steadily increased as the changing conditions of our social and economic life have enlarged our concepts of the scope and purposes of education.
2. Since 1900, one of the most characteristic features of school organization and improvement has been the school library. Its growth and importance have paralleled the expansion of the school program, from the narrow static course of study of the nineteenth century to the broadened, enriched, and socialized program today, and changes in methods of teaching which require the use of many library materials rather than the dependence upon the single textbook.
3. Today the school library is recognized as an integral part of school organization and library service as an essential agency upon which our modern educational program depends.
4. In the provision of effective school library service programs two distinct situations have to be met: (1) the problem of providing service to city schools; and (2) the problem of providing service to small towns and rural areas.
5. The development and maintenance of an effective program of library service in a city school system is largely

dependent upon a recognition of its importance as an instrument of education by the superintendent and his interpretation of its value to the school board to the end that adequate provision is made for its administrative control, supervision, and support.

6. Inasmuch as the school assumes a considerable share of the cost of school library service under cooperative administration, it seems advisable, wherever local conditions permit, that the school assume full responsibility, not only for its cost but also for its administration. The present trend is decidedly toward school board administration of this service.
7. Definite cooperation with the public library, however, should be encouraged. This cooperation should take the form of reference and lending service rather than the administration of school libraries by the public library within the school. The facilities of the public library should be used extensively by all teachers and pupils. Every pupil should be encouraged while in school to become a registered borrower of the public library so that he will be oriented to this service when school days are over.
8. Inasmuch as the educational value of any program of school library service depends upon its integration with the instructional program of the school, any plan for cooperative service should be based upon administrative arrangements which will facilitate this integration. The plan adopted in Pittsburgh, where school librarians are employed by the school and responsible to the superintendent of schools in all matters relating to the instructional program, appears to provide the most satisfactory administrative arrangement under cooperative administration.
9. Library experience should be as much a part of the education and training of an elementary pupil as of a



high school pupil. Therefore, school library service programs should not be limited to junior and senior high schools but should include all elementary schools.

10. Central libraries under the direction of trained librarians should be maintained in all high schools, and in all elementary schools as well, in order to give the child an actual library experience in a library. This arrangement gives the individual child the advantage of a wider variety of materials than is possible in a classroom. In a central library books are available for use during the entire day and expensive duplication of copies, necessary with classroom libraries, is avoided.
11. Some form of centralized library organization either for all libraries in the school system or for those at a particular educational level, is to be preferred to unit organization, where each school develops its own independent library. The present trend is toward complete centralization in the larger cities and partial centralization in smaller cities.
12. A school library supervisor should be employed in larger school systems. In smaller cities, centralization should be achieved through the high school library, the librarian serving as supervisor for the group. Additional assistance should be provided the high school librarian in order that she may have time for supervision.
13. Only trained and experienced librarians should be employed in administrative positions. Both teaching experience and library training are desirable. Teacher-librarians should have training in library methods and children's literature. This training, in fact, should be a part of every teacher's education.
14. Salaries should be based primarily on preparation and experience. If these are, as they should be, equivalent to the requirements for teachers, the schedule for school

librarians should follow the school salary schedule for other members of the educational staff.

15. In the preparation of the school budget, one subdivision should be the appropriation dealing with library service. The library appropriation should be considered simultaneously with other items in the budget. The school superintendent, library supervisor, principals, and heads of departments should cooperatively take part in determining the amount needed for adequate maintenance. Allotment to each school should be based on a definite rule or formula to be cooperatively devised.
16. In smaller towns or rural areas, where the prevailing type of school is small, with small enrollment and few teachers, some form of cooperation with the larger units is essential in order to secure an adequate book collection and professional library services. This cooperation may take the form of a contract with a nearby strong city library or alliance with a county or regional library system, if such is available.
17. Regions in which no county or regional libraries exist and where nearby public library facilities are inadequate provide fertile territory for new library development. Here one finds nothing to hinder an ideal library set-up. With the help of state library agencies a library program should be developed.
18. Inasmuch as the public school is recognized as a part of our educational system it is the state's duty to see that every child of school age within the state is given an opportunity to share in school library service. It is, therefore, the responsibility of each state to provide in the school code definite, sound, mandatory legislation for this service. Such legislation should include provisions for establishment, support, standards, and supervision.

