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LIBRARY ACTIVITIES, 1916-1918

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Chief of Library Division, Bureau of Education.

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THE LIBRARIES AND THE WAR.

Upon the outbreak of the war between the United States and Germany in April, 1917, the librarians of the country, whether of public, society, or school libraries, straightway proceeded to consider how they might best serve the Nation in the crisis which was at hand and placed their resources unreservedly at the disposal of the Government. The outcome was the cooperation of practically every American library to a greater or less extent in a program of war service which may be outlined under the following heads: As agencies of war publicity for the Government; work in behalf of food conservation; cooperation in liberty-loan and war-saving campaigns; aid to the Red Cross, Young Men's Christian Association, and other agencies of war relief; Americanization of aliens; and providing library facilities for soldiers. The last-named service was rendered directly by libraries situated adjacent to camps, hospitals, and stations, and in general by the cooperation of practically all librarians in the corporate war work of their professional organization, the American Library Association. It was also recognized that an important function of the library in war time is to uphold the spirits of the people by supplying literature clearly presenting American ideals, and also expressing the great universal principles which serve for encouragement in sacrifice and consolation in bereavement. In addition, the general educational facilities of the public library serve in both war and peace to raise the standard of efficiency of the people to meet their practical responsibilities.

The war affected the budget of the libraries in two ways—by diminishing their income, because of decreased appropriations, etc., and by reducing the purchasing power of the incomes actually received. The inroads made on library staffs by war conditions also

rendered the problem of service pressing, and the mounting cost of living makes increased salaries for library workers more and more imperative. The libraries, in common with other institutions, consequently labor under serious economic difficulties, which have obliged many libraries to curtail their usual activities. Some communities even proposed to close their public libraries during the war, but against this course reasons similar to those advising the continuance of school and college sessions in war time usually prevailed.

WAR SERVICE OF THE AMERICAN LIBRARY ASSOCIATION.

At the Louisville conference of the American Library Association, in June, 1917, a war-service committee was constituted, in accordance with a recommendation presented in the report of a preliminary war-work committee appointed soon after the entrance of the United States into the contest. The war-service committee was empowered to devise methods by which the association might aid in providing reading matter for the soldiers and to solicit funds for the erection and equipment of camp libraries.

A few weeks thereafter the commission on training-camp activities of the War Department requested the American Library Association to assume responsibility for providing adequate library facilities in the cantonments and National Guard training camps soon to be opened. The acceptance of the invitation from the commission placed the war-service committee in direct official relations to the Government through the War Department. The committee began work at once collecting books and making plans and arrangements, basing its operations at first on volunteer service and on a small fund contributed by members of the American Library Association. While awaiting the erection of camp library buildings the books available were distributed through the Young Men's Christian Association and similar agencies.

During the last week of September, 1917, a national "million-dollar drive" for funds was held, which succeeded in raising approximately \$1,750,000. In the campaign for this fund the war-service committee was assisted by a library war committee composed of nationally known citizens appointed by the Secretary of War. Further provision for the work was made by a grant of \$320,000 from the Carnegie Corporation, to be used for erection of camp library buildings, at a maximum cost of \$10,000 for each building.

The raising of the funds made it possible by October 1, 1917, to unify the work in a single office, under a skilled executive with a paid office staff, and to proceed with an extensive program of activities. Headquarters for the war-service committee were established in the Library of Congress, at Washington, and Herbert Putnam,

Librarian of Congress, was made general director. This centralization has resulted in a great impetus for the work. For the shipment of books for overseas service, dispatch offices were established at the principal ports of embarkation, each office being provided with a suitable stock of books and facilities for sorting, casing, and delivery. Librarians were appointed for the camps, generally from young men of experience in library work. By the spring of 1918 a larger supply of gift books became necessary, and accordingly in April an intensive campaign was undertaken to secure them. This campaign resulted in the immediate collection of more than 3,000,000 volumes, most of them suitable for use.

At the end of 1918 there were in the United States separate library buildings in 47 large camps, each housing 30,000 or more volumes, and each serving as a central depot for distribution of books to stations of various sorts throughout the camps. These agencies served, when the camps were full, more than 1,500,000 men. In addition to these, 270 smaller camps and posts, 151 naval, and 40 Marine Corps stations, 54 aviation fields, and 60 Students Army Training Corps units were supplied with books.

Numerous branches and stations were established in the huts, canteens, clubrooms, and hostess houses of the other six organizations cooperating in war-welfare work, and in other Army and Navy quarters; besides many hospitals and Red Cross convalescent houses were supplied with books, and in most cases also with personal service. More than 300 vessels were furnished with libraries, and a deck library was provided for every transport passing between America and Europe.

By December 31, 1918, 3,854,729 volumes had been collected as gifts from the American people and placed in circulation, and 1,722,000 additional books, mainly technical, historical, sociological, and military, had been purchased. It has been necessary to buy very little fiction, the supply donated being sufficient. More than 3,000,000 magazines donated by the public through the Post Office Department under the 1-cent mailing privilege were distributed both in this country and abroad. The association sent overseas 1,337,250 books, a number limited only by the War Department's restriction of transportation to 50 tons of books per month. The American Library Association maintains a central book collection and a public reading room in Paris. A staff of nearly 300 persons was employed in the 47 camp libraries in the United States, at the headquarters of the Library War Service in Washington, and in France, while more than 400 American librarians cooperated to some extent in the work during the 15 months beginning with October, 1917.

The total expenditures of the Library War Service up to December 31, 1918, for buildings and equipment, books, service and subsistence, supplies and general equipment, travel, freight, and miscellaneous were \$1,763,543.22.

In addition to the \$1,750,000 proceeds to the American Library Association from public subscription in September, 1917, the War Department approved its budget in the sum of \$3,500,000 as part of the total sum raised in the United War Work Campaign of November, 1918. This fund is to be used for continuance of the work at home, but more particularly for work in Europe during demobilization, including an extensive book service in connection with the War Department's educational program for the American soldiers remaining in France.

The American Library Association has prepared a number of brief and attractive reading lists on various subjects for circulation among the soldiers. Some of these reading lists have been prepared by the association in cooperation with the Bureau of Education.

