



Public Library Trustees in the Nineteen-Sixties

by Mildred L. Batchelder

Introduction

Dorothy B. Corrigan

Past President, American Library Trustees Association

Trustee, Chicago State Library

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Introduction

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Past President, American Library Trustee Association
Trustee Consultant, Illinois State Library

This publication should be compulsory reading for all people involved in public library development. I wish I had read such a publication when I first became a library trustee, because it appraises the role of the library trustee concerning responsibilities, influences and opportunities for providing library service.

How did library boards develop in the United States? Who are trustees? What is the status of library boards today? What is the future of the board system in this country? Before this study was written, we did not know the answers to these questions. That is what prompted the Executive Board of ALTA to start a publishing program which led to the creation of the ALTA Publications series. PUBLIC LIBRARY TRUSTEES IN THE NINETEEN-SIXTIES is what we conceived of as a first step and a very necessary beginning -- a booklet to help trustees and librarians study and understand the role of the library trustee in public library development. This would involve a search of the library literature of the past few years and a study of the current situation.

We were fortunate to find the perfect person as researcher and author. Mildred Batchelder brought professional know-how and experience as a librarian. During her years as an executive secretary at the American Library Association she held for a time staff responsibility for working with trustees. But more important, she brought to the job a fine mind, an interest in the subject, and a rational estimate of the role of the trustee.

The significance of the following narrative is not in the accomplishments of the past, but in the possibilities for the 70's and 80's and 90's and beyond. This is a story of action, ideas, and enterprise with a climax that leads to the future. What is forecast here and implicit in every advancement is the anticipation of continuing and constantly improved library services. I don't think this publication will ever be compulsory reading, but will be "want-to" reading.

TABLE OF CONTENTS

	<u>Page</u>
Public Library Trustees in the Nineteen Sixties	1
Studies of Library Boards: Joeckel	1
Studies of Library Boards: Garceau	3
Studies of Library Boards: Kroll	4
Studies of Library Boards: Koepf	5
Boards or No Boards?	6
Privately Controlled Boards	7
The Legal Bases of Library Boards	8
Public Library Standards and the Library Services Act	8
Effects of Scientific, Economic and Social Change	10
Growth of Statewide Planning	11
Development of Library Systems	13
Evaluation of New York System Experience	15
Evaluation of Pennsylvania Library Program	19
Study of U.S. Public Library Systems	22
Trustees and the State Library Agency	26
Trustees in the Political Process	28
Other Powers and Duties of Trustees	32
Trustee-Librarian Relationships	32
Trustees Make Policy and Set Objectives	33
Trustees Study Community Needs and New Services	35
Sources of Library Policies and Objectives	38
Personnel Policies	39
Collection Selection Policies	41
Budget and Building Policies	43
Planning Library Services	44
Libraries in Community Planning	45
Trustees and Library Buildings	47
Trustees and Public Relations	49
Who is the Library Trustee?	51
Trustee Organizations	55
Trustee Publications	56
National Programs for Trustees	58
Governor's Conferences	59
Trustee Citations	60
ALTA and State Trustee Organizations	61
State Trustee Association Operations and Activities	61
Who Educates Trustees?	64
Publishing for Trustees	66
The Need for Trustee Education	69
Trustees Speak Out	71
Trusteeship of Public Institutions	74
Changing Patterns on Library Boards	79
Will Library Boards Continue?	80
The Need for Research	81

1. C. B. Joeckel, *Government of the American Public Library* (Chicago: University of Chicago Press, 1933), p. 261-2.

PUBLIC LIBRARY TRUSTEES IN THE NINETEEN SIXTIES

What is the status of public library boards of trustees in the United States today? How did library boards become as they are? What is the future of the board system in the development of equalized library service to all? Who are the public library trustees and what are their characteristics? What are their roles and responsibilities in providing library service? What developments have strengthened the quality of library trusteeship? What influences have increased or decreased the importance of trustees?

An examination of library literature of the last half-dozen years gives some answers to these and related questions. At the same time it suggests areas where information and study are needed to obtain more than personal and subjective responses. As uneven as the literature is in its coverage and objectivity, it gives an impression of the art-of-public library-trusteeship at the end of the sixties as seen by the trustees themselves, the librarians, and those concerned with local and state government.

STUDIES OF LIBRARY BOARDS: JOECKEL

To give perspective and a basis for current consideration of library boards of trustees, it is desirable to go back to *The Government of the American Public Library* by C.B. Joeckel published in 1935. He described various kinds of library boards, discussed their history and development and their future, and appraised the effectiveness of these boards in providing local communities with library service. He made a study of library trustees, their strengths and weaknesses, and analyzed the reasons behind these. Admitting that much improvement in boards and in their potential or achievement was needed, he nevertheless stated that "As a governmental form the board system has suited the needs of the library admirably. It provided stimulus and actual directions in the early days of the public library movement; it protected the library from political interference and gave it support through the formative period ... And although its tradition may be greater than its performance, the mere momentum of the tradition is a valuable and positive force for good government which has been built up through many years of effort." (1)

Part of that tradition had its origin in the numerous library boards which were self-perpetuating or selected by associations, and as time went on these presented special problems. "The dead hand of the past

1. C.B. Joeckel, *Government of the American Public Library* (Chicago: University of Chicago Press, 1935), p. 261-2

has extended itself over the present and fixed legal form and control of these institutions in a mold satisfactory to their founders but often so rigid that modifications and changes required by conditions of the present are difficult if not impossible." (2)

After studying the make-up of library boards, Joeckel concluded the board plan had "enlisted the services of an excellent group of citizens in the directing of library affairs ... As a type the library trustee is invariably honest, usually successful, more often than not well-educated, and reasonably active and efficient in the performance of his duties ... However much improvement is needed in the performance of many boards. As a group the library boards of the country need a strong dash of the elixir of youth and a further dash of rejuvenation of another sort through the elimination of members whose service has nothing to commend it except mere length. Finally there is even more need for representation of social levels that hitherto have been largely unrepresented." (3)

He granted that library boards like other boards which contributed to decentralization of government prevented complete administrative unity and might result in less efficiency and economy than a library department in the local government. But even so he concluded the board form and the somewhat independent status of library service under a library board were preferable at that time.

Joeckel's comments on the state in relation to local library service and his view about the direction which future developments should take are interesting background for observing the present. "No American state has seen fit to make statewide library services wholly mandatory ... Perhaps the most important single action a state might take with respect to libraries would be to make their establishment and maintenance mandatory throughout its territory." (4)

His study underlined the inadequacy of most library units and pointed out that the unit to which a library was attached was not necessarily the best unit for library service. Most frequently it was far too small to support such service. (5) The need for much larger units of service than those existing in 1935 was emphasized and the tremendous difficulties of achieving them were recognized. Larger units could

2. Ibid., p. 77 3. Ibid., p. 261 4. Ibid., p. 48-9 5. Ibid., p. 273

only be obtained by joint action of state and local governments, and progress toward such developments should include the following: legal definition of the state's concern for library service, retention of local autonomy in administration, state insistence on general standards for library service, and correlation of state and local support so that library service would be available throughout the whole state. (6) Although state and local governments were the chief sources of support for public library service, the trend to increased federal help in local affairs was beginning and federal aid for local library service looked "most alluring." If federal aid were to come, Joeckel noted, it should be channeled through state library agencies and some federal supervision, at least in approval of plans for use and in standards of service to be required, would have to be expected. (7)

STUDIES OF LIBRARY BOARDS: GARCEAU

At the end of the forties another study which gave much attention to public library boards was published. Oliver Garceau's *The Public Library and the Political Process*, one of the volumes in *The Public Library Inquiry*, made an intensive examination of various methods of controlling public library service, and since library boards were then, as previously, the major system in use, these boards and their make-up were observed. "The corporate form with an unpaid board of trustees responsible to political authority, but not immediately responsible to its whims, seemed the most appropriate, as well as the most convenient, device." (8) He added, "The board form of government is also a natural development from the need for some agency to guard endowments" since gifts and bequests played an important role in the early days of public libraries.

Garceau found library boards to be the predominant form of library government and the overwhelming preference of librarians. However "much of the literature of the profession and many research interviews (of the study) have operated on the inarticulate premise that public libraries are private business somehow in mortal danger from contamination by contact with government ... (Libraries) are nevertheless inescapably a part of government and involved in 'politics' ... Public administration at every level is a political process." (9) He noted that public administration is against multiplying autonomous boards and added that although public libraries should perhaps "point toward

6. Ibid., p. 324-5

7. Ibid., p. 34-5

8. Oliver Garceau, *The Public Library in the Political Process: A Report of the Public Library Inquiry* (New York: Columbia University Press, 1949), p. 32

9. Ibid., p. 238-9

libraries as operating departments" of local government, such could not be done immediately for "librarians have not by any means become universally trained as technical experts or as a learned profession."⁽¹⁰⁾ Under these circumstances he assumed library boards would remain the characteristic type of government for the next decade.

Like Joeckel he found it necessary to look at the inadequacy of existing municipalities as a basis for library support. He deplored the promotion of county library units when in the rural parts of the Middle West and East they were no more adequate than village or small town libraries. Two county "regional" libraries, especially those where incorporated areas excluded themselves, were no better. Much larger units or combinations of units would be required to provide library service of any significance. ⁽¹¹⁾

This study found library trustees to be chiefly from a rather narrow social group - upper-middle class and the boards to lack representativeness from some parts of the community. The tendency for some board members to serve for too long and for appointing authorities to name few younger people was noted. Boards were clearly not of great political importance.

STUDIES OF LIBRARY BOARDS: KROLL

About a decade later a study by Morton Kroll, *Public Libraries of the Northwest* (1960), went further than its predecessors on the subject of direct governmental administration of libraries and recommended that state legislation be obtained to make it possible for local communities to transfer the library board's jurisdiction over policy to the city council or county governmental authority. He pointed out that libraries are low pressure organizations which, by having library boards, are removed a step further from the mainstream of governmental activity than would be true as a department of government. The concept of a board as a buffer between the library and the city council he saw as in conflict with the growth of professional librarianship and of professionalism in local government administration. ⁽¹²⁾

In his analysis library trustees were not representative of the community generally. Instead they represented a secondary echelon of community elite, those close to power but not themselves powerful. Boards lacked

10. Ibid., p. 96 11. Ibid., p.207-14

12. Morton Kroll, *Public Libraries of the Pacific Northwest* (Seattle: University of Washington Press, 1960), p. 230

geographical representation and any adequate representation of labor, the farmer or of the "avid reader." The number of school people on library boards, often ex officio, could represent a conflict of interest since schools and public libraries may be competing for funds from the same tax sources. (13)

STUDIES OF LIBRARY BOARDS: KOEPP

The position for libraries as a department of city government was taken more positively in a 1967 doctoral dissertation at the University of California *Decision Making for the Public Library Function of Municipal Government* by Donald W. Koepf 1966). It was summarized under the title "The Library Board in City Government: An Anachronism?" (14) The study is concerned with the seven California council-manager cities with a population from 50,000 to 100,000. It urges parallel studies of many other cities of varying kinds. In the seven cities, five had library boards, one an advisory board and one no board, and yet decisions were reached in much the same way in all seven. The study noted that professionalization had grown in the field of public administration as it had in librarianship, and city councils delegated to and expected from city managers and their staffs efficiently-operated civic services. Such professionalization in city administration increased centralization and the library lost some of its independent status. He found library boards were not quite sure how much authority they had since city administrators included libraries in budgeting, personnel, and planning procedures. City councils and city managers considered librarians to be employed because of their expertise and thus assumed that city managers would work directly with librarians - not through boards.

The study found that the existence of a library board in these council-manager cities created problems, required city administration to employ indirect methods and persuasion rather than direct relationships, and necessitated the librarians' trying to keep library boards interested and involved when this was time-consuming and irrelevant to good library management. "Drift, inertia and changing circumstances have produced a governmental structure which, as it pertains to the municipal public library, is anachronistic, inefficient and frustrating for the people who have to deal with it in these cities ... municipal public libraries function in spite of and not because of their library boards." (15)

This study was limited to a small group of council-manager cities. Would other similar studies produce similar conclusions? Would the same or different conclusions be reached in other than council-manager cities?

13. Ibid., p. 222

14. D.W. Koepf, "Library Board in City Government: An Anachronism?" Public Affairs Report: *Bulletin of the Institute of Governmental Studies* (Berkeley: University of California, October, 1967), 6 p.

15. Ibid.

BOARDS OR NO BOARDS?

Although studies are few, comments on the question of boards or no boards continue to be made by librarians, trustees and students of government. One person saw the board of trustees as a factor in the continuing insularity of small library units and in their resistance to combination into cooperative systems of effective size. (16) One suggested that provision of library service had gone beyond the place where amateurs, the library trustees, were in a position to carry out the responsibilities given them. (17) One considered boards to be the result of the haphazard evolution of local governmental services, an outgrown technique which should be replaced by a method which would have administrative unity. (18)

Another defended the board as essential to give libraries the attention and background knowledge which could not be expected from busy city councils and county commissioners. He noted, however, that final budget approval rested with the local government which had brought the board into being. This author saw the continued residency of board members in the community, in contrast to possible short term residency there of the librarian, as assurance that the interests of all people in the community would be served. (19) (20)

Another saw council-manager form of government and the city manager's involvement in library affairs as a usurpation of the responsibilities of the library board and a threat to effective library service. (21) Both attackers and defenders of boards usually admit that both good and poor libraries operate under board control and libraries without boards fare no better - and no worse. (22) It would seem that "the future of the board form of library government will depend on the effectiveness with which trustees handle policies and serve their library interests, take more progressive attitudes, are more active publicly in advancing library objectives, refrain from interfering with management and avoid politics." (23)

16. E.M. Oboler, "Why Is a Trustee?" *Idaho Librarian*, January, 1963 15:21-5.
17. Jesse Shera, "Trusteeship - Trust or Bust?" *Wilson Library Bulletin*, 38:354, December 1963.
18. F.P. Henry, "Public Library Law and Administration in California," in *1959 Legislative Problems No. 3*, (Berkeley: University of California Bureau of Public Administration, 1958)
19. N. Berkham, "Role of the Trustee in Library Development," in *Oregon County Library Service* (Eugene, Ore.: Oregon State Library, 1966), p47-50
20. N. Berkham, "Role of the Library Trustee" in *The Public Library Trustee*, Spring, 1964.
21. K.O. Burg, "Governing Authorities of Today," in *Library Trends*, January, 1959, 7:378-87
22. Harold Hamill, "Relations with Local Government," in Roberta Bowler, ed., *Local Public Library Administration* (International City Managers Association, 1964), p. 55.
23. J.L. Wheeler and Herbert Goldhor, *Practical Administration of Public Libraries* (New York: Harper, 1962), p. 54.

Many more studies are needed of library board and of direct government responsibility for library service to determine when or whether and under what circumstances each type of governing authority can procure for the people they serve the library resources needed as those needs change with the fast-changing world.

In 1964, according to an International City Managers Association study of libraries in 1190 cities, there were 756 cities which operated libraries. Of these, 95% had library boards. Some 434 cities received library service from the county, a school district, a joint city-county library, a private association library or other group and most of these libraries were under boards. Library boards of trustees have responsibility for most of the public libraries in the country.⁽²⁴⁾

PRIVATELY CONTROLLED BOARDS

Not only do library boards continue to be the prevalent form of library government, but a considerable portion of the boards, especially in some areas of the country, are privately rather than publicly controlled. In 1958 a Pennsylvania survey reported that three-fourths of the public libraries in that state were governed by private boards whose members were selected by the board itself or were chosen by a small association or by a group that had made contributions to the library. The state law provided that boards of private libraries which received public funds because they gave free service to the public were required to add a representative of the public to their number. In practice it developed that this did not always happen and even when it did the public members were in a minority.⁽²⁵⁾ A 1967 resurvey of Pennsylvania libraries found 80% of the public libraries are still privately controlled even though most get tax money. The state continues to have many public libraries which are private in policy, control and outlook.⁽²⁶⁾

Statistics for 1966 from Texas State Library show that six of the sixty public libraries serving a population of 25,000 or more were operated by self-perpetuating boards or boards chosen by associations or clubs.