19. To provide reasonably adequate library service on a state-wide basis, generous state aid should be made available in practically all states. If equalization of book service throughout the nation is to be achieved, federal assistance to supplement state and local support will be necessary.
20. Library service to schools is most effective in those states which have provided for state-wide supervision of libraries in their schools. There is a tendency toward centering such service in the state education department and centering authority in the hands of expert professional librarians.
21. In any situation, it is the duty of the school superintendent as administrative head of his school system and as educational leader of his community to take the initiative in planning and carrying into effect a well-conceived and effective program of library service.

## APPENDIX A

### CONTRACT FOR LIBRARY SERVICE TO RURAL SCHOOLS

ST. CLOUD PUBLIC LIBRARY  
ST. CLOUD, MINN.

THIS AGREEMENT made this —— day of —— 19—— by and between the School Board of District No. — County of Stearns, and the St. Cloud Public Library Board.

WITNESSETH, That the contracting parties agree to cooperate in providing adequate library service for the school in District No. —; that is, for pupils and teachers; the school library to become a station of the Public Library, and the teacher to act as librarian under the direction of the librarian of the St. Cloud Public Library.

#### *Books*

THE PUBLIC LIBRARY agrees to lend its resources to the School Station as need requires, providing deposit collections suited to supplementary reading in connection with the curriculum and for general reading, deposit collections to be exchanged at intervals to be agreed upon by the contracting parties, all in conformity with rules and regulations drawn up by the Public Library Board.

THE SCHOOL BOARD agrees to turn over to the Public Library Board each year not less than one dollar (\$1.00) per pupil in average daily attendance the preceding year. State Library aid shall be refunded to the School Board of the District. All books purchased from school funds shall be selected from the State School Library List, and shall be marked for identification as part of the rural school collection.

THE SCHOOL BOARD FURTHER AGREES to turn over such books from its collection as may be agreed upon by the contracting parties, to be used in the rural school collections.

#### *Library Instruction*

THE PUBLIC LIBRARY AGREES to assist the teacher with reference work in all subjects, and with the library lessons in the English course, such instruction to include the use and care of books as public property.

#### *Equipment*

THE SCHOOL BOARD agrees to furnish shelves and a reading table for the school station, and to provide light, heat and janitor service.

THE PUBLIC LIBRARY agrees to furnish boxes for the transportation of the books, and necessary space, tools and equipment for their care in the library.

*Supplies and Organization*

THE SCHOOL BOARD agrees, in addition to the book fund above mentioned, to pay to the Public Library Board the sum of \$2.00 each year, to be used for the purchase of supplies for the necessary records and mending materials for keeping the books in repair.

THE PUBLIC LIBRARY agrees to keep the books in good condition for use, and to keep adequate records of all books purchased.

*Transportation*

THE SCHOOL BOARD agrees to accept delivery of deposit collections for rural school at the St. Cloud Public Library, and will return same to the Library at such times as may be specified by rules and regulations made by the St. Cloud Public Library Board.

*Duration of Contract*

This contract shall continue until such time as either party may wish to revise or withdraw it by giving the other party a written notice of its desire to do so, not less than three months prior thereto.

Upon termination of such contract by withdrawal as aforesaid, said school shall have the right to take possession of its fair share of books purchased pursuant thereto with school funds, and any books previously turned over by it to the St. Cloud Public Library, providing that the Library shall not be held liable for books worn out or withdrawn.

IN TESTIMONY THEREOF, the parties have caused this instrument to be executed by their respective officers in charge the day and year hereinbefore mentioned.