AMERICAN LIBRARY ASSOCIATION CONFERENCE, 1918.

The fortieth annual meeting of the American Library Association at Saratoga Springs, N. Y., July 1-6, 1918, with about 600 in attendance, largely leaders in the profession, was especially a war gathering. A conspicuous feature of the meeting was a numerous group of librarians in service uniform from camp, hospital, and dispatch service. Four round tables for camp librarians were held, at which their problems were thoroughly discussed. The exhibits displayed also related to war activities, such as camp libraries and the library's part in stimulating food conservation. The following titles of a number of important general papers by prominent librarians will give an idea of the character of the program: What each of the following is doing to help win the war—The city library; the library commission; the county and rural library; the State library; the university library.

THE LIBRARIES AND RECONSTRUCTION.

The public libraries of America recognize their particular duty as educational institutions to assist in the work of reconstruction following the war, and are already setting themselves energetically to this task.¹ As in war time, so also during peace the library is to continue to be an agency for conveying information from the Government to the people, thus helping to keep the two in touch with each other.

¹ The conference of the American Library Association at Asbury Park, N. J., in June, 1919, gave special attention to the problems of national reconstruction as related to the library.

On various occasions the Government will have messages on matters affecting the common welfare, which the public library will share in circulating.

During the period of reconstruction the public library will continue to provide literature clearly and truly presenting American ideals for the guidance and inspiration of the citizens. The library must further supply from every possible source accurate information on the important questions of public policy now pressing for solution, so that the people may have the material on which to base intelligent decisions regarding them. These questions relate, for example, to the problems of railroad administration, of labor conditions, and of the high cost of living. Now that America has become a world power, there are also subjects connected with international relations to be considered, such as the league of nations, the Monroe doctrine, etc.

The public libraries may be relied on to continue their cooperation in the movements to inculcate habits of thrift in the young and for child conservation in connection with the Children's Bureau and similar agencies. It is likely also that the work for food conservation will require continuance for some time after the conclusion of peace.

The American soldiers have become accustomed to excellent library facilities both in the camps in the United States and while on overseas duty, and it is believed that in most cases the men have permanently acquired the library habit. On their return to civil life they should find service from the public library equal in quality to that which they received from their camp libraries. The librarians of public libraries are already taking measures to have something worth while to offer to the returning soldiers. In many cases, they are mailing personal notices to the boys as they return home, cordially inviting them to the public library and stating its advantages.

The American Library Association is issuing reading lists for ex-soldiers on various subjects, vocational and other. Some of these are reading courses prepared in collaboration with the Home Education Division of the Bureau of Education, and for their successful completion a certificate signed by the Commissioner of Education is awarded. The former soldiers are advised to obtain the books for these courses from their public libraries, and the libraries will doubtless take care to have the required books available for readers. In some places a special room in the public library building can be provided as a meeting place for returned soldiers.

The libraries also in many cases have opportunity to assist in the rehabilitation of disabled soldiers by the provision of helpful literature, by guidance, etc.

The influence of the war has given an impetus to Americanization work, designed to weld together the diverse elements of our population into a single unified nationality. The public libraries and State library commissions had rendered effective assistance in this work for a long time previous to the war, and should devote even greater attention to it during the reconstruction period. The proper preparation of new citizens is a very important service to the country from any agency. There must be no relaxation of effort in any quarter until all the citizens have a knowledge of American institutions and are able to read, write, and speak the English language.

RURAL LIBRARY EXTENSION—STATE WORK.

In library extension the State has a part to perform which can not as yet be left to the smaller units of library administration—county, township, and city. In sparsely settled districts which are unable to maintain their own public libraries or to obtain service from neighboring libraries the State must supply books by means of traveling libraries sent out from State headquarters. The State must also furnish the stimulus and leadership which will push to successful completion campaigns to establish public libraries in new territory, and the State's field workers are then ready to assist in organizing and starting the newly-established libraries. The State central agency, with its prestige and authority, must back up the library movement everywhere, and see that no part of the State is left without adequate book service of some kind. When a complete system of local libraries has been established the State library should stand ready to supply unusual or expensive books to any local library desiring them for its patrons. It is the State library's duty to supplement in this way the resources of each local library, as is done in California, for example.

The laws of 33 States now authorize the formation and use of State traveling libraries. Especially effective work with traveling libraries was done during the past two years by the following States: Idaho, Illinois, Indiana, Iowa, Kansas, Minnesota, Missouri, Nebraska, New Jersey, New York, North Carolina, North and South Dakota, Vermont, Virginia, Washington, and Wisconsin.

The number of States now having State library commissions or their equivalent is 36.

RURAL LIBRARY EXTENSION—COUNTY AND TOWNSHIP PLANS.

During the two years covered by this survey, the extension of library facilities to dwellers in rural communities on the basis of the county as a unit continued to make progress in the various States which had already adopted this system. In addition, laws giving

State-wide recognition to the county library were for the first time enacted in 1917 by the legislatures of Indiana, Michigan, North Carolina, Pennsylvania, and South Dakota.

The following 22 States now have general laws providing for county libraries: California, Indiana, Iowa (by contract), Kentucky (by contract), Louisiana (for parish libraries), Maryland, Michigan, Minnesota (by contract), Missouri (by contract), Montana, Nebraska, New York (by contract), North Carolina (by contract), Ohio, Oregon, Pennsylvania, South Carolina, South Dakota, Texas, West Virginia, Wisconsin, Wyoming.

The township as well as the county is actively employed as a unit of library extension in the States of the Middle West and in Minnesota, Iowa, and Nebraska. The township unit along with counties and municipal corporations is also recognized by South Carolina in its public library act of 1915, and is included in the Pennsylvania library act of 1917, together with counties, cities, boroughs, and towns.

Unfavorable conditions due to the war everywhere retarded the rate of library progress during 1917-18; nevertheless in general a substantial advance was made. With the conclusion of peace library extension is certain to be greatly accelerated.

The county library system of California continues to hold the lead in development for the entire country. On July 1, 1918, 42 counties out of a total of 58 in California had taken the necessary legal steps for establishing county libraries, and 38 of these libraries were in successful operation. The annual maintenance fund of the 38 libraries amounted to \$539,458.64. They contained a total of 945,856 volumes, had 2,890 branches, and served 1,549 school districts.