In one third of the libraries serving populations of from 5,000 to 25,000, the library boards were self-perpetuating or named by clubs or associations. More than half of the libraries serving populations under 5,000 had boards so chosen. Texas is one of only a half-dozen states that do not include in their state public library laws the

24. Harry Peterson, "Public Library Organization" in Roberta Bowler, ed., *Local Public Library Administration* (International City Managers Association, 1964), Chapter 5.
25. L.A. Martin, *Library Service in Pennsylvania, Present and Proposed* (Pennsylvania State Library, 1958), I, p. 77.
26. L.A. Martin, *Progress and Problems of Pennsylvania Libraries: A Re-survey* (Pennsylvania State Library, 1967), p. 22.

specific requirement that there be boards of trustees legally responsible for libraries. Of 335 Texas public libraries reporting in 1966, only seven had no board.

THE LEGAL BASES OF LIBRARY BOARDS

The laws of 44 states spell out, usually in considerable detail, the specifications for and powers of boards of trustees as the legal authority for public libraries. In 35 states all types of public libraries appear to be under boards.⁽²⁷⁾ In others county libraries may be administered directly by the county government, or home rule cities may be excepted, or other variations may occur.

Remembering that local governmental units - and a library unit is a local governmental unit - can come into existence only through the legislative action of the state, it is clear that the nature of state laws and the trends in revising them are very important for the present and future of library boards and of libraries. In the laws permitting local governments to set up libraries, there are often many similarities of wording from state to state in the sections on the authorization, appointment and powers of library boards. Some laws have been in their present form since the latter part of the last century. This is not necessarily either bad or good, but it suggests that the pace of change in this area of library law has not been rapid. Although the sections of the laws which have to do with library trustees may have had few changes, other portions of state library laws in several states have had major significant changes in the last decade, and those are changing libraries and, in some instances, library boards. Before describing these changes in state laws, several national developments should be mentioned since they have a bearing on the laws.

PUBLIC LIBRARY STANDARDS AND THE LIBRARY SERVICES ACT

Two events in 1956 influenced state library legislation and library progress in general. Both were the result of long and patient effort over a period of time. Both have an influence on the changing nature of library trusteeship. The first was the American Library Association publication and adoption of new standards for public libraries under the title *Public Library Service*.⁽²⁸⁾ The second was enactment of the Federal Library Services Act.

27. S.J. Kee and M.G. Toepel, "Legal Basis of Public Libraries" in Roberta Bowler, ed. *Local Public Library Administration* (International City Managers Association, 1964), p. 9-25.
28. *Public Library Service: A Guide to Evaluation with Minimum Standards* (Chicago: American Library Association, 1956), 74 p.

Public Library Service in its introduction stated the association's position which was to encourage libraries to join together since it was evident that small existing units were quite inadequate as a base for library services. The statement read: "Libraries working together, sharing their services and materials, can meet the full needs of their users. This cooperative approach on the part of libraries is the most important single recommendation of this document." (29) State library agencies which administered the Library Services Act, with the support and encouragement of library associations, librarians and trustees, prepared and brought into existence a number of demonstrations with state and federal funds. Some of these were interesting and instructive but the limitation of the federal act to rural areas prevented the satisfactory involvement of urban libraries leaving resulting demonstrations too small in resources of materials or services to provide library service of any depth. Although the federal aid had the rural restriction, it brought important improvements in some states, stimulated increased state aid to libraries, strengthened state library agencies and extended services from the states.

As a result of the nature of library development in the United States most states continued to have numerous small library units. To help such libraries to grow into businesslike local units and to see their relationship to other libraries, *The Interim Standards for Small Public Libraries* was published by ALA in 1962. (30)

Experience with the Library Services Act made it evident that the cooperative library systems suggested in the 1956 standards, if they were to provide satisfactory service, would need to be on a very much larger scale than had so far resulted. They would need to relate small libraries to large library resources and would need quite a number of new buildings. The financial costs were beginning to be faced more realistically. In 1964 the Federal Library Services and Construction Act recognized that more funds were needed. This act permitted aid to systems, including urban libraries, and also gave help for buildings. It made possible greater flexibility for the state agency, local librarians, and trustees in finding means to move toward goals for library service.

The revision of the standards, *Minimum Standards for Public Library Systems, 1966* adopted by the ALA Public Library Association in July 1966, recognized in its title that the future of public library

29. Ibid.

30. *Interim Standards for Small Public Libraries: Guidelines Toward Achieving the Goals of Public Library Service.* (Chicago: American Library Association, Public Library Association, 1962), 14 p.

service of an acceptable quality depended upon the development of systems. "These revised standards, therefore, stress the creation of the services and resources in depth, which are as essential in providing for the minimum needs of all people as is easy access." The introductory statement on systems refers to the numerous patterns which are being worked out for achieving systems and commends varied approaches. (31)

In all the standards publications the sections on structure and government include clearly enunciated statements on the relation of the library to local government and to the school system, the functions of the library board and its relationship to the library director, and the appointment and terms of trustees. These state that library board members should be public appointees, not elected by previous library boards or by private associations. By using the term "governing authority" as well as "library board," the standards recognize official control of libraries either by library boards or by other local governmental units.

It seems timely to repeat a 1949 comment that library literature has little to report on the changing role of the board and the new significance of the term "governing authority" of the library. This is indicated as a fruitful field for critical study. (32) During the decade several states published new or revised standards for public library service - among them, California, Florida, Georgia, Michigan, North Carolina and Texas. Washington and Louisiana adapted or summarized the ALA 1956 standards. Wisconsin "standards for measuring progress," developed in a year-long program and involving librarians and trustees, resulted in a statement of principles for a *Design for Public Library Development in Wisconsin*. (33) Standards serve as tools for evaluation, but to further encourage trustee evaluation of libraries, New Jersey, Pennsylvania and Oregon made rating scales for self-evaluation of libraries by trustees.

EFFECTS OF SCIENTIFIC, ECONOMIC AND SOCIAL CHANGE

As influential as standards, state surveys and federal aid were on state legislation and on libraries, the climate produced by scientific, economic and social change was an even greater factor. Many of the changes, as trustee leaders were pointing out, affected libraries. Population growth, population mobility, urbanization,

31. *Minimum Standards for Public Library Systems* (Chicago: American Library Association, Public Library Association, adopted July 13, 1966), 69 p.
32. H.L. Hamill, "Executive-Board Relationships" in *Library Trends*, January, 1959. 7:388-97.
33. *Design for Public Library Development in Wisconsin: Standards for Measuring Progress*. (Wisconsin Free Library Commission, 1963), 53 p.

increased numbers of students in college, speed of communication and transportation, growing interdependence nationally and internationally, rapid growth of knowledge and the complicated problems of making knowledge accessible -- these are some of the areas where change was taking place at what seemed an accelerating pace. Libraries would have to find their relationships to these changes, must reexamine their goals, and expand and redesign services to fulfill their obligation to society to provide information and knowledge and educational and cultural experiences in the world of today. (34) (35) (36) As resources can be obtained, libraries must learn to go further in services prefacing formal education, in services backstopping it during school and college years, and in services extending lifetime cultural and educational opportunities to all adults throughout the community.

GROWTH OF STATEWIDE PLANNING

Among recent state library laws those which facilitate the establishment of some of the larger units of service may bring about the greatest changes in library trusteeship. State legislation permitting multi-county or regional libraries has existed in a number of states for fifteen or twenty years, but the development of such regional libraries has been handicapped by the lack of interest which existing municipal libraries had in joining such systems, by inadequate financing plans, and by too little state aid to bring support to a level to provide anything like "in depth" service to all the people in the region. In addition the boards of most of these regional libraries were appointed by the county governments of the counties involved and the laws made no provision for involvement of representation from library boards of existing municipal libraries in the region covered. This lack of a formal relationship between local community libraries and the county libraries in New Jersey has been pointed out in a 1967 survey as a major weakness since it left local libraries with no voice in formulating county library policy. (37)

Regional library laws did not prove to be satisfactory answers to overall library service for the total geographical areas covered.

34. Mrs. Richard Corrigan, "Trustees Meet the Challenge of the Changing World" in *News Notes of California Libraries*, Fall, 1966. 61:370-7.
35. Mrs. Raymond A. Young, "Challenges to Trustees in the '60's" in *Illinois Libraries*, May 1963. 45:245-8.
36. L. A. Martin, "The Changes Ahead" in *Library Journal*, February 15, 1968.
37. Nelson Associates, "Regional System Reorganization Plan for New Jersey County Libraries" in *The Author*, April, 1967. 54 p.

The need for studies of library resources and library needs on a statewide basis gradually became apparent. Only with such background could effective statewide planning be done, and such planning would be necessary to measure the size of the problem of providing essential library services to all citizens. Only with plans based on such information could costs be estimated. Citizens and legislators could not be in a position to act on an effective scale until they had a description of library needs, a report of existing library resources, a plan which would bring resources and services to a level to meet essential needs, and an estimate of the costs of short range and long range efforts to operate the plans accepted.

But statewide surveys were themselves expensive. However, means were found in a number of states. Through use of Library Services and Construction Act funds, through special state legislative action, by state planning agencies or other state funds, or through foundations, professional library and trustee associations and "friends of libraries" and through governor's conferences on libraries, state surveys were instigated and made possible. They were carried out by state planning agencies, by management companies, and by library consultants supported by research teams. Almost universally they found that the great majority of local community libraries and also most county and multi-county libraries were based on governmental units far too small to support an independent viable library service. Funds for materials and staff could at best do no more than provide a general reading experience to the limited portion of the community which already used the library unit. How could it be otherwise when, as S.E. Leland demonstrated in 1963 from nationally collected statistics of local government financial support, libraries are always at the bottom of the list. (38)

Recommendations of the state studies and surveys could not be implemented without new state laws. State legislation holds the key to the speed and nature of library change but changing that legislation has been a slow and uneven process. While some states have developed workable laws, others have operated with only a piecemeal legal framework. In 1967 library legislation was enacted in thirty states, and according to Ladenson's review, it was chiefly directed toward library systems, state aid, larger units, interstate compacts, regional reference and resource centers, and statewide surveys. (39) These are all areas in which action is needed as a basis for library development. But encouraging as the statement sounds, it would be a great mistake to conclude that thirty states now have adequate laws in these categories. However, there is increasing attention to laws

38. S.E. Leland, "Financial Support of Local Government Services" in *Library Quarterly*, January, 1963. 33:14-44.

39. Alex Ladenson, "Legislative Roundup: Highlights of Library Laws Enacted by the States in 1967" in *Library Journal*, January 1, 1968. 93:41-2.

for larger units, and in a number of states these laws include the new concept for cooperative library systems in New York by 1958 legislation.

DEVELOPMENT OF LIBRARY SYSTEMS

Because of the interest in library systems, two studies reviewing statewide experience with them and one national study of library systems provide a helpful means of considering library systems and the provisions necessary if they are to provide needed library service. An examination of these studies shows not only strengths and limitations of enabling legislation but it also indicates the importance of the library trustees' relationships with the development of the laws involved and the influence of library systems on library boards.

The 1958 New York law provided for consolidated and federated library systems and in addition for cooperative library systems in which, under very flexible legal provisions, libraries can band together in a system, receive state aid and at the same time maintain their autonomy. Cooperative systems can be formed by the vote of the boards of trustees of libraries which wish to become member libraries of the system. No action by the governing body of any local political unit is involved. Cooperative systems must obtain state approval and for this must serve a population of at least 200,000 or 4,000 square miles. The combined library trustees of member libraries elect the trustees for the system. State aid in substantial amounts is available to the library systems as a strong advisory and consultant program from the state. As a result of membership in a system each local member library can provide materials and services to its patrons which a small independent library unit could never hope to supply. Although everyone in the state has library service available through one of the systems, there is still a wide divergence in programs and methods and in extent of support of the twenty-two systems which cover the entire state of New York. (40)

Following the New York state legislation, the concept of cooperative library systems has been incorporated into the laws of a number of

40. *American Library Laws* American Library Association 3rd ed. (Chicago: 1964), pp. 1007-12, pp. 1023-26.

other states. The new legislation often follows the New York plan of providing a system board of trustees which is elected by the combined boards of trustees of all the libraries which make up the system. State law or action of the total group of trustees of member libraries may determine the size of the system board, the length of terms of its members, and the representation plan -- shall board members represent a portion of the area or be considered representative of all citizens of the region? The system board authorized by state law, elected by the trustees of member libraries and answerable to them, is not responsible to any local governmental unit nor to the state. In order to receive state aid in New York State a system must serve a certain size population or area, must have its plan for service approved by the state, must provide service which meets certain standards and must see that local library appropriations are maintained or increased. Financing a system requires working with several levels of government -- state, county and local -- and necessitates working out harmonious and effective relations. A system also needs good working relations between the system board and librarians and the local library boards and librarians.

In addition to finance, a system must plan the regional network and determine what the cooperating libraries can do better together than separately, must obtain competent staff and must learn how to use state services and help member libraries to know and use them. System management must also understand federal resources such as the Library Services and Construction Act from which funds can be available for programs for the handicapped and for institutions, for library buildings, and for interlibrary cooperation. ⁽⁴¹⁾ The system boards have new and difficult responsibilities, for they must work with and through local library boards, some of which, in the beginning, may not recognize the potential benefits to their communities of the large area library service unit. Imagination in working out relationships between the two levels of boards may have much to do with the pace and extent of progress the systems can achieve. The evaluation of the New York library systems reviewed further on in this report stresses the need for increased involvement of local boards in the system programs, and this would seem of high priority in any system.

For local libraries which cooperate in forming a centralized system, the proposal is made that the local boards may continue as an advisory council for smooth transition and then as advisory to the system board

41. J.L. Connor, "Recurrent Tasks of Library Trustees" in *Bookmark* 26:163-166 (March 1967)

on local needs and to interpret the system services to the local community. (42) A proposal has been made for advisory councils in a different situation. They are suggested for municipalities or counties where libraries are a department of city government and have no library board. In this case the idea is that a legally constituted "friends of the library" group with advisory prerogatives and representative of the community and of users keeps the city or county council informed of library needs and the support libraries should have. (43)

System boards elected by library trustees of the cooperating autonomous libraries are a considerable departure from previous practice where library boards of regional or multi-county libraries were appointed by and responsible to the several governing authorities of the counties that made up the area. The workability of the new systems boards is being tested as more of them come into existence not only in New York but in Illinois and elsewhere. How will the relationship between the two levels of boards, the local boards and the systems boards, work out? Will this give the local citizen double control over library service through the trustees of his local library and the library system trustees? Or will the systems board grow remote from local boards?

EVALUATION OF NEW YORK SYSTEM EXPERIENCE

The New York experience with library systems has been evaluated and the results published in early 1967 under the title *Emerging Library Systems*. (44) Because other states have used New York systems ideas, the findings and recommendations of the evaluation study as they relate to library boards may have implication not only for New York but also for other states which more recently have established such systems.

Emerging Library Systems shows how much systems have advanced library service in New York state. Resources of the state have clearly improved as a result of systems. The study found library expenditures had increased 141%. Acquisitions had doubled or trebled. Film holdings increased 80%. The upstate interlibrary loans increased 200%, indicating smaller libraries were beginning to locate material and obtain it for

42. Dorothy Sinclair, *Administration of the Small Public Library* (Chicago: American Library Association, 1965) pp. 20-22.
43. Morton Kroll, *Public Libraries of the Northwest* (University of Washington Press, 1969), VI, p. 210.
44. *Emerging Library Systems: The 1963-1966 Evaluation of the New York State Public Library Systems* (New York State Education Department, Division of Evaluation, February, 1967)

patrons. But personnel shortage was a serious problem -- 20-25% of established positions were unfilled.