Signed, Sealed and Delivered in  
the Presence of

\_\_\_\_\_  
(For School District)

\_\_\_\_\_  
(For Public Library)

PUBLIC LIBRARY

By \_\_\_\_\_  
*President*

By \_\_\_\_\_  
*Secretary*

SCHOOL DISTRICT No. \_\_\_\_\_

By \_\_\_\_\_  
*Chairman*

By \_\_\_\_\_  
*Clerk*

APPENDIX B

LUMP SUM CONTRACT

BEXAR COUNTY FREE LIBRARY  
Bexar County, Texas

THE STATE OF TEXAS

SS:

COUNTY OF BEXAR

COUNTY COMMISSIONER'S COURT

RESOLVED, by the County Commissioner's Court of the County of Bexar, that the said county of Bexar hereby enters into an agreement with the Board of Library Trustees of the Public Library of the City of San Antonio, Texas for the establishment of a County Free Library in the manner and form as follows:

This agreement entered into this the 19th day of May, A. D., 1936, by the Board of Library Trustees of the Public Library of the City of San Antonio on behalf of said city, party of the first part, and the County of Bexar, by its County Commissioner's Court, party of the second part, witnesseth:

The Board of Library Trustees of the said Public Library of the City of San Antonio agrees to assume the functions of a county free library under the authority of Article 1694, Revised Civil statutes of Texas, 1925, within the County of Bexar.

PROVIDED: That prior to the inauguration of the county library service provided for in this contract, the head librarian of the said Public Library of the City of San Antonio shall hold or secure from the State Board of Library Examiners a certificate of qualification as a county librarian.

PROVIDED FURTHER: That all books and other reading matter in the possession of the said library of the City of San Antonio and all hereafter to be purchased by the said library shall be equally accessible to residents of the city and of the county during the term of their contract.

PROVIDED FURTHER: That all property, including books and equipment acquired by the Board of Library Trustees of said Public Library of the City of San Antonio, after the said Public Library of the City of San Antonio assumes the functions of a County Library for the said County of Bexar, and which have been paid for out of the County funds,

shall, in the event of the termination of this contract, be turned over to the County or such person as it may legally designate, but no other books or equipment shall be turned over to the County.

In consideration of the foregoing agreement on the part of said Board of Library Trustees of the said Public Library of the City of San Antonio, the said County of Bexar agrees to pay, at the beginning of each fiscal year, or as soon thereafter as apportioned to the County Free Library Fund, into the library fund of said city of San Antonio, the sum of Eight Thousand Dollars, together with such other sums as may be apportioned to the County Free Library Fund, or such other sums as may hereafter be agreed upon by and between the parties thereto. The sum of Eight Thousand Dollars, together with such other sum as may be hereafter agreed upon by and between the parties hereto, the County of Bexar agrees to pay to the Treasurer of the Board of Trustees of The San Antonio Public Library in twelve equal monthly payments.

IN WITNESS WHEREOF the said Board of Library Trustees of the Public Library of the City of San Antonio has caused this agreement to be executed and signed in triplicate by its president and secretary and attested by the seal of said board, and the said County of Bexar has caused it to be so executed by the Judge of its Commissioner's Court and attested by the seal of the said Court, and the signature of the clerk of said Court, the day and year first above written; one copy of the contract to be given to each party to the contract, and one to be sent to the State Librarian. This contract has been duly authorized by an order of the Commissioner's Court duly adopted.

The Board of Library Directors (or Trustees) of the Public Library of the City of San Antonio.

(Seal) )  
 )  
 ) County of Bexar  
 )  
 (Seal) )

By \_\_\_\_\_, *President*  
 \_\_\_\_\_, *Secretary*  
 \_\_\_\_\_, *County Judge*  
 \_\_\_\_\_, *Clerk*

## APPENDIX C

### CONTRACT ON CIRCULATION BASIS

TERMS OF AGREEMENT BETWEEN THE TRUSTEES OF THE GREENVILLE,  
SOUTH CAROLINA PUBLIC LIBRARY AND THE TRUSTEES OF THE  
GREENVILLE COUNTY, SOUTH CAROLINA, LIBRARY, ADOPTED  
DECEMBER 8, 1927.

In as much as the use of the city library by the whole county is both an efficient and economic feature of a general county library system, the Trustees of the Greenville Public Library agree to extend its privileges to Greenville County in return for a compensation computed on the cost of the amount of the service rendered. The cost of the service is to be arrived at in the following manner: a separate record is to be kept of city and county loans, and the maintenance expenses of the library are to be pro rated on the basis of the number of books loaned to each, the county paying to the Trustees of the Greenville Public Library for its share of the service.