A county library bill which was introduced in the Illinois Legislature in 1917 failed of passage. Plans were immediately made to continue the campaign for county libraries by presenting a similar measure to the following session of the legislature in 1919.¹

During 1915-16 five new township libraries were established in Illinois, making a total of 38 in the State.

Indiana's new county library law went into effect July 1, 1917. Before September 1 of that year four counties—Switzerland, Union, Scott, and Jennings—had taken steps to organize libraries under the law. A year later the libraries of Switzerland and Union Counties were reported as making fine progress. Scott and Jennings Counties were delayed by small appropriations, but were expected to open their libraries soon. During 1918 Cass County was the only one to organize under the county library act. Other counties seem to have

¹ A county library law for Illinois was enacted by the 1919 legislature and went into effect July 1, 1919.

been deterred from library organization by the prospect of increased taxation, which was especially burdensome during the war.

The township basis of library organization is extensively employed in Indiana. The State now has 166 townships obtaining library service under the act of 1911, and 40 more served under the county library act of 1917. In 1918 10 additional townships voted support to city libraries in return for library service. Only a few which had been previously served discontinued their arrangements for this service during the year.

Since 1913 Iowa has a law providing that a town, township, school corporation, or county may contract with a public library near at hand for the free use of its books. No county has yet contracted for library service under this law, but 16 libraries now supply their books to their respective townships in return for grants from the public funds of these towns.

In a report to the Maryland Public Library Commission for the period March 1 to November 1, 1917, the field secretary of the commission states that in 14 counties visited during these eight months she found "eight free libraries and reading rooms which serve their respective counties; three of these have separate buildings and two receive assistance from taxes." This is exclusive of the Washington County free library at Hagerstown and the Frederick County free library at Frederick, which are both in active operation.

It was reported in July, 1917, that out of a total of 1,252 townships in the State of Michigan 147 were maintaining libraries, a decrease of 78 from the preceding year. The whole number of volumes in these libraries was 155,970; added during year, 6,124 volumes; total annual income of township libraries, \$22,191.71. One township in Houghton County voted an annual library tax of \$5,000.

The new Michigan County library law was approved by the governor in April, 1917.

There are now nine county libraries in Minnesota operating on the contract plan, whereby the county commissioners make an annual appropriation to the library in return for service. These counties are Anoka, Clay, Hennepin, Itasca, Meeker, Olmsted, Ramsey, Steele, and Washington. The appropriation has recently been increased in Anoka, Itasca, and Steele Counties, and in Hennepin County the system operating from Minneapolis has been enlarged to 62 stations. The county appropriation in Lake County has been discontinued, but a large number of people from the surrounding country still draw books from the former county library at Two Harbors. Ramsey County has been added to the list of county libraries since the last report. Here the White Bear library serves the rural parts of the county.

While in Minnesota only nine libraries have regular systems of county service, many others have extended their use to rural borrowers. For example, the Ortonville public library circulates books among the inhabitants of Big Stone County, and even across the State line in the neighboring section of South Dakota.

A committee of the Minnesota Library Association was appointed in 1918 to endeavor to obtain from the 1919 legislature such revision of the county library law as would make county libraries more active and permanent. The development of strong county organizations for war work was considered a good basis for this movement.

Two Minnesota libraries have contracts for service with adjoining townships. Graceville public library receives annually \$100 from the township and has 218 borrowers outside the village. Hibbing public library is under contract for service to the township of Stuntz.

In a number of places in Minnesota school and public libraries have been combined by authority of the State high-school board. School libraries are open to the public in eight localities.

The Montana county library law was enacted in 1915 and amended at the legislative session of 1917. The amended act provides that the petition for the establishment of a county free library shall be signed by not less than 20 per cent of the resident taxpayers of a county instead of 20 per cent of the qualified voters, as previously allowed. Other provisions of the revised law increase the powers of the county librarian for the organization and administration of the library.

Several counties of Montana have already availed themselves of the provisions of the act with very beneficial results both to the communities and their schools. The county commissioners of the following counties recently established libraries and employed librarians: Big Horn, Blaine, Chouteau (18 branches), Missoula (13 branches), Phillips (2 branches).

The Nebraska law authorizes the city council of any city, the board of trustees of any incorporated village, the county board of any county, and the electors of any township to establish a free public library, or to contract for the use of one, and to levy a tax to provide the necessary funds. Out of a total of 108 tax-supported libraries in the State in 1918, 12 were township libraries, 4 of which were established during 1917-18. There were no county libraries in the State.

In North Carolina there are now six libraries which serve their respective counties and receive in return funds from taxation, as follows: Good Will Free Library, at Ledger, Mitchell County; public library of Salisbury, Rowan County; public library of Washington, Beaufort County; public library and colored public library of Durham, Durham County; public library of Greensboro, Guilford

County. In 1917 the legislature enacted a law authorizing the board of county commissioners and the county board of education of any county to cooperate with the trustees of a public library in any city or town in extending the service of such library to rural communities.

In Ohio there are eight county libraries organized under general enactment, located in Erie, Greene, Paulding, Portage, Richland, Ross, Van Wert, and Wood Counties. In addition, there are the Hamilton County library at Cincinnati, established under a special law, and the Birchard library, an endowed institution at Fremont, which is free to the inhabitants of Sandusky County. Ohio also has 39 township libraries.

A county library law passed by the Ohio Legislature in 1917 was vetoed by the governor.

South Carolina has an act of 1915 which authorizes any county, township, or municipal corporation in the State to acquire, own, or operate a library or libraries, and to levy a tax of not exceeding 2 mills on the dollar for the support or acquisition of the same. At its 1915 session the South Carolina Legislature also passed an act establishing a public library at Beaufort for the people of the township, and incorporating the trustees of the Beaufort Township Public Library.

A county free library bill passed the Legislature of South Dakota by a unanimous vote at its 1917 session. This action shows gratifying progress in the growth of the library idea in the State, coming only four years after the establishment of the South Dakota Free Library Commission. With the close of the war a marked development of county libraries in South Dakota is expected.