The number of systems may need to be reduced by the end of the seventies. Larger service areas are suited to modern conditions, but optimum size has not been achieved in parts of the state and in addition many adaptations to improve effectiveness are needed. Library housing, furniture, storage and transport have not kept pace, the study found. ⁽⁴⁵⁾ Contracts between systems and within systems are in operation and this way of strengthening services should expand.

Local support alone is far from sufficient to provide adequate service. Some systems which met the criteria of the formula (200,000 population or 4,000 square miles) are operating at marginal or submarginal support levels. There has been a problem in getting local libraries to increase financial support.

Persuasion was the tool which had to be used, and it is a slow process, especially with the many library units which are too small. Systems have no means to force local libraries to make a reasonable effort. There is great variation in the ability and the willingness of the units to support library systems. In 1965, 17% of the systems support was paid by the state and 7% by federal funds, but total support for most systems was not nearly enough. A new approach to support public libraries and systems is seen as much needed. ⁽⁴⁶⁾

Library services provided by library systems, schools and colleges should be intermeshed, it was recommended. Since public libraries serve all ages in the entire community, they and the state agency should take leadership in working toward some coordination. In very small localities there is a special need to coordinate resources and therefore there should be experiments with formal agreements between public libraries and schools for joint facilities to strengthen too-weak facilities. In relation to the expanding needs of students, it was suggested that the idea of school library membership in the public library systems should be thoroughly explored. ⁽⁴⁷⁾

The study indicated that a primary goal should be improved facilities for libraries on accessible sites. Many new libraries well-located and designed for a rapidly moving society are needed. The estimate

45. L.H. Woolatt, "Background, Scope and Methodology of the Public Systems Study" in *Bookmark* 26:249-253. May 1967.
46. S.G. Prentiss, "Findings of the Public Library Systems Study" in *Bookmark* 26:241-248. May 1967.
47. *Emerging Library Systems*. Op. cit.

of the cost for meeting the backlog of library buildings needs in New York State was \$73,000,000. (48)

Identification of the users of the libraries as middle and upper class led to the recommendation that there should be study of the reasons for this. The report indicated it is not satisfactory to accept that those who cannot read will not read. Libraries may need to retool to adjust to what they find and to the revised purposes and methods which may result. (49) Implied here and elsewhere in the study is a failure on the part of trustees and administrators to define the goals of their libraries in terms of what they expect the library to do FOR and TO the community. Quantitative measures of books and staff are not enough. (50) The report is direct in stating that the planning function, especially that of long range planning, has not been pursued by library systems as vigorously as it should be. (51)

Library staffing problems are seen as very serious, especially the lack of trained library administrators. Providing training for librarians to serve in the administrative positions was considered a first priority. (52)

Clarification of the respective roles of the state library agency and the library systems was recommended. (53) This was strongly supported by one critic of the report who pointed out that major areas of weakness were in leadership and planning and that it would be desirable for the state agency to concentrate its attention on these, turning over to the systems the responsibility for operation of programs. The systems would then provide the general consultant service which previously had been given by the state. They would apply experimental techniques to service operations and in other ways explore ways to improve service. (54) To place more of the state's supervisory responsibilities on the systems would not only relieve the state but would strengthen the systems, the former state librarian indicated. (55)

48. "Findings of the Public Library Systems Study," op. cit.
49. "Background, Scope and Methodology of the Public Library Systems Report," op. cit.
50. *Emerging Library Systems*. op. cit.
51. "Findings of the Public Library Systems Study." op. cit.
52. *Public Libraries of the Northwest*. op. cit.
53. *Emerging Library Systems*. op. cit. Chap. V.
54. Herbert Goldhor, "Emerging Library Systems: A Reaction" in *Bookmark* 26:317-8. July 1967.
55. *Emerging Library Systems*. op. cit.

In addition to the many findings and recommendations which have implications for library boards of both local libraries and library systems, the evaluation report comments about library boards themselves. There is major concern about the relationships, or lack of them, between the systems boards of trustees and the trustees of the local member libraries. The report sees a great need to promote involvement in the systems by local libraries and trustees. It recommends that the state and systems together develop further in-service training programs for local librarians and trustees designed to foster broader understanding of the systems programs and problems and greater recognition of the responsibilities of member libraries in the cooperative systems. Few systems administrators or boards have actively cultivated participation of member libraries in the conduct of system affairs. Such participation seems fundamental to a successful system and techniques for making this happen need to be developed and used more widely. (56)

Although the plan by which system trustees have been chosen in New York State has varied from system to system, some representing a specific group of libraries, others representing the system generally, the evaluation found no noticeable difference in the operations of boards as a result of the nature of their representation. Those for each board are elected as the law requires by the combined trustees of the member libraries of that system, but the number to be chosen and the basis of their representation is determined by the combined group of trustees of member libraries. (57)

Ideally, the report states, the concept of the board of trustees seems to offer many advantages and there is certainly adequate precedent. The challenges and difficulties of making a board of trustees an effective instrument are undoubtedly great in all organizations, and if the trustee structure is to be maintained, every possibility should be explored for increasing trustee effectiveness. "It would be unrealistic, however, to expect that any techniques or gimmicks can be devised which will bring dramatic improvements in a situation which stems from basic problems of human nature." (58)

In comment on the relationship between the systems and the state, it was pointed out that the systems derive most of their support from the state, yet they are not administratively answerable to the state but technically only to their own boards. The evaluation study

56. Ibid.

57. Ibid.

58. "Findings of the Public Library Systems Study." op. cit.

suggested four ways which might be considered for the future:

(1) continuance of the present trustee structure, (2) establishment of some kind of committee of member library administrators, (3) making the system administrator responsible to the state or (4) some combination of the first three. The drastic variations in the effectiveness or lack of effectiveness of local library boards led to some discussion of alternatives to library boards for local libraries and systems. It was suggested that in municipalities with management-type city administration the elimination of the traditional board might be considered. In federated or cooperative library systems it noted as possible alternatives the establishment of some kind of executive committee of member library directors, or of systems directly responsible to the state library agency or a combination of these. (59)

An interpreter of the evaluation study referred to the "vexing dilemma of democratic institutions - the question of the extent to which the whole enterprise should be geared to the weakest members and the foot-draggers. Can society let library service be as poor as leadership in some communities would allow it to become?" In concluding his comments he reminds the reader that library service is like many other services. Until it is brought up to a certain minimum quality of performance it really does not amount to much. "But once it escapes the depression syndrome its inherent virtues tend to take over and in a sense become self-generating." (60)

For those in states with library systems and those in states where they are under consideration *Emerging Library Systems* is a very informative and stimulating report. Many of its findings may have application in other states experimenting with library systems.

EVALUATION OF PENNSYLVANIA LIBRARY PROGRAM

The second of the state evaluation studies is a 1967 study of the Pennsylvania statewide library program. (61) In 1958 a state survey was made, *Library Service in Pennsylvania*. (62) It determined that three quarters of the public libraries in the state were governed by

59. Ibid.

60. *Emerging Library Systems*. op. cit.

61. L.A. Martin, *Progress and Problems of Pennsylvania Libraries: A Re-Survey* (Pennsylvania State Library, 1968).

62. L.A. Martin, *Library Service in Pennsylvania, Present and Proposed* (Pennsylvania State Library, 1958).

private boards of trustees, self-perpetuating or elected by an association or group. Those "private" libraries which received public funds to provide public service were under legal obligation to have representatives of the public on their boards, but this was not always done and when it was the public representatives were in the minority. The large number and large proportion of public libraries under private auspices were cited as obstacles to development of service. At that time the general impression of trustees was one of apathy and of a group which lacked understanding of modern library service, its purposes and functions. If general improvement of libraries in the state were to take place, it would have to start from within the trustee group, the surveyor believed. (63)

Following the survey, and as a result of the efforts of lay citizens, the state library and a small group of individual librarians, the Library Code of 1961 was enacted. It provided state aid to local libraries and county libraries which met certain standards. It authorized designation of 30 libraries (municipal, county or academic libraries) as district library centers. The district centers were to be strong libraries and would receive state aid to strengthen their services in order to supplement smaller libraries in their geographical area. To make major reference and resource services available to students and specialists throughout the state, funds from the state would be given to four of the largest and strongest libraries. The State Library had responsibility for administration of the program. (64)

In 1967 a re-survey (65) of Pennsylvania libraries made by the 1958 surveyor was published, and its analysis and proposals may be illuminating for other states which have some elements similar to the Pennsylvania situation. It appeared that there were more weak library units than in 1958, and a number of county libraries with no other libraries in them were too small in population and resources to support service. At the time of re-survey 80% of the public libraries were privately controlled. Although the 1961 Library Code incorporated some incentives for improvement and combining units, these were not such that action resulted. Therefore the re-survey proposed revision of the law, mandating library support by counties in areas where library service does not cover the county, and providing that these counties would contract with new intermediate library units created and supported by the state in areas of limited resources. Much increased state aid to county libraries would give them essential strength.

63. Ibid.

64. *American Library Laws* (Chicago: American Library Association, 3rd edition, 1964) pp. 1176-86.

65. L.A. Martin, *Progress and Problems of Pennsylvania Libraries*, op. cit. pp. 22-24.

To resolve the problem of small weak libraries it was proposed that authority to form further local local libraries be discontinued and such areas be served by county libraries; that communities wishing local outlets provide approved quarters for a reading center from local funds and receive books and staff from the county library; that all "private" libraries be required to have a majority of the board appointed by the municipal authority; that standards for local libraries be revised and upgraded as a condition for state aid; that another condition for state aid be official local board action to participate in the district library center cooperative program including attendance at meetings, use of the interlibrary loan and reference facilities for patrons, participation in book reviewing sessions, and use of consultative services; that where a library board did not vote to participate in the district cooperative program the law provide that 3% of the citizens voting in the previous election can petition to have the electorate determine whether the municipality shall take part in the district library program. (66)

The previously authorized district library centers, which were strong municipal or county libraries, should be strengthened by state financial and advisory help. College libraries authorized as centers under the 1961 Code proved ineffective and should be replaced by municipal or county library district centers, or by intermediate units, a new type of unit created by the state in regions without other centers. Small county or municipal libraries could contract with the intermediate units for services and unserved areas could be served from them. (67)

District library centers, since they would be based in a public library, either municipal or county, would have their own board of trustees locally appointed. The report proposed that the district center organize an active advisory council made up of trustees and librarians to represent the libraries in the district cooperative program.

For the intermediate library units which would be regional inter-county agencies, it was recommended that the governing body be a board designated by the counties with representation roughly proportionate to the population and with each county having at least one member. (68)

In the re-survey it is noted that library trustees who had as a group had a limited role at the outset following the 1958 survey, had since rallied behind the plan then proposed. Now that the trustees are

66. Ibid., pp. 22-24.

67. Ibid., pp. 31-36.

68. Ibid., pp. 16-19.

better organized and have good leadership they could be a decisive factor in further progress. In Pennsylvania the role of library trustees would appear to be as important as that of librarians in weighing and determining action to be sought on the recommendations. Working for legislation to accomplish the new plans when decided is an activity where trustees can be much more influential than librarians, for, as the surveyor mentions, trustees "can stand between librarians on the one hand and the legislature and the general public on the other pleading as civic-minded committee laymen the cause of better library service without any implication that what they want is bigger jobs and increased salaries." (69) The re-survey states that where there were indifference and apathy in 1958, there is now a belief among librarians and trustees, and to some extent among local government officials and legislators, that library service should be improved and can be improved. Present goodwill for libraries could turn lethargy into energy if new goals are set, new plans adopted and fresh effort comes forth. (70)

In the Pennsylvania re-survey as in the New York evaluation some of the problems described are common to many other states. Some of their proposed solutions may be applicable elsewhere while others may be unique for one situation. However, even in the latter instance the approach which is made may suggest a way of thinking about some of the difficulties encountered in developing library systems elsewhere.

STUDY OF U.S. PUBLIC LIBRARY SYSTEMS

The third study, *Public Library Systems in the United States: A Survey of Multi-Jurisdictional Systems*, was made by Nelson Associates in 1967-68 for the ALA Public Library Association. (71) From lists and state library agencies 1159 libraries which seemed to be multi-jurisdictional systems were identified and 661 responded to a brief questionnaire. Of these, 491 met the study criteria of having at least two stationary outlets each open a minimum of 10 hours a week with paid staff. From these 58 were selected for further study and six for intensive case studies.

Of the 491 systems, two-thirds serve an area of less than 1500 square miles and nearly two-thirds serve a population of less than 100,000.

69. Ibid., p. 47.

70. Ibid., p. 57.

71. Nelson Associates. *Public Library Systems in the United States: A Survey of Multi-Jurisdictional Systems* (Chicago: American Library Association, 1968)

This contrasts with the New York systems law which requires a system to serve at least 200,000 population or 4,000 square miles, or the Illinois law ⁽⁷²⁾ under which a system must serve at least 150,000 population or 4,000 square miles. However, in the study, 36.5% of the 491 library systems serve over 100,000 population while only 3.6% of all U.S. public libraries serve over 100,000.

The study listed the predominant patterns which emerged in the search for larger units -- county library, multi-county or regional library, special district library, state supplementary library and the statewide, state-governed library system. These may be governed by one or a combination of the following: consolidated unitary form, contractual consolidation, federation of whole library units, cooperatives of individual libraries, and government by the state library. ⁽⁷³⁾

Over half of the 491 were operated by a single board or authority. Some 40% reported a structure of independent libraries cooperating or contracting for a system-wide program. Of this latter group 178 libraries (36.3%) retained their own boards but a central board had jurisdiction over the defined system-wide program. Sixteen had member libraries which cooperated but which had no central board or body. ⁽⁷⁴⁾

Of the 58 library systems studied more intensively, 32 were created as a part of a statewide plan. The others were subsequently integrated into a state plan and their development influenced by it. Two of the systems, Hawaii and New Mexico, are state-operated library systems. ⁽⁷⁵⁾

In the comparison of the six case studies of library systems, the most important factor in system success was found to be the ability of the director to provide leadership and direction to the whole enterprise. ⁽⁷⁶⁾ Concluding the study are recommendations and suggestions for library directors and trustees, only a few of which can be mentioned: systems need to be large enough to be economically feasible to hire a thoroughly competent system staff and to develop needed strength and depth of resources. System trustees and directors

72. *Illinois Library Laws of 1968*. Paul Powell, Secretary of State and State Librarian. 1967. pp. 707-9.

73. Nelson Associates. op. cit. Chapter 11, p. 7.

74. Ibid., Chapter III, p. 9.

75. Ibid., Chapter IV, p. 7.

76. Ibid., Chapter XI, p. 9.

need to give much more attention to identifying and analyzing the library needs of their communities and then to planning and leadership for systemwide attainment of well-defined and clearly understood goals. The use of contracts in systems should be fully exploited -- but if the entire system is based on contracts it may lack the ability or motive for systemwide long range planning. A strong headquarters staff is essential for a productive system to devote time to planning the best line of development and to persuade member libraries to plan together. Strong in-service training for professional and non-professional staff needs to be instituted and promoted to assure understanding of the system concept. Finally, because of the unique nature of the public library enterprise, public libraries could take special responsibility and leadership for an effective articulation of all segments of the library effort in the communities and regions which they serve. In the long run this may be the most important contribution of the systems. "The public library is the only library agency with a broad community mandate and systems have a special position in planning for total service. The aim of joint planning should be emphatically stated as that of strengthening each of the libraries, and not of supplanting that of any institution." (77)

The systems study makes recommendations to national leaders that are of importance to trustee leaders as well as to librarians. The lack of adequate definitions, adequate data on costs and on other aspects of providing library service, and of standards for various types of systems is a serious impediment to library progress. A concerted, simultaneous research attack by professional leadership on problems of definition, data collection and standards is needed. State and federal library agencies should provide leadership in developing appropriate definitions and data collection procedures. Public libraries should make a special effort to assemble and interpret meaningful data which will provide insights into the effectiveness of library programs and otherwise be useful for control purposes. A regular nationwide census of library systems should be taken, and there are numerous other areas in which research should be undertaken. (78)

From a library trustee's point of view one of the most interesting aspects of the public library systems study is its absence of recommendation concerning the appointment and operation of library boards. Presumably the study did not find marked differences in library systems under boards elected by trustees of member libraries and those appointed by county or other governing authorities. In the case of many library systems there is no one political unit coterminous with the library system, thus no political unit is available for direct

77. Ibid., Chapter XIII, pp. 15-20.

78. Ibid., Chapter XIII, p. 26.

governmental operation of a library system. Reference has already been made to one other type of system management, the 16 cooperative library systems reported in the study as having no central board or body. An example is the Pioneer Library System, Rochester, New York, made up of five counties and including Rochester Public Library where there is no system board or director or staff or headquarters. The county library directors and Rochester Public Library director with administrative aides meet monthly on Pioneer Library System matters. (79)

From the three studies it seems clear that changes in legislation are needed which will provide larger and stronger library units, that more state assistance is needed to equalize service and resources and that systems should reach the place where they can provide consultant services to member libraries. This could permit state staff to give full attention to long range planning, to promote and assist in gravely needed research, and to consult with systems leaders -- but not directly with local libraries. It would appear that new and revised laws affecting library systems may be of special interest for the next decade.