The two boards of trustees having agreed to this plan of compensation for the use of the Greenville Public Library, they further agree:

- (1) Residents of Greenville County Library District shall be entitled to all privileges and resources of the Greenville Public Library subject to the rules and regulations thereof, in return for compensation to be fixed each year by the two boards of trustees.
- (2) The funds accruing from the County library tax shall be expended by the County Librarian, according to a budget, adopted by the County Library Board. A separate account shall be kept of all county expenditures and an annual report of the same shall be made by the County Board of Trustees to the Supervising Auditor.
- (3) The librarian of the Greenville Public Library shall be the librarian of the Greenville County Library with such powers and duties as pertain to that office.
- (4) Library service shall hereafter be developed throughout Greenville County along such lines as may, from time to time, be determined by the board of trustees.



## APPENDIX D

### CONTRACT FOR SCHOOL STATION AND RECEIVING STATE AID

St. Paul, Minnesota

THIS AGREEMENT, Made this        day of        19        , by and between the School Board of District No.        and the Department of Education of the City of St. Paul, Bureau of Library.

WITNESSETH, That the parties agree to cooperate in providing adequate library service for the schools in School District No.        ; that is, for teachers and the school age population, the school library to become a station of the Public Library and the school librarian to be under the direction of the St. Paul Public Library.

The Public Library agrees to see that the necessary records, reference work and library lessons are provided for.

The Public Library agrees to lend its resources to the school station as need requires. The Public Library agrees to maintain a suitable school collection, those books being kept in the school station that meet the requirements of the school.

The School Board agrees to turn over to the Public Library to be expended for books selected from the State School Library List not less than *Ten Dollars (\$10.00)* in addition to the library state aid for the district. All books purchased with school funds including state aid, shall be marked for identification in case of the termination of this contract.

The School Board agrees to furnish the school station, and to provide light, heat and janitor service.

It is agreed that in all matters not herein specifically provided for, the parties shall be governed by rules adopted or hereinafter to be adopted by the Department of Education of the State of Minnesota and that this contract shall continue for a period of two years from its date, provided, however, that either party may withdraw or revise this contract at any time by giving to the other party a written notice of its desire to do so, not less than three months prior thereto and upon said termination of said contract, either at the time limited or by withdrawal as aforesaid, said school shall have the right to take possession of books purchased pursuant thereto, or any books previously turned over by it to the St. Paul Public Library, provided, however, that the St. Paul Public Library shall not be held liable for books worn out and discarded.

## SCHOOL LIBRARY SERVICE

IN TESTIMONY WHEREOF, The parties have caused this instrument to be executed by their respective officers in charge the day and year first hereinbefore mentioned.

Signed, Sealed and Delivered in  
in the presence of

\_\_\_\_\_  
(*For School District*)

SCHOOL DISTRICT NO. \_\_\_\_\_

By \_\_\_\_\_  
*Chairman*

\_\_\_\_\_  
(*For St. Paul Public Library*)

By \_\_\_\_\_  
*Clerk*

\_\_\_\_\_  
PUBLIC LIBRARY  
ST. PAUL, MINNESOTA

By \_\_\_\_\_  
*Commissioner of Education*

APPENDIX E

CONTRACT BETWEEN OKLAHOMA CITY BOARD OF  
EDUCATION AND CARNEGIE LIBRARY BOARD FOR  
PURCHASE OF BOOKS AND EMPLOYMENT OF  
CATALOGER FOR JUNIOR HIGH SCHOOLS

THIS AGREEMENT, made and entered into this          day of  
                , 19          , by and between the Board of Education of Okla-  
homa City, Oklahoma, party of the first part, and the Carnegie Library  
Board of Oklahoma City, Oklahoma, party of the second part;

WITNESSETH: Whereas said first party hereby agrees to furnish  
to the said second party \$          in cash to purchase a certain  
line of books for use in the Junior High Schools of Oklahoma City,  
Oklahoma, and \$1800 to pay for a cataloger for the books for the  
ensuing year ending June 30th, 19          , and the parties further agree  
that said books so purchased by the School Board shall be placed in  
the Carnegie Library or sub-libraries, and that said library shall have  
control of the same, and said books belonging to the Board of Education  
of Oklahoma City, Oklahoma, shall be handled and cared for the same  
as other library books belonging to said party of the second part, but  
shall not be liable for loss or damage of any of said books;

It is also understood and agreed by and between the parties hereto  
that said books shall be and remain the property of the party of the  
first part but they shall continue to be handled and be in the charge  
of the Carnegie Library and that said Carnegie Library agrees to handle  
and use said books as other books are handled and used in said library  
and sub-libraries.