The Texas county library law, enacted in 1915, was amended by the Legislature of 1917 in a way to facilitate the formation of county libraries. The amended act provides that on its own initiative or when petitioned by 100 or more voters of that part of the county affected, a county commissioners' court shall submit to the voters the question of establishing such library; a majority vote to decide. The original act required a petition by 25 per cent or more of the qualified voters, and approval by a two-thirds vote for establishment of a county library. The 1915 law prescribes an annual tax not to exceed 6 mills on the \$100 valuation of property in the territory affected, for the establishment and maintenance of a county library. The amended act allows a county tax of not exceeding 5 cents on the \$100 valuation for support of library. The law of 1917 also creates a State board of library examiners, to consist of the State librarian, librarian of the university and three other members; said board to pass on qualifications of county librarians.

The Wisconsin law provides that any public library may, under such rules and regulations as it deems necessary, open its services to nonresidents of the city, town, or village in which the library is situated. Any library board may contract with the board of supervisors of a county, or with the governing body of a town, school district, village, or city to loan books singly or in traveling libraries to the inhabitants of the governmental unit with which the contract is made, and the unit served may in return make an annual appropriation to the public library rendering the service.

At present, Wisconsin has only three county libraries, described as follows:

The Antigo Public Library and Langlade County have been in contract relations since 1909. The county pays \$850 annually to the general library fund. In 1918 there were in the county 28 library stations in operation and 382 books were sent to individuals by parcel post, in addition to the use of the city library by country people. County borrowers numbered 761.

Wisconsin also has one endowed county library, the Mabel Tainter Memorial Library at Menomonie. The wish of the donors was that the benefits of the library should be as great to the patrons living outside the city as to those living within, and accordingly the library circulates its books without charge throughout the county of Dunn, employing automobile service and parcel post. The library now has 1,179 rural borrowers. County schools are divided into two zones, the more distant teachers being allowed 25 books on an eight-week charge.

The extension work of the Milwaukee Public Library in Milwaukee County is carried on by contract with the county board under a law of 1913 which applies only to counties of 150,000 population or more. An amendment of 1917 provides for charging back to each town, village, or city in the county its share of the expense. The contract was based upon an estimated cost of 10 cents for each book circulated. The circulation in each town, village, and city is reported quarterly by the library to the county clerk, and the total amount of money due is paid by him into the library fund. Once a year the county board charges back to each town, village, and city its proper share of this total according to the circulation. By this plan each district in the county pays for the exact service received by it from the central library. There are 53 county stations, many of them in schoolhouses. A special appropriation is made for automobile service, which is facilitated by a system of good concrete roads. Frequent visits from the director of extension and his large personal acquaintance through the county are strong factors in the success of the station work. The county people also use the central library freely.

It is reported that a very large and increasing proportion of Wisconsin public libraries in general are already free to country people, who are using them to a considerable extent without being taxed for their maintenance. Library boards seem to be coming to realize that even for a purely material advantage—to secure the farmers' trade for the city merchants—it is worth while to encourage rural people to visit the city library. The Wisconsin Library Commission urges local library boards in general to open the resources of their libraries to all rural people without charge, and offers them support in this action by means of loans of books, traveling libraries, special groups, etc.

Under existing laws in Wisconsin, two taxing units for rural public library purposes are possible—the township and the county. In the more closely settled parts of the State, where there are several cities of about the same size in a county, with some rivalry between them, the town seems to be the natural unit. At least 12 libraries are now receiving such aid, in amounts varying from \$15 to \$200 from any one township. This aid has been voted for a number of years in several places, showing that the libraries have rendered satisfactory service. Where the interest of a whole county focuses in one center, a county library is preferable to other plans.

The Wisconsin County traveling library law provides in brief that a county board of supervisors may establish a library board of five members, who shall appoint a supervising librarian at a salary limited to \$50 per year. An appropriation for traveling library work may be made from the county general fund, not to exceed \$500 for the first year, and not to exceed \$200 for any year thereafter. The county may also receive bequests or gifts to be used for its traveling library system.

Fourteen county traveling library systems are now in operation under separately organized county traveling library boards. In 11 of these counties the librarian employed to take charge of this work is the public librarian at the county seat; in one county, the county superintendent of schools; in the other two, private individuals with offices in the court house. The funds by law allowed are found inadequate to do justice to the work, since the librarian's salary is limited to \$50 and the annual expenditure for maintenance of library may not exceed \$200 after the first year.

At the 1918 meeting of the Wisconsin Library Association a committee on county libraries made its report and presented a draft for a new county library law. A discussion followed touching the whole subject of rural extension. A committee was then authorized by the association to study the subject further. This new committee is to report at the 1919 meeting of the Wisconsin Library Association.

The various administrative units for library extension were discussed at the Louisville conference of the American Library Association in 1917 in the following papers: The State as a unit for library extension, by Minnie W. Leatherman Blanton; The county as a unit, by Harriet C. Long; The library district as a unit, by John A. Lowe; The township as a unit, by Mayme C. Snipes. These papers may be found in the Proceedings of the American Library Association for 1917, pages 230-237. The subject was also discussed by M. S. Dudgeon at the Pasadena conference of the American Library Association in 1911, in a paper entitled Administrative units in library extension—State, county, township, city, published in the American Library Association Proceedings, 1911, pages 130-138.

LIBRARY SURVEYS.

During the past few years in the surveys made of the educational systems of a number of States and cities, a tendency has been manifest to give increasing recognition to the library, both school and public, as an educational factor of importance. Besides inclusion of the library as a feature of the general educational surveys, a survey devoted entirely to the State-supported library activities in Washington has been made by the State library advisory board to and at the request of the Washington State library commission and its report issued as a public document of 134 pages at Olympia in 1917.

This report is a valuable piece of work and is worth careful study for its treatment of library problems which are typical of other States besides Washington.

The State library advisory board of Washington was appointed in 1915 for the purpose of advising the State library commission regarding the control of the miscellaneous department of the State library, the traveling libraries, and the State historical library; also to give advice and counsel to all free libraries in the State and to communities proposing to establish them. In addition, the advisory board was required by law to cooperate with advice and assistance in the performance of certain duties of the library commission and the State librarian, and to report on the desirability of certain proposed improvements, such as a library organizer, special publications, archives work, development of interlibrary loans, etc. Before offering advice and recommendations on these matters the advisory board felt it necessary to obtain the fullest possible information on which to base its proposals, and consequently undertook a State-wide survey of existing conditions as regards libraries.