In the Ladenson survey of 1967 library laws other categories of laws to provide equal and effective service were noted. A number of states have been working out ways to make available, throughout the state, reference and research services which can be satisfied only by using resources of major reference and research libraries. Usually a few of the largest libraries in the state are designated to supply these services. In Illinois the library systems laws, and in Pennsylvania its Library Code, designated four large public and university libraries and the state library to be the sources for reference and research materials not accessible through library systems. Adequate state reimbursement and extra financial support to make such services possible are difficult problems that are being worked out. Also complicated are communications problems of moving material rapidly and safely. New York's 3 R's program (reference and research resources) has been developed to use the rich library resources of that state in a way satisfactory to the participating reference libraries and to students or researchers. (80)

Another type of legislation directed toward facilitating larger units, in this case crossing state boundaries, is that of interstate compacts.

79. Ibid., Chapter X.

80. "New York's 3 R's Program Gets Funds" in *Library Journal* 91:4063. September 15, 1966.

Twenty-three states now have such compacts but very few programs are yet in operation under them. An interesting study, *Libraries in Metropolis*, recommends further extension of such contracts so that metropolitan library service centered around Kansas City and around St. Louis might each be developed across the state lines which bisect their metropolitan areas. (81)

TRUSTEES AND THE STATE LIBRARY AGENCY

The state agency which administers library laws is almost as important to trustees of local public libraries as are the laws themselves. That agency is usually the state library or state library extension division. State library agencies like state laws differ considerably among the fifty states depending on the laws which authorize them and the adequacy of their financial support. Where there is a statewide library program including state aid administered by the state agency, the influence of the state agency on local libraries is considerable. Its leadership is a major factor in the quality of library service in the state. Since the Library Services Act and the Library Services and Construction Act, federal funds have been used to strengthen these agencies and larger staffs have meant more assistance to library development.

The citizens who seek advice before establishing a public library have over the years gone to the state library agency and with its help have started libraries. After a local library is established, the state agency is a first channel for trustees in finding librarians. Now that establishment of new independent small libraries is discouraged and combined library units are the trend, state agencies continue to be a chief source of professional advice and leadership. To accomplish this assistance many methods are used. Most important is the state staff which aids through cooperating with the state library association and trustee association to draft legislation for libraries and, as needed, to propose revised legislation. State trustee associations have often come into existence as a result of state agency suggestion and encouragement. Trustees have been the beneficiaries of assistance and advice from state agencies on all kinds of problems relating to libraries. Through stimulation of statewide planning, through field work and publications, through assistance in planning and operating workshops and institutes, through many kinds of trustee education efforts, the state agency contributes toward development of better libraries through helping trustees to be better informed and effective officials locally, and as a state group.

81. M.S. Lenrow and G.S. Sasse, *Libraries in Metropolis: A Study of Public Library Services in the Kansas City and St. Louis Metropolitan Areas*, Kansas City, Missouri (Community Studies, Inc., 1966)

In addition to these general kinds of relationships between state library agencies and local library trustees, some states have found additional useful ways to aid trustees. About a dozen state agencies issue directories, sometimes of all trustees, sometimes of the presidents of all library boards. These are revised frequently to keep them up-to-date. A number of states follow the practice of answering many inquiries from trustees or others with reprints or mimeographed copies of articles or statements on the subject requested. State library agencies watch for good ideas tried out in other states. Some which have general applicability are borrowed and appropriated for use in several states, a praiseworthy avoidance of duplicating effort.

Although state agencies have always been generous in their help to trustees, it is only in four states, as of this writing, that a trustees' consultant has been used. In Illinois, a trustee serves half time. ⁽⁸²⁾ There are also consultants in Washington, Maine, and Oregon. In the latter instance, a trustee coordinator, through a contract with the state library, works half time for an experimental period with the Trustee Section of the Oregon Library Association and the state library in developing a program to involve public library trustees in library development in that state. ⁽⁸³⁾ The experiences, which LSCA funds have made possible in these four states, will be watched with great interest in other states.

In addition to the value the state trustee consultant programs have for library development in the state, they provide a very important continuity of trustee contact with the state library program. State library extension department staff members always hope to work well with trustees and the trustee organization but the numerous other responsibilities of such staff cannot always allow first and continuing priority to trustee matters. Presumably in the four states, various members of the state library staffs will work with the trustee associations at various points. But with the consultant's or coordinator's continuing awareness of the total state situation seen from the library trustee's point of view, those contacts and activities should be more effective than in the past, not only for the state library but also for the trustee association.

82. "Illinois State Library, Trustee Activities (Trustee Consultant Program)" in *Illinois Libraries* 49:629-631. September, 1967.

83. Correspondence from Oregon State Librarian. January 17, 1968.

TRUSTEES IN THE POLITICAL PROCESS

After a trustee is appointed to a library board, what is his relationship with the laws for libraries? Trustees, like librarians, need to have complete understanding of all pertinent laws in order to take full advantage of the existing legal machinery. And because changing situations outgrow laws enacted for other times, it is also important for trustees to be aware of changes needed in the laws to accommodate them to the present.

"Developments in library financing and library legislation may be needed at every level -- local, county, state and national -- and trustee activity is an obligation in these fields by individuals, library boards, state trustee organizations and national association," writes a trustee in *The Library Trustee*. (84)

Studies of state library laws will help to point up special problems which trustees and libraries must consider. An Ohio study of library laws examined the laws in terms of subjects important, in the author's view, for statewide library development in line with accepted standards for libraries. To be satisfactory, he indicated the laws should give libraries enough direct authority to adapt to local needs and preferences in accordance with the standards, and general municipal statutes should not impair library development as public service. Libraries should operate as much as possible under general laws particularly with regard to fiscal control. The tendency for library laws to be separate and unrelated to other municipal laws grows out of the fact that libraries, for more than 100 years, have been typically small independent units. As an example, library capital improvements could be made legally without any requirement that library locations be considered in relation to community development. Good relationships between government officials -- library boards, school boards, community officials--can result from working together on legislative proposals and making certain that separate library legislation, when it is introduced, is clearly related to statewide library goals already publicized to citizens and officials.

This state study is a reminder to trustees and librarians that knowledge of library law is a basic tool for boards and for the profession and that the new legislative proposals should be the result of thorough consideration of existing laws, adequate perspective in making suggestions for changes, and a careful presentation which is related to the statewide library goals. (85)

84. Mrs. M.M. Moore, "The Library and the Political Process" in Mrs. Virginia G. Young, ed., *The Library Trustee* (New York: Bowker, 1964), pp. 56-65.
85. K.E. Beasley, *Review of Ohio Library Laws and Governing Structure of Boards* (Bureau of Public Affairs, University of Texas at El Paso, 1967).

The public library trustee, a local governmental official appointed by the municipality or county, or elected by the people, under the authority of state law is by that appointment or election an active participant in the political life of the community. What this political responsibility involves has not always been clear to every trustee. Library boards have been criticized in the past for their lack of political action, and it has been pointed out that such lack is in effect negative action which results in low budgets and poor libraries. Trustees who saw their role as quite separate from the rest of community government were seeking political neutrality, but such an aim, said a 1959 speaker, is a vain hope and its result for libraries was apathy, indifference and neglect. (86) However, the trustees who have written on this subject have vigorously presented what they mean by involvement of trustees -- and also of librarians -- in the political process of which they are inevitably a part. (87) (88) (89) There have been many individual trustees and library boards which have taken the full civic and political responsibility which went with their appointment. In recent years, judging by the growth of ALTA and the notable assistance of trustees in state and federal legislative efforts for libraries, the number is increasing.

Just a few examples of local political action follow to suggest how significant the library trustee's role may be. The 1965-66 campaign to obtain a referendum vote on a 50% increase in operating tax revenue in Minneapolis was a most successful political effort of librarians and trustees. A report on it concluded that librarians and library boards must face the realities of politics if they are to justify the responsibilities entrusted to them. In an age of federal and state legislation for libraries they cannot afford either ignorance or inaction. The authors point out the great need of intensive well-supported studies of the library in politics. (90)

Another dramatic trustee political success took place in Fitchburg, Massachusetts in 1956-64 during which time the trustees were able to save the library from financial tragedy and then from losing funds for a million dollar, much-needed library building. (91)

86. N.E. Long, "The Public Librarian's Boss" in J.P. Danton, ed., *The Climate of Book Selection*, (University of California School of Librarianship, 1959), pp. 27-34.
87. F. Bergan, "The Library Trustee: A Force in Confident and Informed Democracy" in *ALA Bulletin* 52:323-6. May 1958.
88. Mrs. C'Ceal Coombs, *Political Action Library News Bulletin* 32:252-4. October 1965.
89. Mrs. Weldon Lynch, "Guidelines for the Library in its Political Government" in *Louisiana Library Association Bulletin* 25:13-4. Spring 1962.
90. K.C. Busch and E.J. Gaines, "How a Library Won an Election" in *Library Journal* 91:5359. November 1, 1966.
91. J.R. Tunis, "Battle for a Library" in *Saturday Review* 49:58-59. July 9, 1966.

Following the proposal of a Los Angeles trustee, the library board in that city took significant political action in improving the branch library service in the Watts area making it so vital and meaningful to the people that this branch was left unscathed during the South Los Angeles riots in August 1965. (92)

To be sure, not all political action goes as one would wish. There have been some miscarriages of trustee political activities as in Columbia, Missouri, where a majority of the library board jeopardized library service in the face of disapproval of the librarian, the city council and the citizens; (93) or on Long Island where a trustee set himself up as a one-man arbiter of book selection and a private investigator of personnel. (94)

As libraries have received increased state and federal funds they have become more important and useful and have found themselves politically visible. This can be an advantage and a disadvantage. As the financial responsibilities of the library board are increased, government official, legislator and citizen respond more quickly than when the library was poorly supported. Added funds and a growing successful program place the library in a new political arena where competitive interest may appear. Trustees who have recognized their political role and have taken that responsibility develop the political sophistication necessary to guide the library in this more complex situation. Perhaps the following examples represent the results of growing visibility.

Was it the growing success of the library in Milwaukee which led to a report by a special committee of the Common Council giving precise definitions of requirements it believed necessary to keep the Council involved in construction projects, neighborhood library construction, librarians' salaries and charges to suburbs for service? (95) Or perhaps this represents the problem which city councils and library boards encounter in defining their relationships with each other today. Professionalization of the operation of local government and of libraries has advanced greatly in the last twenty or thirty years. Both city administration and library administration include many who are professionally trained in their own fields. As a result subtle changes have occurred as to what is done by the staff of each and what is done by elected and appointed councils and boards.

92. Mrs. L.B. King, "The Public Library and Minorities" in *The Public Library Trustee*, June 1966. p. 4.
93. A.T. Hamlin, "Rise and Fall of a Library" in *ALA Bulletin* 60:339-347. April 1966.
94. "A Dime-Store Paul Revere: A New Trustee Plunges a Thriving Young Library on Long Island into Chaos" in *Library Journal* 92:3380-3384, October 1, 1967.
95. Common Council, City of Milwaukee, *Report Concerning the Library Board: Powers and Duties of the Trustees: Costs of Specialized Services: Contractual Services to Suburbs* (Special Committee on Organization and Methods, Common Council, City of Milwaukee, May 1962)

A different kind of reaction to the library's growing political visibility occurred in Maryland where the chairman of a county commission wished to get control of the appointment of county library boards, a responsibility which the governor of the state now has. Her efforts to change the state law were not successful, but it would seem her desire to do so was fostered by the library's growing importance and perhaps by the significant political power which authority to make the appointments could provide.

The conflict between small communities and their big city neighbor was demonstrated in Oklahoma in the attitude of the smaller cities toward the Oklahoma City-based Metropolitan Library Commission which the smaller municipalities insisted was "seeking to devour the rest of us." ⁽⁹⁶⁾ Possibly this example indicates that public opinion was not sufficiently informed about the metropolitan commission program.

The examples of unfortunate action by trustees, or related to them, show up the kinds of problems which can arise when not all trustees are fully informed, involved and politically responsible. On the other hand, the previous illustrations of positive results of political action by trustees show their influence on library progress.

Trustee political action at the state and national levels has been of major importance in obtaining recent state laws and federal aid for libraries. Some of the state level promotion and support by trustees of laws for library systems and state aid have been mentioned. At the national level the participation of trustees on the ALA Legislation Committee and the state network of trustees developed by ALTA to cooperate with the ALA Washington Office in its efforts to work on federal legislation for libraries are both activities which have made a considerable contribution to the achievement of present laws of great benefit to state and local library programs.

The literature places full political responsibility for the success of the library on the shoulders of trustees and makes evident the importance of their knowledge of laws affecting libraries and their obligation to see and act when changes in legislation are needed. Certainly librarians have related roles. Understanding and involvement of both groups in the political process and in using legislation well and revising it when needed are essential.

96. "Politicians Eye Libraries in Oklahoma and Maryland" in *Library Journal* 92:1104. March 15, 1967.

OTHER POWERS AND DUTIES OF TRUSTEES

Responsibilities of library trustees in carrying out their assignments are usually enumerated quite specifically in state laws. The powers and duties most frequently listed are: (1) to organize the board and make rules for board operation; (2) to make rules for government of the library; (3) to appoint the librarian and, on his recommendation, the staff, and to fix salaries; (4) to obtain and control funds and to approve the budget; (5) to acquire, sell, hold, lease and maintain real property; (6) to accept gifts; (7) to control location and construction of buildings; (8) to contract with other libraries for service; and (9) to make annual reports. In addition to those, some thirty other obligations are included in one or more laws. A few states (Illinois, Rhode Island and Oklahoma are examples) preface their public library laws with a declaration of policy or of philosophy concerning libraries and their value to citizens of the state. These statements, or the philosophy implicit in the laws in other states, are the framework within which library boards exercise their powers and perform their duties.

Translation into action requires the formulation of policies so that implimentation of the laws will be in harmony with stated or implied philosophy and so that future actions will be consistent. Thus the library board's responsibilities in the determination of policies receive much attention in the literature as a major responsibility of boards of trustees.

TRUSTEE-LIBRARIAN RELATIONSHIPS

The prime responsibility of trustees, says one of their number, is selection of the library director, and for this task trustees need broad vision and a clear idea of the creative value of the public library as well as an understanding of the qualities the librarian will need. (97) A book on library administration quotes a public administrator as stating that the selection of the librarian is the most important function a library board has to perform. (98) In the Nelson Associates 1967 study of six library

97. Thomas Dreier, "A Trustee of What?" in *Library Journal* 83:993-5. April 1, 1958.

98. J.L. Wheeler and Herbert Goldhor, *Practical Administration of Public Libraries* (New York: Harper, 1962), p. 57.

systems the most important factor in the success of those systems was found to be the director's ability and dynamic leadership. (99) Similarly in a 1956 study of five libraries involved in adult education projects, the drive and initiative of the librarians, not the efforts of the boards, determined the effective results of the programs. (100) Both these studies support the great importance of the quality of the library director. Without an excellent director a library board is inevitably very limited in what it can accomplish.