This contract may be terminated by either party giving to the  
other party notice in writing of such intention one year prior to such fiscal  
year ending June 30th of each calendar year.

WITNESS OUR HANDS AND SEALS THE DAY AND YEAR FIRST  
ABOVE WRITTEN:

THE BOARD OF EDUCATION  
Of the City of Oklahoma City, Oklahoma

By \_\_\_\_\_  
*Its president*

CARNEGIE LIBRARY BOARD

By \_\_\_\_\_  
*Its president*

APPENDIX F

CONTRACT BETWEEN OKLAHOMA CITY BOARD OF  
EDUCATION AND CARNEGIE LIBRARY BOARD FOR  
PURCHASE OF BOOKS FOR JUNIOR HIGH SCHOOLS

This agreement made and entered into this        day of        ,  
19        , by and between the Board of Education of Oklahoma City,  
Oklahoma, party of the first part, and Carnegie Library Board of Okla-  
homa City, Oklahoma, party of the second part:

WITNESSETH: Whereas, the party of the first part has agreed to  
purchase a certain line of books for the use of the Junior High Schools  
of Oklahoma City, Oklahoma, to the extent of \$        ;

And, WHEREAS, the parties hereto have heretofore on the  
day of        , 19        , agreed that said books so purchased by the  
School Board shall be placed in the Carnegie Library or sub-libraries,  
and that said library shall have control of the same, and said books so  
belonging to the Board of Education of Oklahoma City, Oklahoma,  
shall be handled and cared for the same as other library books belonging  
to said party of the second part, but shall not be liable for loss or damage  
of any of said books;

It is also understood and agreed by and between the parties hereto  
that the said books shall be and remain the property of the party of  
the first part but they shall continue to be handled and be in the charge  
of the Carnegie Library and that said Carnegie Library agrees to handle  
and use said books as other books are handled and used in said library  
and sub-libraries.

This contract may be terminated by either party giving to the  
other party notice in writing of such intention sixty days prior to the  
end of the fiscal year of the party of the first part, such fiscal year  
ending June 30th of each calendar year.

WITNESS OUR HANDS AND SEALS THE DAY AND YEAR FIRST  
ABOVE WRITTEN:

BOARD OF EDUCATION  
Of the City of Oklahoma City, Oklahoma

By \_\_\_\_\_  
*Its president*

CARNEGIE LIBRARY BOARD

By \_\_\_\_\_  
*Its president*

## APPENDIX G

### CONTRACT BETWEEN OKLAHOMA CITY BOARD OF EDUCATION AND CARNEGIE LIBRARY BOARD FOR PUBLIC LIBRARY BRANCH IN NEW SCHOOL BUILDINGS

IT IS HEREBY AGREED:

That, in case of the proposed erection of a new school building or the enlargement of an old building, the Board of Education shall notify the Library Board of its intention in order that the two boards may confer and decide whether in their judgment a branch of the public library should be included in such building.

That, whenever the two boards decide that a school building should include a branch library, the Board of Education shall provide such room in the plans, to be so placed in the school building as to be adaptable for use not only during but outside of school hours, having both an entrance from the school corridor and a direct entrance from the street, and provided with adequate means of heating when the school is not in session.

That, on or as near after completion of such buildings as practicable, the Library Board shall install a branch library which shall serve not only the school population but the population of the community in the neighborhood of the school.

That, the Board of Education shall provide the completed room, the necessary book shelving, tables, chairs and other library equipment.

That, in the maintenance of such branch libraries, the expense of heating, lighting and janitor service shall be met by the Board of Education as a regular part of the school upkeep, and the expense of providing books and library service shall be met by the Library Board. However, the hours during which the library room is to be opened, heated and lighted shall be determined by joint agreement between the boards.

That, this use of the room for library purposes may be discontinued by either board on giving one year's notice to the other; or such use may be discontinued at any time by mutual consent.



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