The membership of the advisory board consisted of the State superintendent of public instruction, of two persons appointed by the

governor upon his own initiative, and of two other persons to be appointed by the governor, one representing the Washington State historical society and one representing the State federation of women's clubs. John B. Kaiser, librarian of the Tacoma public library, was made president of the board. The State librarian is ex officio secretary.

For the actual work of the survey the board sought to associate with itself from within the State specialists on various phases of library work and educational problems generally. In addition, wherever possible, the superintendent or equivalent officer of each institution to be surveyed was invited to join in the work as a committee member.

The survey was organized into eight divisions, each in charge of a special committee, as follows: (1) The State library, (2) library extension, (3) county and rural school work, (4) State educational institutions, (5) library training, (6) libraries in State charitable, penal, and reformatory institutions, (7) library work with foreigners, and (8) library legislation.

As a result of its survey, the advisory board found that primarily the State-supported library activities in Washington need greater financial support, a greater measure of responsiveness to visible needs and opportunities on the part of the library commission, and an infusion into the service of workers whose professional ability, personality, and capacity for leadership will create the desired responsiveness in the commission and inspire in the legislature that confidence which deems it a privilege to cooperate.

For greater efficiency in library extension, the advisory board recommended the employment of a State library organizer and field worker, and the allowance of money grants to small public or school libraries distributed in a manner analogous to the New York State plan. Insistence on at least one year's attendance in a training school for librarians was advised as a minimum requirement for all additions to the technical staff.

Suggestion was made for a conference of representatives from the State university, State college, State historical society, State library, traveling library, and library commission, to devise a cooperative program of library service, and to consider various problems, including the following: In view of the distance from the traveling department to eastern Washington, should the State college through its extension division or library attempt similar service, and should the State have a second State library organizer and field worker stationed at the State college?

The State is also urged in the report to participate more effectively through its library service in the increasingly important work of Americanization.

The board recommended the immediate passage of a county library law making possible the establishment of county libraries in Washington.

The board considers obviously desirable the consolidation of the library commission with the advisory board, or the elimination of both and the transfer of their combined duties to the State board of education.

The report of a survey of State Higher Educational Institutions of North Dakota, made under the direction of the United States Commissioner of Education, which was published as Bulletin, 1916, No. 27, of the Bureau of Education, devotes Chapter IX, of 9 pages, to the State library commission and the activities within its field. This chapter outlines the work now being carried on with suggestions for extension and improvement. The survey finds that evidently there is need for considerable increase in the appropriations for all this library commission work if it is to accomplish for the State what was originally intended and meet fully the ever-larger demands made upon it.

After discussing the organization of the State library commission reference and field work, the survey passes on to the subject of institutional libraries, meaning those of the university, the agricultural college, and the normal schools. These libraries may, to some extent, loan their books beyond their walls, but should avoid all effort to cover the general field of the library commission. Outside service should be only secondary, and to a large extent only supplementary to the work of the library commission, and in this service each institutional library should have its own definite field. In North Dakota, under present conditions, extensive courses in library work at more than one institution are not justified, but there is need for instruction in the simplest and most elementary principles and practice of library work for those who have the care of the smaller libraries, and especially for teachers in the public schools who are responsible for the selection and care of books in the school libraries. Such instruction should be provided at the university and normal schools, and especially in the summer sessions of these schools. In order to secure uniformity, these courses should be planned and the work inspected by the secretary and director of the library commission.

The report expresses approval of the very liberal laws in North Dakota facilitating the establishment and maintenance of city, village, township, and school libraries. However, less than 10 per cent of the people of the State now have easy access to any adequate collection of books. To meet fully the needs of the people will require libraries larger than can be maintained by the small units of school

district, village, and township. It will require the cooperation of county and State.

The survey commission recommends that the legislative assembly of the State be requested to make legal provision whereby counties may establish and maintain libraries, supported by taxes levied on all the taxable property of the county, managed by trained librarians, having branches in all the more important towns and villages of each county, and using the schools as distributing centers. It should not be difficult for any of those counties having each a population exceeding 10,000, which constitute more than half the total number of counties in the State, to provide the funds for a building, books, and their proper care and administration for a library of 30,000 volumes. A library of this number of carefully selected books would be amply sufficient for any county in the State, especially if all the county libraries were supplemented by the State educational reference library enlarged for this purpose.

The survey concludes that such a system of county libraries would increase in large measure the value and effectiveness of the State's system of public education. It would be especially helpful to those, the great majority of the people of the State, who live in the open country and in villages and small towns, and most helpful of all to those living in remote, isolated farm homes. On Sundays, on rainy and snowy days when little or no work can be done outdoors, and on long winter evenings—very long in this northern latitude—much time for reading can be found by children and older people alike in the rural districts. The cost of upkeep of the libraries when once established will not be large. The total cost for all the counties would probably not exceed 6 or 7 per cent of the total annual expenditures for public schools.

Various recent surveys of city schools give attention to school libraries and to the educational work of the public library. Among these may be first mentioned the Public School System of San Francisco, Calif.; a Report to the San Francisco Board of Education of a Survey made under the Direction of the United States Commissioner of Education, published as Bulletin, 1917, No. 46, of the Bureau of Education.

This survey report states that an examination of the library equipment of 12 representative grammar schools and elementary schools of San Francisco showed none of these schools to be properly supplied with supplementary readers and other library facilities. Teachers and schools can not do effective work under these conditions. A liberal allowance of money for supplying needed reference books and libraries throughout the entire system of schools is strongly urged by the survey committee (pp. 217-218).

The survey committee also recommended the establishment of a fuller, more effective cooperation between the schools and the San Francisco public libraries. According to the report, the library officials manifested eagerness to cooperate with the schools.