Throughout the literature the responsibility of the board for policy and of the librarian for administration is repeated many times. However, this is not always an easily-made distinction. The library administration book mentioned above explains that what is policy and what is administration are policy questions which the board must decide. Allocation of responsibilities should be clarified when a librarian is first appointed, and the logical place to define these boundaries is in the bylaws. (101) Another library administrator notes that the policy-administration continuum is a characteristic of the governmental process in general, not just of libraries and librarians. He comments that the development, implementation, review, evaluation and reformulation of library policy constitute a complex interacting process involving library board and librarian continually. (102) It is important that policies be written. This saves time, effort and money. They must be kept up-to-date, for every board action confirms or modifies policies or creates a new one. (103)

TRUSTEES MAKE POLICY AND SET OBJECTIVES

Policies may originate from many different sources -- community groups, advisory commissions (a planning commission, for example), individuals with strong ideas on certain policies and, perhaps most frequently, the library staff. Librarians should formulate the policy for consideration, approval, review, modification, or abandonment by the board or other governing authority. (104) A New Jersey author recommends that policy-making be done without a

99. Nelson Associates, *Public Library Systems in the United States: A Survey of Multi-Jurisdictional Systems* (Chicago: American Library Association, 1968) Chapter XI
100. Eleanor Phinney, *Library Adult Education in Action: Five Case Studies* (Chicago: American Library Association, 1956), pp. 140-2.
101. J.L. Wheeler and Herbert Goldhor, op. cit., p. 56.
102. Harry Peterson, "Public Library Organization" in Roberta Bowler, ed., *Local Public Library Administration* (Chicago: International City Managers Association, 1964), p. 91-2.
103. J.L. Wheeler and Herbert Goldhor, op. cit., p. 62.
104. Harry Peterson, "Public Library Management: in Roberta Bowler, ed., *Local Public Library Administration* (Chicago: International City Managers Association, 1964), Chapter VI.

price tag but with imagination, cooperation and community interest in mind to assure accomplishment of library goals and provision of educational and recreational materials for all including the poorest. Specific policies should be prefaced by a general objectives statement. (105) That policy-making is considered the trustee's chief business is effectively and practically presented in articles by librarians and trustees. (106-108)

A most helpful compilation of library policies under the title *Public Library Policies - General and Specific* appeared in 1960 (109) and might well be supplemented since the pace of library change, like that of other institutions, has been very marked in the last decade.

A 1962 Missouri study of 97 libraries investigated the extent to which they had policy statements. About a third of the city libraries had three kinds of policy statements: objectives, personnel and book selection. Fewer than one fourth of these had policy statements related to their service programs. More than half the county libraries and 80% of the regional libraries had statements of objectives. 90% of the regional libraries had various other policy statements, but only about half the county libraries had any but a statement of objectives.

The per cent having policy statements increased with increase in library income. (110) Further study of the kinds of policy statements and, if possible, of their administration in various types of libraries might be a helpful supplement to future compilations of outstanding and interesting policies.

Because the complexity of policy-making is related both to the character of the local community and to professional standards and goals, the study of policies and policy-making and the provision of practice in drafting policies have been the subjects for several national and state trustee education programs, which will be noted

105. Mrs. C. Saalbach, "Trustee as Policy Maker" in *New Jersey Libraries*, March 1966, pp. 35-9.
106. Ruth E. Warncke, "Policy Making, the Trustee's Chief Business" in *Library News Bulletin* 32:246-8. October 1965.
107. Mrs. W.J. Lynch, "Policy Making: Our Top Priority" in *Louisiana Library Association Bulletin* 25:69-71. Summer 1962.
108. Mrs. Dorothy D. Corrigan, "Practical Policy-Making" in *Illinois Libraries* 48:497-500. June 1966.
109. Ruth M. White, ed., *Public Library Policies - General and Specific* (The Public Library Reporter No. 9, American Library Association, 1960).
110. M.L. Bundy, "Public Libraries - Citizens' Responsibility" in *Public Library Service in Missouri: A Survey*. Summary report. (Missouri State Library, 1962) pp. 8-16.

later. As another means of assisting trustees with policies, many state library agencies have available on request some national policy statements, examples of outstanding policy statements from libraries in the state, and guides to procedures for developing policy. Among the national useful aids often distributed by state agencies is "The Suggested Policies of Public Libraries" prepared for the ALA Small Libraries Project in 1963. (111)

TRUSTEES STUDY COMMUNITY NEEDS AND NEW SERVICES

The keys to a trustee's ability to fulfill his public trust may be his depth of knowledge of the library program and needs and their relation to the community. He needs to learn about "libraries as a whole -- other public libraries, school libraries, college and university libraries. What are the problems of libraries? How are the problems being met? How does the trustee's own library fit into the overall library picture? What is the library profession as a whole thinking and talking about? What are the comparative values of new trends in library techniques, and how do they fit into the needs of the community for total library service? Is the board planning creatively for the library's future growth and development?" (112) With the library background this suggests, and with the thoughtful knowledge of the community which should be expected of trustees, a library board is in a position to work on the library's objectives. This task, done cooperatively with the librarian and staff, is an essential for any library, and periodically objectives must be reviewed and revised, for the spirit of the library cannot be kept alive unless it is constantly refreshed by reconsidering basic values. (113)

What are the aspects of the community and of library potential that should be examined by trustees and library staff in drafting a statement of objectives? Studies on users and non-users of libraries show nearly half of the users are students (114) and that adult users are predominantly the literate, middle class, economically-better-off readers (115) found in Berelson's study of 20 years ago. (116)

111. *Suggested Policies for Public Libraries* (Supplement A to Pamphlet No. 2, Small Libraries Project (Chicago: American Library Association, 1963), 8 p.
112. Virginia G. Young, "Duties and Responsibilities of Trustees" in Virginia G. Young, ed., *The Library Trustee* (New York: R.R. Bowker Company, 1964), p. 5.
113. C.O. Houle, "Responsibility of Library Trustees for Adult Education" in *ALA Bulletin* 40:431-5. November 1946.
114. M.L. Bundy, "Metropolitan Public Library Use" in *Wilson Library Bulletin* 41:950-61. May 1967.
115. W.R. Monat, "The Community Library, Its Search for a Vital Purpose" in *ALA Bulletin* 61:1301-10. December 1967.
116. Bernard Berelson, *The Library's Public: A Report of the Public Library Inquiry* (New York: Columbia University Press, 1959), pp. 125-6.

Potential groups to be served but not now reached which are mentioned in a Pennsylvania study by a political scientist are retirees, the under-educated, those with obsolete skills and occupations, and ghetto residents. However, inaugurating such services and realizing the library's potential depend on the professional librarian's imagination and ability. He must have the professional confidence to see opportunities, to persuade library trustees of their importance, and, with the board, to convince government officials at appropriate levels of the support necessary. (117)

A thought-provoking article by a librarian asked whether the changes in financial support resulting from increased state and federal aid are beginning to reveal the lack of firm commitment of the library profession to the principle of equalization of opportunity -- the right to educational library service of a level of quality and accessibility adequate to the needs of all. Libraries are over-used by one segment of the community and under-used by other large segments. Are libraries achieving significant federal and state goals unless libraries serve all people? His plea is for objective evaluation and research as a basis for change, innovation, and experimentation. Noting many areas of operation and cooperation among local, state and federal governments, he ends with the reminder to librarians, which applies equally to trustees, that they must "understand something of the many disciplines which are involved and where they might lead us if the bases for support of public libraries are to be permanently broadened." (118) For trustees and librarians writing objectives, does this mean that statements about serving the disadvantaged must be more than comfortable words and perhaps that not only library board and staff but other government officials and community representatives should be consulted or involved in determining objectives?

There are numerous articles and books which go further with the needs of the non-literate. A trustee discusses what trustees should do to assist basic literacy education by learning the extent of illiteracy locally, by finding out about adult literacy programs, by reviewing federal legislation to see what help might be available, and by taking full advantage of information and services on the subject from ALA and other agencies. (119)

An example is a report of a study of services to adult illiterates under the title *Literacy Activities in the Public Libraries* published by ALA in 1966. (120)

117. W.R. Monat, op. cit.

118. Ralph Blasingame Jr., "Broadening Bases to Improve Library Service" in *Southeastern Librarian* 14:259-63. Winter 1964. Same with title "Equalization of Opportunity" in *Library Journal* 90:2071-5. May 1, 1965

119. C.T. Senft, "The Library Trustee and the Literate Society in ALA" *Bulletin* 60:942-6. October 1966.

120. Bernice MacDonald, *Literacy Activities in the Public Libraries* (Chicago: American Library Association, 1966), 50 p.

Background for considering objectives for service to other non-users can come from studies such as one in the Pioneer Library System, Rochester, New York, which resulted in placing specialized library collections of student reference books in neighborhood meeting places, in placing books and records with neighborhood service workers, in setting up several book-swap collections, in providing more information through libraries about community activities and programs, in developing community advisory groups in low-use areas to recommend what would be useful, in inaugurating additional programs jointly with neighborhood groups -- 4H clubs, churches, youth organizations and others. (121) The more extensive and available report, *Baltimore Reaches Out: Library Service to the Disadvantaged* in its analysis of that situation provides stimulating material for trustees and librarians in other large cities. (122)

There are degrees in the extent to which trustees are ready or willing to state and support library objectives. A 1956 study, *Library Adult Education in Action* by Phinney (123) considers the role of the library boards of five libraries which had grants for adult education projects. These boards recognized the educational needs of their communities and the library's obligation to move toward meeting them. They recognized the librarian's qualifications and ability to direct the programs. The boards were more acquiescent than dynamic in support and promotion although none fell into the slough of complacency common to many library boards. The boards did function in the struggle to obtain adequate funds for library operation. The weakness of the boards in relation to the projects was attributed to their lack of representativeness and thus their failure to be in touch with some elements of the communities -- minority groups, racial groups, labor and lower middle class. Not only the board but staffs were lacking in contacts with these groups.

The major common element among the five was the sense of purpose of each chief librarian. Without the drive and initiative of the librarians the projects would not have existed, but even so there appeared to be a definite relation between the quality and

121. "Progress Report: Project for Library Service to Non-Users" in *Bookmark* 25:150. January 1966.

122. L.A. Martin, *Baltimore Reaches Out: Library Service to the Disadvantaged* (Deiches Fund Studies of Public Library Service No. 3, Baltimore: Enoch Pratt Free Library, 1967), 54 p.

123. Eleanor Phinney, *Library Adult Education in Action*, op. cit.

amount of board participation and the dynamic quality and effectiveness of the programs. It was noted also that the quality of boards of library trustees depends on the quality of the appointments to them. ⁽¹²⁴⁾ The emphasis of the author on the dynamic leadership of the chief librarian as the foremost element in the success of the projects agreed with one of the major conclusions in the six case studies in the Nelson Associates *Public Library Systems in the United States* already mentioned. ⁽¹²⁵⁾

SOURCES OF LIBRARY POLICIES AND OBJECTIVES

As noted earlier, policies and specific objectives for the library originate from many sources and in the case of the libraries with the special adult education projects, the projects could have served as reason for reconsidering library objectives to see if existing statements of purposes should be revised to show acceptance of a continuing adult education responsibility. Another quite different source for a library policy was the experience of a library trustee in using old local newspapers in a legal case. This led to a library board decision that the library must take a local history responsibility and provide access to back files of local papers on microfilm. ⁽¹²⁶⁾ Whether this decision led the board to incorporate the local history objective in its statement of purposes is not explained but such could logically have happened.

An area which library boards may cover in their objectives is public library relationship with schools. The public library trustee's obligation to know the schools and school libraries is pointed out by a Kansas trustee. ⁽¹²⁷⁾ Helpful for consideration when drafting this part of a library's objectives are ALA standards on school and public library relations. In this field the National Assembly of ALA adopted a resolution at the 1960 ALA Conference in Montreal which might also be useful. It reads: "Whereas: The American Library Trustee Association believes that the time has come for both public library trustees and school officials to recognize and accept their separate but complementary responsibilities in strengthening the total library resources of the community to serve all age groups and all individual interests,

124. L. Williams, "Kendallville Library - Custodian of Local History" in the *Public Library Trustee*. Fall 1960. p. 2-3.

125. Nelson Associates. *Public Library Systems in the United States*, op. cit.

126. L. Williams, "Kendallville Library - Custodian of Local History," op. cit.

127. Donald E. Bonjour, "Trustee Talk" in *Kansas Library Bulletin* 34:24. Spring 1966.

and, Whereas: The legal authority and responsibility to establish policies that will provide citizens of every age in the community with the best possible public library service reside in the public library trustees, and, Whereas: School libraries are an essential part of the total school program; and the provision of libraries and school library programs in the schools is the responsibility of the school board and administrative officers; Therefore, Be It Resolved: That trustees should work for the gradual assumption of this responsibility by the board of education, relinquishing school library service as the schools are able to undertake it."

Another area which may be considered in drafting library objectives is that of service to the handicapped and to institutions. The stimulus is the 1966 federal Library Services and Construction Act under which federal funds can be allocated to assist in such services. Statewide surveys of library service in Massachusetts, New Hampshire and Vermont by Arthur D. Little, Inc. gave special attention to existing and needed services in these two areas for which LSCA funds are available. The studies in these states concluded there was almost a total lack of library service to hospitals, prisons and other institutions. They recommended that, where needed, special materials and instruments for the handicapped be made in a state library center and channeled to individuals through local public libraries. Part of this recommendation included the identification in each community of all types of handicapped residents. (128-131)

In addition to library objectives other policy statements which are written about are those on personnel, on library collections and intellectual freedom, on building programs and long range plans, and on public relations.

PERSONNEL POLICIES

The library board has two personnel responsibilities - selecting the chief librarian and formulating a written policy governing the terms of employment of the staff. A trustee points out the

128. "A New England Survey Pegs Library Ills" in *Library Journal* 92:3946. November 1, 1967.
129. Arthur D. Little Inc. *Library Planning Study: A Report to the Bureau of Library Extension* (Department of Education, Commonwealth of Massachusetts, 1967), 74p. The Author.
130. Arthur D. Little Inc. *A Plan for Library Cooperation in New Hampshire: A Report to New Hampshire State Library*. 1967. 68p. The Author.
131. Arthur E. Little Inc. *A Plan for Library Cooperation: A Report to Vermont Free Public Library Service*. 1967. 78p. The Author.

importance of anticipating personnel problems by establishing personnel policies when they can be worked out without reference to personalities. (132) This article and several by librarians detail the working conditions and relationships on which policy decisions are needed. (133-134) Books on library administration are helpful here. (135-136) *Public Library Policies-General and Specific* by White (137) refers readers for personnel policy statements to *Personnel Organization and Procedure* by ALA Board on Personnel Administration (138) (1952). The tone and attitude in which personnel relationships are developed by board and staff are a strong influence in the effective management of a library. These are well presented in *The Library Trustee* (139), the very useful guidebook on this as on many subjects.