In the chapter on high schools, the San Francisco report says (p. 279):

In addition to well-equipped laboratories, gymnasium, auditorium, and lunch room in each high-school building, there should be also a well-equipped library, in charge of which should be a well-trained librarian. Not one of the high schools at present has either a well-equipped library or a librarian. It is quite as necessary that both the library and the librarian be provided for in all these schools as it is that laboratories, gymnasiums, lunch rooms, and auditoriums and well-equipped teachers shall be provided.

The importance of securing the cooperation of the public library with the schools in the provision of materials relating to community life is brought out in the report in the chapter on Civic Education (pp. 363-364). This should include the publication of bulletins, or leaflets, or a journal of some kind, covering in the course of time every phase of the life and growth of the city and State in a form and language suited to the use of public-school pupils. All published materials relating to the city and State should be made available by the library; and more important still, there should be special attendants familiar not only with these materials but also with the course of study in the schools, who should have ready at hand the materials needed by classes as the work develops throughout the term, and who should directly assist pupils and teachers in the use of this material.

A room in the library building should be set apart for the use of pupils in their study of this material relating to the community, a room where exhibits of pictures and other illustrative materials should be on display. It might be known as "the San Francisco room." The library may also be the proper agency for the collection of slides and films illustrative of community conditions and activities, which should be lent to schools, social centers, parents' associations, or local improvement associations as needed. The possibilities in this line are almost unlimited.

The survey report also observes in this chapter on Civic Education that in San Francisco the working relations between the public library and the schools have been developed only to a very slight extent. The library does not seem to be in any real sense a part of the working equipment of the schools, and with few exceptions is not recognized as such by teachers. More branch libraries are needed; but more especially there is needed closer cooperation between library and teachers in regard to subjects taught at a given time in the schools and materials relating to these subjects available in the library. More

definite and systematic provision should also be made for working collections of books to be lent to schools for short periods of time as needed.

Individuals and private agencies have opportunity to cooperate with the schools and the library in the collection of local materials for community study. There are many individuals and various organizations in San Francisco who by coordinated effort could give impetus to such extension of the usefulness of the public library. Efforts in this direction should be made in full knowledge of the aims and methods of the schools, and the schools should have a supervisor or other representative through whom such cooperation could be made effective.

In connection with the subject of education of the immigrant, the report says (p. 564) that a force possessing many latent possibilities as a factor in Americanization is the public library. At the time of the survey a magnificent new building for the public library was well underway in the civic center, and since then has been completed and opened. Definite plans for cooperation between the library and the school were already in operation. For example, each of the seven branch librarians had to visit all schools in her library district. Two story-telling hours per week, in charge of branch librarians, were conducted in each branch, one for older and one for younger children.

In the survey of the St. Louis public schools, of which the report was published in 1917, the section on high schools¹ was written by A. B. Meredith, deputy commissioner of education of New Jersey. He reports finding in each school a library under the special supervision of a teacher assigned by the principal. The rooms were admirably lighted, conveniently located, and fairly well stocked with books, especially for work in English and history. During the day different teachers are assigned to library duty, so that at least seven different teachers a day are administering this department. Naturally these teachers are not all experts in library administration, while the expense of this arrangement is an item of considerable magnitude. The important consideration is the educational value which may come to the pupils from expert library service, while leaving regular teachers free to supervise study periods. A further question is the value of a teacher's time in comparison with that of a librarian. Without criticizing the service now rendered by the teachers in charge, it is fair to say that to put trained librarians in charge of the school libraries would add immensely to the effectiveness of this department. A plan of cooperation with the public library of the city is advised. With one person in charge throughout

¹ *Survey of the St. Louis Public Schools, vol. 3. High schools, pp. 28-29.*

the day, the library could remain open after school hours and be of increased usefulness to the pupils.

In most school libraries an absence was noted of books of reference in the sciences, practical arts, and mathematics, and also of departmental and general magazines. It would appear that the library is considered merely as an adjunct to the English and history departments, and not as constituting a general laboratory of research and study and related to all departments of instruction, which is its true function.

The report of the school survey of Grand Rapids, Mich. (1916), brings out the fact that that city enjoys to a highly unusual degree the educational cooperative work of the city public library. The library is governed by a board that is sufficiently independent of those who control the school affairs proper, and yet is sufficiently linked to the educational organization to secure thoroughgoing cooperation. Of the six members of the board of library commissioners, five are elected by the citizens at large, including women, on a nonpartisan ballot, and the sixth member is the superintendent of the public schools, ex officio. The title to all property of the library rests with the board of education. For more than 20 years the city library has been placing deposit and branch libraries in all of the school buildings of the city. The legally connected and closely cooperating boards of education and of library are thus by means of a single service systematically caring for the reading opportunities of all the city's people, both juvenile and adult.

A good-sized reading room is now supplied for the branch libraries by the board of education in about one-third of the regular school buildings of the city; and such a room is to be provided in each of the new buildings. The school board supplies heat, light, and janitor service, while the library board supplies the books, periodicals, card catalogues, and the library staff. The library board also conducts a weekly story hour during the season, a course of free lectures for children and adults through the year, and the systematic instruction of the children in the uses of the library. The branch library rooms serve as reading rooms for the children during the school day, and during day and evening throughout the year are open to the use of the adult community. The branch libraries are equipped with from 1,500 to 3,500 volumes, of which about half are for children and the rest for adults. Each is supplied with 25 to 30 current periodicals in the English language, and if required, with special periodical literature in foreign languages, adapted to the population of the district. The use of the books in these branch libraries is carefully observed, so as to keep only "live" books upon the shelves, and to return any unused books to the central library.

In most of the schools in which branch libraries have ~~not been~~ opened, there are located what are termed deposit libraries, largely determined in size by the demands of the pupils. Books currently used are retained, and unused books are returned, thus regulating the size of the library automatically. In addition to the relatively permanent library sets already mentioned the public library provides traveling library sets on special topics in American history and other subjects. These traveling libraries contain from 25 to 200 volumes, and may be kept at the school building by a teacher from four to six weeks for collateral reading by the pupils.

The library employs a number of ways of encouraging the children to use the books supplied. A weekly story-hour is held from October to March at the central library, and at each of the branch libraries. Monthly bulletins are issued calling attention to all new books of various kinds. Eight or ten public lectures are provided each year for adults and children at each of the various school branches. Books for collateral reading are recommended on the subjects of these lectures.