Shortage of qualified librarians is a serious problem for trustees as it is for library directors seeking to fill positions. One of the policy positions of a library is its salary schedule including increments, fringe benefits, etc. State trustee associations in a few cases have worked out state recommendations. An example is the New Jersey "NJLTA Salary Guide." (140) Also, trustees are recognizing recruiting as of concern to them, are encouraging and assisting with scholarships, are keeping alert to the possibility of legislation which facilitate library trainee programs and are encouraging promising staff members to obtain further education. The need for full-time recruitment programs in states is recognized. (141) Trustees efforts in recruiting must perceive that the quality service experienced by young people influences their interest in the field as a career and that working conditions and salaries affect their decisions. (142)

132. Story Birdseye, "Policy-Making Related to Personnel" in *Library News Bulletin* 32:249-51. October 1965.
133. William Bryan, "Public Library Personnel Administration" in *Illinois Libraries* 49:597-603. September 1967.
134. R.E. McCoy, "Personnel Policies and Problems in Public Libraries" in *Illinois Libraries* 48:492-6. June 1966.
135. Dorothy Sinclair, *Administration of the Small Public Library* (Chicago:American Library Association, 1965), 173p.
136. J.L. Wheeler and Herbert Goldhor, *Practical Administration of Public Libraries* (New York:Harper, 1962).
137. Ruth M. White, ed., op. cit.
138. American Library Association Board of Personnel Administration, *Personnel Organization and Procedure* (Chicago: American Library Association, 1952). 58p.
139. Virginia G. Young, "Trustee Relationships with Librarian and Staff" in Virginia G. Young, ed. *The Library Trustee* (New York: R.R. Bowker Co., 1964), pp. 31-38.
140. New Jersey Library Trustee Association, "NJLTA Salary Guide" in *New Jersey Libraries*, December 1965, pp. 4-5.
141. Mrs. W.J. Lynch, "The Trustee's Role in Recruitment" in *ALA Bulletin* 58:60-1. January 1964.
142. "Recruiting for Librarianship - Long Range Aspects" in *Public Library Trustee*, Winter 1964. p.3.

A further personnel matter to be included in policy statements is the practice to be followed in permitting or sending staff members to attend professional meetings. An ALA study by the Personnel Administration Section of the Library Administration Division reports practice and makes recommendations. (143)

Recruitment plans, promotion of further education of staff members, scholarship programs, and attendance at conferences are all areas where policy decisions may need to be made and recorded.

COLLECTION SELECTION POLICIES

Policies for building the library's collection are especially difficult to state. Yet they are most important to have. A written policy statement on selection of materials may become an indispensable tool in interpreting the principles on which materials are added to and discarded from the library. Without such a statement a library board may be put in a defensive position by a special interest group which wishes certain materials included or excluded and the board may find it both awkward and unduly complicated to state policy after material has been challenged. Selection policies are discussed in books by library administrators (144) by trustees and at conferences. ALTA preconference programs in Cleveland 1961 and New York 1966 included selection policies discussions. Regional, state and district meetings for trustees have considered policy-making with particular attention to selection of materials. Suggested policy statements and samples of actual statements have been compiled. (146, 147) Talks at state meetings (148) and articles in state bulletins (149) present the responsibility of developing library collections which are reliable and stimulating. Summaries of state workshops on selection policies and some how-to-do-it articles provide helpful approaches to those planning programs in this field.

The importance of intellectual freedom in the materials programs and services of public libraries is recognized by trustees as well as by librarians. Since 1962 ALTA has had an Intellectual Freedom Subcommittee of the ALA Intellectual Freedom Committee. Trustees are

143. Andrew Geddes, "Current Conference Attendance Practices" in *ALA Bulletin* 55:59-62. January 1961.
144. Edwin Castagna, "Development of Library Collections" in Roberta Bowler, ed., *Local Public Library Administration* (Chicago: International City Managers Association, 1964), pp. 177-93.
145. Virginia G. Young, "The Trustee as Policy-Maker" in Virginia G. Young, *The Library Trustee* (New York: R.R. Bowker Co., 1964), pp. 20-1, 32-3, 116-23.
146. Ruth M. White, ed., "Public Library Policies-General and Specific," op. cit.
147. *Suggested Policies for Public Libraries*, op. cit.
148. J.N. Berry, "Policy-Making for Library Trustees" in *North Country Libraries* 8:123-32. September 1965.
149. Ruth W. Gregory, "Book Selection in the Mid-Sixties" in *Illinois Libraries* 48:303-12. April 1966.

also active on state library association intellectual freedom committees. At national and state level the desirability of a selection policy statement which includes the library's position on intellectual freedom is stressed. With such a statement a library is in a position to defend intellectual freedom if it is challenged.

The Library Bill of Rights adopted by ALA June 18, 1948 and amended most recently June 27, 1967 ⁽¹⁵⁰⁾

is the basic national statement and some library boards incorporate it in their local policy statements. Others adapt it or amplify it to fit their local situation. The value of a written policy statement in handling pressure by a local society is described by a Connecticut trustee. ⁽¹⁵¹⁾

But policy statements are not enough. There must be librarian and trustee commitment to intellectual freedom if it is to exist in libraries. That such commitment is not universal was made evident in the 1959 study of school and public libraries in California, *Book Selection and Censorship*. ⁽¹⁵²⁾ It found that librarians, especially in small libraries, were not infrequently intimidated by pressures in the community and were inclined to avoid adding materials if they feared they might be controversial. The introduction to a book of case studies in executive-trustee relationships prepared for use as a basis for student discussions is a small essay on "The American Public Library and its Trustees." ⁽¹⁵³⁾ The library school director who writes it comments that "The forty or fifty thousand men and women who are trustees of our public libraries are our strongest defense against those who try to tell us what we may think and how we must believe." To serve in this way, trustees -- and librarians -- need a positive, courageous policy statement concerning the collections in the public library, the institution which, with its great reservoir of ideas, John Ciardi calls "The most dangerous place in town." ⁽¹⁵⁴⁾ To locate the recent materials in the library intellectual freedom field there is a most helpful selected list, "Readings on Book Selection and Intellectual Freedom." ⁽¹⁵⁵⁾

150. Proposed Revision of the Library Bill of Rights. *ALA Bulletin* 61:409-10. April 1967. (Approved by the ALA Council June 27, 1967 with slight editorial changes.)
151. H.A. Johnson, "The Trustee's Role" in *ALA Bulletin* 57:631-3. July 1963.
152. Marjorie Fiske, *Book Selection and Censorship: A Study of School and Public Libraries in California* (University of California Press, 1959). 145p.
153. K.R. Shaffer, "The American Public Library and Its Trustees" in K.R. Shaffer, *Twenty-Five Cases in Executive-Trustee Relationships in Public Libraries* (The Shoestring Press, 1960). pp. 13-23.
154. Quoted in J.N. Berry, "Policy-making for Library Trustees" in *North Country Libraries* 8:123-32. September 1965.
155. R.W. Gregory, "Readings on Book Selection and Intellectual Freedom: A Selected List 1962-67" in *ALA Bulletin* 62:64-9. January 1968.

BUDGET AND BUILDING POLICIES

The budget and finance responsibilities of trustees and their responsibility for library buildings are specified in many state laws. The variations among the states in methods of financing library programs and library buildings are summarized in a table in the International City Managers Association's *Local Public Library Administration*. (156) It indicates whether state laws authorize a tax or appropriation for public libraries and what authority library boards have over levies, construction funds and maintenance funds. Frequently the literature comments on the importance of the trustees particular duty to raise funds for libraries but adds that it is "the unfortunate truth ... that too often trustees regard themselves as watchdogs of the public treasury and spend most of their time and energy trying to cut down rather than build up expenditures for library service." (157)

Another trustee deplores the attitude of too many trustees of small libraries that libraries can continue as personal chanties. Trustees cannot be bashful. When appointment to a library board is accepted, a trustee must make the library his first priority. There is competition for public funds and he must be articulate, willing to be heard and present the library's need strongly, persistently and effectively. (158)

A librarian's article, "How Much is Enough?" (159) is a good statement of ten years ago of trustee responsibility in financing in an inflationary period. A series of budget and finance schools for trustees and librarians in Indiana included a presentation of "Budget Responsibility of Library Boards" (160) which stressed the librarian's responsibility for projecting a library program to serve the community needs he has found and the library board's responsibility to set a tax rate or obtain an appropriation to implement the program. One of the Illinois workshops for new library trustees included practical help on budget procedure for small to medium size public

156. S.J. Kee and M.G. Toepel, "Legal Basis of Public Libraries" in Roberta Bowler, ed., *Local Public Library Administration* (Chicago: International City Managers Association, 1964), p. 22.
157. A.S. Forsyth, "Public Libraries: Problems and Solutions" in *Bookmark* 23:213-6. May 1964. Also in *Idaho Librarian* 17:9-13. January 1965.
158. Evan Hill, "Can We Afford Bashful Trustees?" in *North Country Libraries* 4:2. November 1961. Same with title "We Can't Afford Bashful Trustees" in *Library Journal* 88:731-2. February 15, 1963.
159. Frederick Wezeman, "How Much is Enough? Public Library Budgets in an Inflationary Era" in *Library Journal* 82:2073-6. September 15, 1957.
160. M.K. Foote, "Budget Responsibility of Library Boards" in *Library News Bulletin* 29:89-90. July 1962. (Reprinted with permission from Indiana State Library.)

libraries. (161) More experienced trustees and librarians in larger libraries who wish to explore the idea of performance budgeting can locate material through a useful annotated bibliography. (162)

PLANNING LIBRARY SERVICES

Whether it is a small library whose budget may chiefly be made up of contracts with larger library units for service, or a library unit large enough and with enough resources to provide adequate library services by itself, the exact nature of the plan for local or area library service should be based on analysis of the community or of the area to be served. The librarian and the board may decide to organize and carry through their own community analysis. The board members, appointed as representatives of the community, bring personal community knowledge to such an examination, but in most communities some economic, social and geographical areas may not be represented at all on the board. The field work and publications of the ALA Library Community Project in the fifties developed most useful techniques for making surveys to learn what needs for library materials and services exist. The resulting publication, *Studying the Community*, (163) although written as a basis for planning library adult education programs, can be adapted to a community or area study for any aspect of a library plan or for a total library plan. Library boards have also employed outside surveyors to look at the library and at the community to see whether the library program is appropriate, well organized and adequately supported to provide the library service that community needs and can profit from.

A critical commentator on surveys warns boards and librarians that when surveys are to be made, the surveyors should be investigated to be sure they have the quality, range of professional experience, access to new ideas and methods for a competent survey. More than technical knowledge should be among the surveyor's abilities, and he should make his study taking into consideration the particular character of a given library or community. (164)

The contribution of a recent state survey, according to the surveyor, is more in stimulating the planning process than in the specific proposals it makes. (165) Those who are involved must review what has

161. Harold J. Rath, "Budget Procedure for Small to Medium Size Public Libraries" in *Illinois Libraries* 49:584-96. September 1967.
162. H.A. Young, "Performance and Program Budgeting: An Annotated Bibliography" in *ALA Bulletin* 61:63-7. January 1967.
163. Library Community Project Headquarters Staff, American Library Association, *Studying the Community: A Basis for Planning Library Adult Education Service* (Chicago: American Library Association, 1960), 128p.
164. "Inept Library Consultants Attacked by Shaffer" in *Library Journal* 92:3946. November 1, 1967.
165. L.A. Martin, *Progress and Problems of Pennsylvania Libraries: A Resurvey* (Pennsylvania State Library, 1967), p. 58.

been presented, consider alternatives, work out modifications and decide what action is to be taken. Perhaps this is always true of the survey by an outside surveyor for, as a political scientist points out, plans cannot very well be made by outside consultants. Their information can be used as a base for plans but those plans "must be a commitment on the part of those who control certain resources to do certain things and this commitment can be made only by those who must execute the plan."⁽¹⁶⁶⁾ Although these comments are made from the point of view of a state surveyor and a student of state services, the same would be true of local surveys. It is the responsibility of the librarian and library board to consider the information presented by the survey and its proposals and, as the involved officials who must execute the plan, to work out the details and the ways they are to be accomplished.

LIBRARIES IN COMMUNITY PLANNING

However, as time goes on, it is not only the librarian and library board but increasingly municipal and county officials and staff who are also involved. This may be for budgetary or legal reasons which a 1959 article on library board relationships with the library executive⁽¹⁶⁷⁾ sees as the result of the growth of government, the demand for economy and efficiency and the increasing professionalization of public administrators. It is also a result of the growth of official planning agencies in local government -- local, city-county, metropolitan and regional. A 1967 report concludes as a result of studying thirty-three urban master plans "that attention to public library service in official planning reports and the preparation of special library surveys and plans by planning agencies is a relatively new, but developing, trend."⁽¹⁶⁸⁾ Although eleven of these master plans did not mention libraries and eleven others made only brief mention of the library as a public facility or a part of a civic center, six had sections of chapters dealing with sites recommended for libraries and their potential service areas, two had sections of a chapter discussing library service programs as well as building sites, one had a whole chapter on the library program, library location and policies, and two had whole chapters on library progress, policies and programs as well as recommendations for sites and service areas.

166. Philip Monypenny, *The Library Functions of the State* (Chicago: American Library Association, 1966) p. 156.
167. H.L. Hamill, "Executive-Board Relationships" in *Library Trends* 7:388-97. January 1959.
168. L.M. Bowley, "Public Library and the Planning Agency" in *ALA Bulletin* 61:970. September 1967.

For eight of the thirty-three there were separate public library surveys done between 1961-66 to supplement the urban master plans. Three of these were done by urban planning departments. Others were done by library consultants or by management consultants.

In addition, an examination was made of fourteen separate library plans prepared by official planning agencies and published between 1961 and 1966. All fourteen are concerned primarily with branch facilities and the problems created by population growth and movement. The author refers to the chapter on relations with local government in *Local Public Library Administration* which indicates "it is essential that the library establish a continuing working relationship with the planning department whereby information may be exchanged, library standards may be explained to the planning staff, and differences of opinion on the location of branches or other factors relating to the expansion of the system may be ironed out." (169) This seems especially important since, as is noted, planning limited to physical aspects of public library service is not enough. Physical planning must be related to the library's role and purpose in the community. But the plans examined fail to achieve a full, balanced consideration of the total program of the library in relation to its physical facilities and to its users. (170)

Planners and librarians, and also library trustees, need to learn the advantages, the problems and the special techniques of library planning as a part of community planning. For better librarian understanding, Oregon had a week's Institute on Planning in 1965 sponsored by the State Library, the Oregon Library Association and the University of Oregon Division of Continuing Education. (171)

That there is increasing collaboration between librarians and planning agencies is also noted in an 1966 article summarizing recent branch location studies by planning agencies noting that planners had used out-of-date library standards and materials in some instances. (172) One study of unusual interest was made by the Cuyahoga County Regional Planning Commission for the library boards of the Cleveland Public Library and the Cuyahoga County Public Library. The study, entitled *Changing Patterns*, (173) proposes a branch library plan for the

169. Harold Hamill, "Relations with Local Government Agencies" in Roberta Bowler, ed., *Local Public Library Administration*. op. cit. p. 67.
170. L.M. Bewley, "Public Library and the Planning Agency," op. cit. p. 969, 973.
171. Proceedings of Institute on Planning edited by Richard B. Engen. Held at University of Oregon, Eugene, August 23-27, 1965. Sponsored by the Oregon State Library with the cooperation of the Oregon Library Association and University of Oregon Division of Continuing Education (Oregon State Library, 1965).
172. G.G. Garrison, "Some Recent Public Library Branch Location Studies by City Planners" in *Librarian Quarterly* 36:151-5. April 1966.
173. *Changing Patterns: A Branch Library Plan for the Cleveland Metropolitan Area* (Cleveland: Cuyahoga County Regional Planning Commission, 1966), 162p.

metropolitan area. It does not concern itself with political boundaries, financing or specific sites. Special surveys conducted as background include not only an analysis of users, their age, education, etc., but also the means of transportation they used and purposes of their trip to the library. A study was also made of land use contiguous to branches. Recommendations included retention of most branches but consolidation of some, replacement or relocation of others and a number added, chiefly in the county. Twelve regional libraries for the entire area to be completed by 1980 would provide a level of service between Cleveland Main Library, the city and county branches and the independent libraries in the county.