A further method of stimulating reading is the organization of reading clubs in the schools. A yearly average of 19 books per child was read by the pupils in one school building, the children of all grades, including the kindergarten, being counted in taking this average. Many children read a book a week, the habit formed during the school year tending to persist during holidays and vacation seasons. There are some children who read two books a week through the year. Since children should be early trained for rapid silent reading, this constitutes one of the most effective possible methods for providing the training.

The books for the schools are carefully selected by trained assistants and reports regarding their use are received from principals and teachers, who are also requested to send suggestions regarding material desired to the library. This cooperative method of choosing new books draws upon the best information and experience of both librarian and teacher. The library also informs itself regarding the children's reading from its annual conference on children's reading, in which both teachers and parents are represented.

The report concludes:

After school days are over, the most important continuing educational influence is the reading habit. Frequent cases in Grand Rapids show that full and effective education through library reading is a type of education that does not lapse when school days are over. It is therefore recommended that library work through the schools shall continue and expand.

The Report of a Survey of the School System of St. Paul, Minn., by the Survey Commission, St. Paul, 1917, contains a section on the cooperation of the public library with the schools (pp. 47-51).

The subject is covered under the following headings: General, central library service, school libraries, class-room libraries, supplementary reading, instruction in use of libraries, and library publications. The last named include publications giving information regarding the library for teachers and pupils, reading lists, and a projected library manual for high-school pupils.

The Report of the Educational Survey of Elyria, Ohio, made under the direction of the United States Commissioner of Education (Bulletin, 1918, No. 15), contains sections on the high-school library (pp. 106-107), and on the public library (pp. 204-205). A good general presentation of the necessity and utility of an adequate school library and of the value to the pupils of training in library methods is given on pages 119-122 of *The Public Schools of Columbia, S. C.*; a Report of a Survey made under the Direction of the Commissioner of Education (Bulletin 1918, No. 28). According to this report, "Learning how to use a library—that is, learning how to use the tools of study—should be begun well down in the grades and continued throughout the entire school course."

Besides the surveys already mentioned, the reports of the following contain material relating to the library as an educational factor: Report of the Denver School Survey, 1916; Educational Survey of the Public Schools of Brookline, Mass., 1917; Educational Survey of Janesville, Wis., by the State department of public instruction of Wisconsin, 1918, the last with considerable fullness.

HIGH-SCHOOL LIBRARIES.

Standardization of requirements for high-school librarians by State action made substantial progress during the biennium.

The following law, which became effective in July, 1917, was passed by the California Legislature:

No librarian shall be employed for more than two hours a day in any high school unless such librarian holds a high-school certificate, or a special teacher's certificate in library craft, technique, and use, of secondary grade work, granted in accordance with the provision of this code. Such librarians shall rank as teachers and shall be subject to the burdens and entitled to the benefits of the public-school teachers' retirement fund, on the same basis as other teachers.

In Oregon the State educational department recommended to its superintendents that in any high school employing as many as 10 teachers, 9 of these should be used on the regular teaching force and the tenth teacher should be a trained librarian who may give her full time to supervising the work of the high-school library. Several cities in Oregon have adopted this plan. The school librarian is chosen by the city or county librarian after consultation with the city superintendent of schools. She is under the immediate supervision of the city librarian, who directs the library work both in the

high school and in the grades. The city superintendent cooperates by requiring his teachers to follow the librarian in matters affecting the reading of the pupils. This work has so impressed many school boards that in the smaller high schools one teacher-librarian is employed who gives half her time to teaching and the other half to library supervision.

The State department of public instruction of Wisconsin sent the following notification to the high-school principals of the State:

Beginning with the school year 1919-20, it is expected that every high school in the State will employ a teacher-librarian who has had the library training represented by the course for teacher-librarians in the University of Wisconsin, or its equivalent. Principals of high schools should plan to meet this requirement by that date or sooner if feasible.

Larger high schools in Wisconsin are expected to have high-school librarians who have taken the full course in a standard library school.

The State education department of New York State, through its division of school libraries, sent out under date of May 1, 1918, the following ruling concerning the State certification of high-school librarians:

Inasmuch as a district quota can not be allowed for the service of a school librarian unless said librarian is a holder of a certificate, it has been decided to issue certificates as follows:

(a) Permanent certificates will be issued to those who are college graduates, and also graduates of library schools approved by the regents of the University of the State of New York.

(b) Five-year certificates will be issued to graduates of approved library schools, and after five years' satisfactory service a permanent certificate will be issued to such persons.

(c) Three-year certificates will be issued to graduates of an approved short library course of not less than six weeks, provided that such graduates have had at least two years of library experience.

(d) One-year certificates will be issued to graduates of a short library course of not less than six weeks provided they have had one year's library experience, and to graduates of approved colleges and normal schools who have had no library experience provided they have had one or more sessions of the State summer library institute conducted by the State library and are certified as having done satisfactory work.

(e) Certificates may be renewed for a like period provided there is satisfactory evidence that acceptable work has been done during the period for which the original certificate was granted.

For service in cities of the first and second class, only permanent certificates will be accepted in New York State.

In 1917, the University of Missouri issued a bulletin containing observations on high-school library conditions and suggestions for improvement, based on information contained in replies to a questionnaire sent to all the high schools accredited by the university. This bulletin suggests a standard of adequate library facilities for the ac-

credited high schools, following the norms set up in the report of Mr. Certain's committee to the North Central Association of Colleges and Secondary Schools, which is outlined in the following pages.

In a number of States, State supervisors of school libraries, State inspectors of high schools, and State high school visitors from the universities continued effectively to devote their efforts to the improvement of high-school library conditions.

An important event was the adoption by the North Central Association of Colleges and Secondary Schools, at its meeting in Chicago, March 21-24, 1918, of a report on Standard Library Organization and Equipment for Accredited Secondary Schools of Different Sizes, prepared by the library committee of the commission on unit courses and curricula of the North Central Association, under the chairmanship of C. C. Certain, of the Cass Technical High School, Detroit, Mich. The report was also adopted by the department of secondary education and the library department of the National Education Association in joint session at Pittsburgh, Pa., July 3, 1918, as a statement of national standards in high-school library development. The period assigned for attaining the standard prescribed in the 18 States of the Middle West represented in the North Central Association is five years from March, 1918, and the movement to this end is commencing at once.