Trustees who are involved in studies of branch needs may be interested in two studies by J.L. Wheeler, (174-5) one of which explains what makes a system (Atlanta) overbranched, and the other (Corning, New York) which shows the fallacy of placing new libraries or branch buildings in a dozen very small neighboring subdivisions and towns. Also useful is his *The Small Library Building*, (176) one of the ALA Small Libraries Project publications. General principles to be considered in organization of a branch system and the board's responsibility in the plans are described in an article in a 1966 issue of *Library Trends* devoted to branch libraries. (177)

TRUSTEES AND LIBRARY BUILDINGS

A few articles on library trustees and their responsibility for library buildings have been selected from architects, trustees and librarians. An architect reminds librarians and trustees that previous experience with library buildings is not the most important consideration in choosing an architect. A good designer who has produced buildings that are carefully studied, well-planned, handsome and with character and imagination is the one to be sought.

The architect explains the steps of the relationships after the librarian has written the program for the building and the trustees have approved it. (178) A trustee explains the business responsibilities

174. J.L. Wheeler, *Report of a Study of the Operations and Building Problems of Atlanta Public Library* (Atlanta Public Library, 1965), 147p.
175. J.L. Wheeler, *Building Problems of the Corning Public Library* (Corning, N.Y.; Public Library, 1963), 44p.
176. J.L. Wheeler, *The Small Library Building*, Small Libraries Project Pamphlet No. 13 (Chicago: American Library Association, 1963), 36 p.
177. J.T. Eastlick and H.G. Shearhouse Jr., "Organization of a Branch System" in *Library Trends* 14:374-84. April 1966.
178. W.H. Heidtmann, "Principles of Library Planning" in *Bookmark* 20:29-25. November 1960.

of the board in connection with a library building. (179) One librarian describes the role of trustees, librarians, architects and consultants in library building problems. (180) Another librarian's description of the library building program and of working with the architect, the chairman of the building committee and the building consultant outlines the elements to be considered. (181) Especially practical is an architectural checklist by two librarians. (182) And both practical and amusing is an illustrated small book, *Design of The Small Public Library*. (183)

The advent of federal funds for library buildings which came with enactment of the Library Services and Construction Act in 1964 resulted in attention from national and state library and trustee associations and state library agencies to library buildings. In whatever ways they could, they have tried to aid in planning library construction to fit into long range plans for libraries. They shared with trustees, librarians and architects the experiences already gained in library buildings of various types. Publications such as those noted above served these purposes. National and state institutes and seminars contributed. ALTA joined the ALA Library Administration Division in an Institute on Library Buildings preceding the Detroit ALA Conference in 1965. (184) As example of state activities the Trustee Division of the Maryland Library Association had a buildings institute in 1965. Experience with buildings was so much on the minds of library boards that an amusing ballad, "The Trustee Building Ballad," (185) written by a librarian, was the delight of several meetings. It was then shared more widely through *Maryland Libraries*. Wisconsin included guidelines for those planning buildings, selected bibliographies of recent material on buildings and lists of Wisconsin library buildings in process, with their architects. (186-7)

179. W. Dodds, "Trustee's Job in Library Planning" in *Minnesota Libraries* 20:161-2. June 1962.
180. William Chait, "Public Library Trustee and Building Problems" in *Ohio Library Association Bulletin* 36:24-5. April 1966.
181. A.B. Martin, "Library Building Program" in *Wilson Library Bulletin* 41:514-6.
182. R.R. McClarren and D.E. Thompson, "Architectural Checklist: The Steps, Sequence and Specific Factors To Be Considered in Planning and Constructing a New Library Building" in *Library Journal* 91:5832-7. December 1, 1966.
183. R. Myller, *Design of the Small Public Library* (New York: R.R. Bowker Company, 1966), 95 p.
184. *Library Buildings for the Future: Proceedings of the Library Buildings Institute and ALTA Workshop conducted in Detroit, Michigan July 1-3, 1965*. Edited by Robert Shaw. (Chicago: American Library Association, 1967)
185. Roenna Fahrney, "The Trustee Building Ballad" in *Maryland Libraries*, Spring, 1964. p. 3.
186. W.L. Eberhart, "Guidelines for Library Building Planners" in *Wisconsin Library Bulletin* 58:311-3. September 1962.
187. E. Shumaker, comp., "Public Library Buildings, Selected Bibliography of Recent Materials" in *Wisconsin Library Bulletin* 61:80-1. March 1965.

There is another aspect of the federally-aided program for library buildings in which trustees have taken active responsibility as the state association of trustees in Arkansas points out. (188) They have been active in securing the necessary local funds to match federal funds for construction.

TRUSTEES AND PUBLIC RELATIONS

The chapter on public relations in *The Library Trustee* points out the "special obligation on the part of a publicly supported educational institution (such as a public library) to make vigorous efforts to publicize its services and encourage every group in the population to use them ... no matter what the size of the library, a planned program of public relations is of very practical help in gaining community support for the library's operating budget and special financial needs." (189) The trustee's role in public relations is given high priority in writings by trustees and by librarians. Here as in other areas the librarian-as-administrator is responsible for planning the program which he and the staff will carry out when it has general trustee approval. The trustee's realization of the importance of a public relations program and his understanding of its staff and financial needs may determine whether the community is informed of the library's potential value to the people and is ready to give the increasing local support necessary.

Discussions of public library administration remind librarians and trustees that library boards and staff must not fear and distrust public opinion, that everything about the library is of public concern and that the community can become enthusiastically favorable to the library if the library so deserves - and if the librarians and trustees have established good communication throughout the community served. (190-1)

A trustee describing principles for library public relations urges trustees to know their community, to put facts before citizen groups and to recognize that all public relations should stimulate the use and support of the public library. (192) The article warns trustees

188. "Arkansas Trustee Division: Accomplishments 1965-66" in *1966 Reports of the States* (ALTA Assembly of State Associations, 1966), p. 4.
189. Dan Lacey, "The Trustee and Public Relations" in Virginia Young, ed., *The Library Trustee* (New York: R.R. Bowker Company, 1964), p. 83.
190. J.L. Wheeler and Herbert Goldhor, *Practical Administration of Public Libraries* (New York: Harper, 1962), p. 68.
191. K.M. Coplan and Edwin Castagna, *The Library Reaches Out: Reports on Library Service and Community Relations by Some Leading American Libraries* (Dodds Ferry, N.Y.: Oceana Publications, 1965), 403 p.
192. Lettie G. Carson, "Policy Principles for Sound Public Relations and Publicity" in *Bookmark* 25:297-8. May 1966.

that it may be all right to encourage local service groups to raise money for donations to the library but the trustees themselves should not be involved in such volunteer money raising. Their responsibility is to convince the sources of public funds for the library of the amounts adequate to provide the service the community should have. A former ALTA president speaking at the South Carolina First Governor's Conference on Libraries demonstrated an effective technique to persuade citizens of the need for increased library support when she pointed out it cost \$3,200 per child for elementary and high school education yet over a 50 year period the total amount per capita spent for library service would be \$42.00. She asked whether it was not "short-sighted indeed to invest in education and then fail to provide the means to fully utilize and extend it." (193) Other trustee leaders have used parallel figures in speaking in other states.

State workshops have also given attention to public relations. Two in New York State emphasized the need for trustees to publicize library services energetically to attract readers, and made suggestions of ways trustees can do this. They discussed what newspapers will use and how to supply it, and they heard a plea for a trustee-librarian long range national public relations program to change the library image in the community. (194) In a series of eight one-day public relations workshops in Wyoming, 256 participated, including 82 community leaders from 28 types of organizations. Those who attended received a most helpful kit of materials. (195)

Trustees have recognized the National Library Week program as one with which library boards can cooperate and thereby serve libraries. Since 1959 ALTA has had a National Library Week Committee which helps National Library Week staff in working out suggestions for trustee participation in National Library Week activities. Since NLW is a year round program promoting books and reading and adequate library service for all, trustee cooperation in the NLW program may notably strengthen library public relations activities in some states and in some communities.

"Friends of libraries" are local groups of citizens which come into existence often as a result of a pressing need for library support. Trustees or the librarian may instigate such an organization, and besides serving as the voice of the users of libraries and of those who believe libraries of major value to the community, a "friends"

193. Mrs. Weldon Lynch, "Libraries Need Citizen Support" in *South Carolina Librarian*. October 1965.
194. "PR Ideas from Two Trustee Workshops" in *Bookmark* 24:292-3. June 1965.
195. M.R. Rogers, "Reaching Out into the Community: A Series of Eight One-Day Workshops on Public Relations and Program Techniques" in *Mountain Plains Library Quarterly* 11:11-3. Spring 1966.

group can become an important adjunct to trustees and library staff in interpreting the library's services and its needs to the community.

One other national program of great public relations significance is the result of a most effective plan and promotion by ALTA. This is the encouragement of governor's conferences on libraries. Since they began in 1957, they have been held by more than twenty-five states. They will be described in the section on ALTA and its programs.

WHO IS THE LIBRARY TRUSTEE?

The public library trustee has been referred to throughout this presentation in a generalized way for the most part. But who *is* the public library trustee? He is discussed, exhorted, flattered, and criticized as if there were a great uniformity among those who achieve the distinction, honor, burden, or anachronism of trusteeship. Most of the articles, whether by trustees, librarians or students of government, make some premise about trustees, often related to one of the words in the last sentence, and that premise which determines the tone and purpose of the writing. So in reading this literature the premises and the generalizations must be examined with a critical eye. At the same time efforts should be made to develop research and projects which will better define and describe current library trustees.

There were in 1968 about 61,000 public library trustees in the U.S. They considerably outnumber librarians. As an example, in Illinois with six metropolitan areas where libraries are larger and there are more librarians on the staffs than in smaller communities, there are 3,500 trustees to 1,200 librarians, the latter figure excluding clerks and maintenance staff from the total number of library employees. From the small amount of piecemeal information available on this large group which vitally influences libraries, it is obvious more information is much needed.

Joeckel (196) in 1935, Garceau (197) in 1949 and Kroll (198) in 1960 gave attention to trustees of public libraries, and some of their

196. C.B. Joeckel, *Government of the American Public Library* (Chicago: University of Chicago Press, 1935), pp. 235-45.
197. Oliver Garceau, *The Public Library in the Political Process* (New York: Columbia University Press, 1949), pp. 59-70.
198. Morton Kroll, *Public Libraries of the Pacific Northwest* (Seattle: University of Washington Press, 1960), pp. 141-3.

findings have been noted. A few recent studies, chiefly of limited groups, parallel the earlier studies to some extent. Trustees seem to continue to be largely middle-class, well-educated, not the people of power in the community but perhaps near to power, of middle age or older, still too many who serve beyond their usefulness, and representative of only a limited part of the community. An ALTA inquiry to which 575 trustees replied in 1961 found women in the majority (52.5%) serving especially on small library boards. One third had served less than five years, but it was pointed out this included trustees of several regional libraries which were less than five years old. This study showed dramatically the heavy involvement of library trustees in other community responsibilities, four hundred and seven of the group served on from one to five boards in addition to their library board responsibilities. Fifty of these served on five or more boards in addition to the library board. These same trustees were also active in church groups (310), in service clubs (167), in local government (121), in PTA (107) and in women's clubs (113). (199)

Whether this indicates overloading, as would seem to be the case, or lack of competent people, may vary between urban and rural areas. One trustee deplores discarding good and bad trustees alike at the end of the specified terms. He believes rural areas have special problems and that qualified, interested, devoted board members should serve as long as their own communities deem it wise. Good board members remain interested, enthusiastic and faithful in board attendance, he feels, and librarians might better educate and upgrade their boards than appeal to the state to enforce a standard which would remove a good board member because he has served a long time. (200)

Returning to the ALTA study, it noted that only 12 of the 575 showed membership in the Republican or Democratic organizations, 29 in farm groups and six in organized labor groups. Nearly three quarters of the group were college graduates. (201)

A Missouri study of 697 trustees indicated 44% were men and that more men than women were on boards of the libraries with greater income. One third of the total group were housewives, about 20% were educators and 15% businessmen. On county library boards, 9%

199. ALTA Questionnaire. *ALA Bulletin* 55:651. July-August 1961.

200. T.G. Scott, "Trustees-Yes! Limited Terms-No!" in *Missouri Library Association Quarterly* 24:6-9. March 1963.

201. ALTA Questionnaire. op cit.

were farmers. Of the entire group 42% were over 50 years of age, and in libraries with incomes of \$75,000 or more, 51% were over 50. Nearly 50% had less than 5 years of service as trustees, 33% had served 5 to 10 years and 9% between 10 and 25 years. County library board members served longer terms, 26% over 10 years, while on city library boards only 6% of the trustees had served that long. Two thirds of the total group had college degrees. The problem of getting qualified people to serve was noted. (202)

A small Illinois study in 1963 compared Illinois trustees with the trustees in the 1935 Joeckel national study and found present Illinois trustees to be younger, 26.7% over 60, while the Joeckel study indicated 36.7% over 60. The education level of Illinois trustees in 1963 was slightly higher, 52.2% college graduates, compared with 48.4% in the earlier study. (203)

There seems to be considerable variation in the proportion of trustees who serve for relatively short terms on library boards in the few studies that have been found. The ALTA study reported 33% had served less than five years. The Missouri study found nearly 50% with less than 5 years. The Illinois study found 53.8% serving under 5 years. In an Oregon study there were 71% who had served under 5 years. (204) An Ohio study in 1967 found 50% who had served less than 10 years. (205) Since four of the studies are state studies, the range from 33% in the ALTA study to 50% in Missouri and Illinois and Ohio and 71% in the Oregon studies may be influenced by state developments, but whatever the reason, the large proportion who serve such short terms is a group about which it would be interesting and helpful to know more. To what extent, for example, does state trustee association membership reach them and to what extent does this group participate in trustee education activities of any kind?

Other studies are currently in progress. At the University of Illinois Graduate School of Library Science, a series of studies on public library government, organization and support will examine the attitudes of librarians and board members toward library reorganization and library systems development. Reports of this

202. M.L. Bundy, "Public Libraries - Citizens' Responsibility" in *Public Library Service in Missouri: A Survey Summary Report* (Jefferson City: Missouri State Library, 1962), pp. 8-16.
203. D. Tuckwood, "Illinois Trustee" in *Illinois Libraries* 45:270-7. May 1963.
204. M.E. Phillips and C. Lauris, *Public Libraries in Oregon* prepared for Oregon State Library Board of Trustees by the Bureau of Business Research (University of Oregon, 1962), pp. 59-64.
205. K.E. Beasley, *Review of Ohio Library Laws and Governing Structure of Boards* (El Paso: University of Texas, Bureau of Public Affairs, 1967).

portion of the study may be completed by the latter part of 1968. Also underway at the University of Illinois is a study of public library trustees in the state of Illinois. A survey of Ohio Libraries and State Library Services made in 1967 will be available in 1968. This will give consideration to library government, to library boards and their members, to the state organization of trustees and to other related subjects.

To an extent the qualities of a library trustee are related to the reasons why he accepts the appointment. He may see library trusteeship as a civic duty in local terms, or he may desire to serve because he sees public libraries as one means to important social and educational goals. For a person with leisure and a sense of obligation to use that leisure in constructive ways, library trusteeship may provide the opportunity he seeks and may make possible the contribution of his talents to the development of public libraries. Or the appointment may be accepted because of its prestige, or as a status symbol, or just as an appreciated honor. For some with political or social ambitions, membership on the library board may be a step toward their personal goals. The value of such appointments from a political viewpoint becomes greater as libraries and their boards are becoming politically more visible.

The results of accepting appointment for some of the above reasons may be overcommitment to too many boards and community assignments, and in such circumstances the library board may not have the highest priority for the busy or ambitious board member's time. However, it is quite possible that a combination of selfish and altruistic motives for wishing to become a library trustee is desirable. Perhaps this can produce members who seek personal growth and whose drive and expanding interests can also serve the library well. To make this happen the person considering a library board appointment must be realistic about his own capacity to fulfill his library obligation in addition to others he already has. In addition, although he may have little way to judge this, his usefulness and that of other board members will be notably increased if the librarian has the administrative competence to assure that the library board's time investment is concentrated on appropriate board function.