This report suggests a practical working standard for the following types of high schools: (a) Junior high schools, (b) high schools with enrollment below 200, (c) high schools with enrollment from 200 to 500, (d) four-year high schools or senior high schools with enrollment between 500 and 1,000, (e) four-year high schools or senior high schools with enrollment between 1,000 and 3,000. It defines the requisites of a standard library organization as (1) appropriate housing and equipment of the high-school library; (2) professionally trained librarians; (3) scientific selection and care of books and other printed matter, and the proper classification and cataloging of this material; (4) instruction in the use of books and libraries as a unit course in high-school curricula; (5) adequate annual appropriations for salaries and for maintenance, for the purchase of books and other printed matter, for binding, supplies, etc.; (6) a trained librarian as State supervisor of school libraries either through the State department of education or the State library commission.

The report proceeds to emphasize the importance of having the library room centrally located in the school building, scientifically planned, and well equipped. The room should be of adequate size,

This report is published in North Central Association of Colleges and Secondary Schools, Proceedings, 1918, pp. 35-77; National Education Association, Addresses and Proceedings, 1918, pp. 66-76. It is also issued as a separate pamphlet.

attractive in its appointments, and provided with the apparatus of vertical file, bulletin boards, illustrative material, and other modern accessories to the efficiency of a library. Since the function of a high-school library is to inspire a permanent love of reading, the library bookshelves should be open, and the pupils encouraged to read for recreation and pleasure, not merely to consult books for reference and for supplementary and collateral study.

The report sets forth the desirability of having a full-time trained librarian in the larger high schools as a regular policy, and also in the smaller schools whenever possible. The librarian in the high school should combine the good qualities of both the librarian and the teacher and have the personal characteristics of enthusiasm, power to inspire, and teaching ability. A librarian who is a graduate from college and from a recognized library school having at least a one-year course is urged upon all schools of 500 pupils and over, and a staff of two or three library school graduates is recommended for the larger high schools. The high-school librarian is entitled to rank with the teachers of the school as a regular officer of instruction. In high schools having heads of departments the librarian should be made head of the library department, with status equal to that of heads of other departments, as has been done in the Schenley High School, Pittsburgh. The salary of a high-school librarian should be adequate to obtain a person with the proper qualifications, not lower than that of the English teacher, but higher if necessary.

The educational work of the high-school library may be summarized as follows:

(a) Reference: Helping teachers and students to find suitable material on special topics, notifying teachers of new books and articles along professional lines, looking up answers to questions which have arisen in classroom or laboratory, preparing suggestive reference reading along the lines of the course of study.

(b) Instruction: Systematic instruction of students in the use of reference books and library tools, such as card catalogue, indexes, etc., by means of lectures, quizzes and practical tests—emphasis to be given in this instruction to the relationship of the high-school library and the public library, and the relation of a library to life outside the school.

(c) Educational and vocational guidance: Cultural and inspirational work in widening the interests of the students and in cultivating a taste for good reading. Methods to this end are posting interesting material on bulletin boards, compilation of reading lists, organization and direction of reading clubs, and personal guidance of the reading of individual students. The librarian should also cooperate with vocational counselors in aiding students in the choice of vocations.

One of the following plans should be selected in giving instruction in the use of books and libraries:

1. Devote a minimum of three recitation periods per year in each English course to graded instruction in the use of books and libra-

ries. This instruction should be given by the librarian and credited as a distinct requirement for graduation. The credit should be recorded as a grade in library instruction.

2. Establish "Instruction in the use of books and libraries" as a unit course giving a minimum of 12 lessons a year to this work. In view of the fact that efficiency of instruction in any department depends upon an intelligent use of the library, the following schedule for the 12 lessons seems practicable:

In English, three lessons a year; in history, three lessons a year; in Latin, one lesson; in Spanish or French, one lesson; and in the sciences and manual training together, four lessons.

Training in library use should include the following: The use of books for educational guidance, as tools, and as a means of recreation, amusement, and inspiration; *esprit de corps* in handling books as public property; and also the subject of the relation of high-school and public libraries. To relate the work in the high-school library to that of the public library, and to make clear the uses to students, after school days are over, of an institution which should be a factor in their future mental development, classes should be taken to the public library, where its book resources, rules, methods, departments, catalogue, and support can be briefly explained by one of the staff. This should be done in the small towns as well as in the large cities.

The maintenance of the school library should not depend upon incidental sources, such as school entertainments and "socials," although funds raised in this manner may well be used to purchase accessories to the regular library equipment. The library deserves an annual appropriation of sufficient amount in addition to salaries to provide means for the necessary correlation with all other departments. For books alone a minimum of 50 cents a student is needed annually. Not less than \$40 a year for magazines and newspapers is needed, even in small high schools.

Emphasis is also laid in the report upon the employment by the State department of education, either by itself or in cooperation with the State library commission, of a trained librarian to act as supervisor of all public-school libraries in the State—normal, high, elementary, and rural. Expert supervision of this sort will raise the standard of library efficiency in schools of all grades and sizes. In States having no supervisors of libraries, high-school inspectors should make note of library conditions in schools visited and embody the information in their reports.

The evolution of a proper type of library for junior high schools has lately received careful consideration from school librarians at their conferences and elsewhere. The report of the library committee of the North Central Association and the National Education

Association also accords this problem a conspicuous place. It says that the junior high-school library should be organized in such a manner as to meet the needs of boys and girls in grades seven, eight, and nine, and contain materials suitable for this purpose. This library should be sharply differentiated from the library in the senior high school, not only as to the character of books selected, but also as to the kind of service expected from the librarian. It should contribute to more varied and extensive interests, for, unlike the library of the senior high school, the library of the junior high school does not require the kind of material and the character of service necessary to close specialization in particular subjects.

The librarian of the junior high school should be a student of children and adolescent psychology, and should have sufficient culture and professional training to select books discriminatingly from the standpoint of the appropriateness and educational value of their subject matter, also to supervise intelligently the pupils' reading.