Less confident candidates for boards may be fearful of accepting because of their lack of knowledge of what trusteeship requires. On this point one trustee believes that when a person has an intense interest in the library all other things will follow. ⁽²⁰⁶⁾ However, the trustee's chance to learn his role depends very much on the librarian's abilities. Another trustee notes that trustee service is executed in actuality through the hands of the professional

206. Mrs. Q. Bruton, "What Makes a Good Library Trustee?" in Florida State Library *Newsletter* September 1966.

librarian. Even an interested trustee on the board of a library without a professional librarian is in a poor position to gain the background necessary for him and his colleagues to make the library contribute effectively toward a goal of informed democracy. (207)

It is difficult to keep consideration of individual trustees on a general and impersonal basis, for the list of trustees who have made great contributions to local library development, who have exerted a great influence in obtaining improved state library legislation and who have helped tremendously in achieving national library progress would be long and star-studded. Even though it may be a small proportion of the total number of trustees, past and present, it is made up of men and women who, working closely with the library profession, have themselves been a major factor in bringing public libraries to their present level of importance.

TRUSTEE ORGANIZATIONS

Through state and national organizations of library trustees, individual trustees who have become dedicated to the value of libraries have found colleagues with similar interests and thus have gained impetus to benefit libraries through combining trustee efforts. Whether spurred to more than local action by their local librarians or in some other way, trustees who participate in district, state and national library and library trustee activities may be caught up in the excitement of the institution whose interests they represent and move on to become as committed to work for the improvement and advancement of libraries as are the members of the library profession. Such trustees, welcomed in state and national library associations by the librarians who must implement the decisions of library boards, find themselves working shoulder to shoulder with librarians for better legislation, better state and national appropriations and widespread citizen understanding.

Trustees have been a part of American Library Association meetings almost as long as those meetings have been held. In 1890 a small group of library trustees attended the twelfth American Library Association conference for the purpose of forming a trustee's section. The section was formed, dues set, papers read and proceedings prepared and distributed - all with an attendance of eleven trustees! The first seventy-five years of the trustee organization within the ALA is a stimulating story. (208)

- 207. F. Bergan, "The Library Trustee: A Force in Confident and Informed Democracy" in *ALA Bulletin* 52:323-6. May 1958.
- 208. Lucy W. Errett, *Seventy-Five Years of ALTA* (Chicago: American Library Trustee Association, 1966), 16 p.

The ALA Trustee Section became the Trustees Division in 1941, The American Association of Library Trustees in 1955 and The American Library Trustee Association (ALTA) in 1960. From eleven members in 1890 it had grown in 1968 to 3,500 with its own executive secretary on ALA staff, half time in 1963 and full time beginning in 1968. Trustee education and the improvement of libraries have been its aims. It began on its trustee education program in 1890 with a resolution that trustees should send their librarians to ALA conferences, "pay their expenses and give them time in addition to their regular vacation." (209) Over the years through publications, programs at conferences, the promotion of governor's conferences on libraries, the annual citation of outstanding trustees, and stimulation and assistance to state trustee organizations, the national association of trustees has carried on its trustee education program. In cooperation with librarians, using some of these same methods and through the state network of trustees already mentioned which works with the ALA Washington Office on legislative matters, ALTA members are contributing to the improvement of libraries. As ALTA grew in size and activities, the necessity for an additional source of funds became evident. A special ALTA Endowment Fund has been established and by the end of 1967 had reached \$15,000, the income of which is used for publications or other projects. Efforts to increase the fund considerably continue. (210)

TRUSTEE PUBLICATIONS

Publishing as a means of trustee education might be said to begin with the appearance in library periodicals of talks to and by trustees at conferences. The first book on trusteeship was published in 1927, *The Library Trustee* by Anna Gertrude Hall. (211) It was revised in 1937 and provided a welcome aid for the next two decades. In 1955 *A Handbook for Library Trustees* edited by Marian Manley Winsor for the American Association of Library Trustees first appeared. (212) Its 1959 revision served as a basis for a seminar on trustee-librarian relationships at Columbia University preceding the 1960 ALA conference. (213) A new national guidebook for trustees was published in 1964, *The Library Trustee*, edited for ALTA by Mrs. Virginia Young. (214) It was made up of chapters contributed by experienced trustees and librarians.

209. Ibid.

210. Mrs. Virginia Young, "ALTA Endowment Fund - for Better Education in Trusteeship" in *The Public Library Trustee* December 1965. p.1.

211. A.G. Hall, *The Library Trustee* (Chicago: American Library Association, 1927), revised edition 1937.

212. M.M. Winsor ed., *A Handbook for Library Trustees* (New York: R.R. Bowker, 1955), revised edition 1959.

213. Lucy M. Errett, op. cit., p. 13

214. Virginia G. Young, ed., *The Library Trustee: A Practical Guidebook* (New York: R.R. Bowker, 1964), 184p.

Publishing in the field of library trusteeship was increasing. Soon after publication of *The Library Trustee*, The ALA Small Libraries Project got underway and among its publications was *The Trustee of a Small Public Library* by Virginia Young. (215) This pamphlet is much shorter than the 1964 publication and is planned for trustees of small libraries and designed to help them see their libraries in relation to possible library systems which might develop. As a supplement to this pamphlet appeared the material prepared by the ALTA Action Development Committee in 1960 under the title *Trustee Orientation Program*. (216) Further Small Libraries Project pamphlets of interest to trustees are contemplated.

ALTA's quarterly newsletter, *The Public Library Trustee*, began in 1958 and has continued to date. It includes ALTA news, talks from its own programs and reprints of outstanding or especially helpful material from state bulletins.

The ALTA Assembly of State Associations which had been giving attention to state trustee associations made a survey of 1965-66 activities of these associations and of their plans for the following year. Its *Reports of Trustee Activity in the States* (217) came out in 1966, included most of the state organizations then existing, and indicated active participation of these groups in the library development in their states.

A new publication series was inaugurated in 1967 with ALTA Publication Number 1, *Workbook for a Successful Workshop* by Dorothy D. Corrigan. (218) Scheduled for 1969 publication are at least three more in the series. *The State Trustee Organization* by Barbara Holden (219) describes state level trustee activity and replaces in part *The Model Manual for Library Trustees*, (220) which was discontinued in January 1968. From 1961 to 1968 the *Model Manual* had been helpful to some 15 states in their publication of manuals for trustees, but the growing maturity of trustee activities state and national called for something more. The Holden pamphlet emphasizes goals to be achieved and preparation of programs to accomplish them as a basis for determining what methods to use.

215. Virginia G. Young, *The Trustee of a Small Public Library* (Chicago: American Library Association, Small Libraries Pamphlet No. 3, 1962), 15 p.
216. *Trustee Orientation Program*. Supplement A to Pamphlet No. 3 of the Small Libraries Project (Chicago: American Library Association, 1962), 4p.
217. *1966 Reports of the States*, op. cit.
218. Dorothy D. Corrigan, *Workbook for a Successful Workshop*, ALTA Publication No. 1 (Chicago: American Library Trustee Association, 1967), 35p.
219. Barbara Holden, *The State Trustee Organization*, ALTA Publication No. 2 (Chicago: American Library Trustee Association, 1968), 29p.
220. *Model Manual for Library Trustees* (Chicago: American Library Trustee Association, 1961), 19p.

Also in the ALTA Publications series is the revised edition of *Guidelines for Holding a Governor's Conference on Libraries* by Mrs. Weldon Lynch. ⁽²²¹⁾ The 1963 edition had already served to help trustees and others to bring libraries to the active and positive attention of citizens and government officials in many states.

NATIONAL PROGRAMS FOR TRUSTEES

Programs of the trustees at ALA conference contributed to trustee education but when the Section began its preconferences in 1951, plans and subject matter were more directly related to the various types of background which trustees felt they needed. In 1957 a new kind of preconference, a workshop in which all took part in the discussions, was tried and was so great a success that subsequent preconferences were of this type for the most part. These continued through the 1966 New York conference. They were on such subjects as the functions and responsibilities of library board members, the library's potential, the library as a tool in building a better nation and world, trustee-librarian relationships, drafting and evaluating policy statements, working for standards for improved library service, the role of state trustee associations, education of trustees, library buildings to meet emerging needs, and "Reach Out with Books" - the trustee role in the war on poverty. Beginning with the 1967 ALA conference in San Francisco ALTA discontinued its preconference institutes or workshops and held its meetings and programs with other divisions during the conference week.

Trustees were thus able to attend general sessions and programs of other divisions. Trustee joint programs with other groups were facilitated and better communication between trustees and librarians was stimulated. This does not indicate a lack of interest or confidence in workshops or institutes. ALTA Publication Number One, *Workbook for a Successful Workshop* by Dorothy D. Corrigan demonstrates that interest and ALTA's hope that many well-planned workshops of the kind described will be held in states and districts. Special institutes or workshops held on a regional or national basis but not at the time of the annual conference will take place when they can accomplish aims which cannot readily be achieved in other ways. An example of such a special meeting is the ALTA four-state invitational conference in St. Louis in the spring of 1968 on the subject of strengthening state trustee organizations.

221. Mrs. Weldon Lynch, *Guidelines for Holding a Governor's Conference on Libraries*, ALTA Publication No. 3 (Chicago: American Library Trustee Association, 1968), 22p.

GOVERNOR'S CONFERENCES

The role of the American Library Trustee Association in the history of governor's conferences is a splendid example of the influence of this national organization when it devotes its considerable talents to a project. The ALTA Governor's Conference Committee not only developed the idea of the conferences and stimulated their inception but prepared detailed guidelines for planning and operating them, and, with the help of a questionnaire, evaluates each one. (222)

The first governor's conferences were held in 1958 in Idaho, Nebraska and Wisconsin and in these the invitations went chiefly to trustees and librarians. In 1960 the California conference participants included all kinds of citizens and young people as well as adults, and of course trustees and librarians. To the conferences in more than 25 states since then, governors have invited representatives from many segments of the community - business, labor, rural, education, local and state government. Held in the state capitols and usually sponsored by the state library association, library trustee association, state library agency and sometimes other state organizations or agencies, the conferences have been attended by 100, 500, 1000, 2500, depending on the plan.

The Texas session in 1966 was the largest to that time with 2,500 attending. The Texas governor, writing in *State Government* about its success, stressed the need for careful preparation over a long period - one year in that case - and financial support to pay for special staff, plans and programs, publicity and reporting. (223) Most of the conferences have been financed by Library Services and Construction Act funds, and some with registration fees. Costs have ranged from \$500 to \$14,000 with a median of \$3,000.

The purpose of the conferences has been to tell leaders and others in the state of library needs and services, to initiate programs of library development, to introduce results and recommendations of statewide surveys of library service and to create support for needed library progress. Proceedings have sometimes been published and become useful publicity. Follow-up meetings immediately after the conference have been held in a number of states. Some have been county or district meetings: others were called by mayors.

222. Mrs. Weldon Lynch. op. cit.

223. John Connally, "The Governor's Conference on Libraries: Birthplace for Citizen Action" in *State Government*, summer 1967.

Major results of the governor's conferences have been a new interest in libraries by citizens and by state officials, prospects for better financial support, and new interest in statewide planning for improved library service. In some states they resulted in support for and passage of needed library legislation including increased state aid. In others, services to unserved areas were expanded and a state plan for public library development adopted. In all, the political visibility of libraries was increased and citizens became increasingly aware of their personal concern and stake in good library service.

ALTA leaders have served as consultants and as speakers at many of the conferences. Most conferences have included audience participation in small groups with librarians as resource people and trustees as discussion leaders and this technique has proved very effective.

The ALTA committee has requested each conference to send its program, proceedings and kit of material to ALA Headquarters Library to be available on loan to other states which are interested. The file contains a wealth of material useful to conference planners.

TRUSTEE CITATIONS

The annual ALA citation of two outstanding trustees might not at first be thought of as an ALTA trustee education program. It is more than that, of course, for the recognition it represents and the appreciation for the contribution that has been made locally and in the state are heartwarming for the recipients and for those who have worked with them. Undoubtedly the honor and the recognition of unusual efforts led the ALA trustee section, soon after its 1936 reorganization, to begin to plan these citations for distinguished service to library development whether on the local, state or regional level. The first two were chosen by the ALA trustee section and given in 1941. The trustee education and citizen education aspect come from the cumulative effect over the years of the national and local publicity helps to create. The impression of library trustees as important civic leaders is valuable for libraries as well as for trustees. Several state trustee associations have adopted the trustee citation idea and again the benefits will be two-fold.

ALTA has recently inaugurated a plan for presenting profiles of trustees who have made some special contribution to libraries. The first of these tributes to "Top Trustees," as a feature in *The Public Library Trustee* was to a Massachusetts trustee, Mrs. George R. Wallace. (224)

224. Emerson Greenaway, "Top Trustees: Mrs. Alice Wallace, Fitchburg, Massachusetts" in *The Public Library Trustee*, December 1967. p. 3.

ALTA AND STATE TRUSTEE ORGANIZATIONS

ALTA and its predecessors have long recognized the trustee education potential of state trustee organizations. By the mid-thirties a number of states had such organizations. In 1938, only two years after the Trustee Section reorganization, it sent out a memorandum of "Suggestions for Organizing State Groups of Library Trustees" (ALA Library files has a copy). This stimulated formation of new groups, and four state trustee associations were organized in 1937, twelve more in 1938 and eight others in 1939.

In 1957 The American Association of Library Trustees established a National Assembly of State Associations made up of representatives of the state trustee associations. This assembly provided a possible channel of communication between national and state groups. The need for strengthening many of the state associations continued to be evident and the National Assembly 1963 program was devoted to three problem areas for state associations - how to build state associations, programs for them, and financing them. Information about the associations and their financing was collected in an Assembly "Study of the Structure of Trustee Organizations in the United States" (ALTA. Revised 1964).

As a result of the increasing recognition of the importance of state associations and of a close relationship between them and the national trustee association, the ALTA State Associations Committee has become a strong influence in the ALTA program. The peak of efforts in this area is the ALTA 1967-1968 \$9,000 project for strengthening, revitalizing and organizing state trustee associations, made possible by ALTA's receiving the 1967 J. Morris Jones - World Book Encyclopedia - ALA Goals Award. The ALTA Trustee Organization/Association Survey Team (TOAST) held discussions with officers and leaders of the trustee associations in eight states where the associations have been unusually effective. (225) The results were reported at a four state (Arkansas, Illinois, Iowa and Missouri) St. Louis conference of leaders, May 16-18, 1968. The resulting reports and material and the 1969 ALTA conference program based partly on the study should help state trustee organizations to move to new stages of accomplishment in promoting library development.

STATE TRUSTEE ASSOCIATION OPERATIONS AND ACTIVITIES

As of 1968 there are forty-eight state trustee associations, 36 of which are sections of the state library associations. Eleven are independent in name (Connecticut, Delaware, Georgia, Indiana, Kentucky, Massachusetts, New Hampshire, New Jersey, New York, Ohio, Vermont, Wisconsin).

225. "ALTA TOAST Project Underway" in *The Public Library Trustee*, December 1967. p. 1.

Of these, several operate in very close relationship with the state library association. In Ohio the two associations share a paid executive director. In New Jersey the NJLA *Quarterly* regularly carries a trustee section and in Massachusetts, *The Bay State Librarian* is sent to all members of the Massachusetts Library Trustee Association. Membership in The New York Library Trustees Foundation according to its 1959 annual report entitles trustees to affiliated membership in New York State Library Association and to a subscription to *NYLA Bulletin*.

Most of the independent associations seem to meet at the same time and place as the state library association and have provision in their bylaws for separate meetings also when they wish them. Independent state trustee organizations seem to have come into being with the idea that they are in a freer position to represent library needs and seek library support when not affiliated with the organization of librarians which might be considered a self-seeking vested interest group on matters of library expansion, increased resources, increased salaries and the like. In this view trustees can better represent the community and the citizen in a separate organization. However, as far as the literature indicates, trustee sections of state library associations seem to have found ways to handle the problem since many have taken an active part in working for state legislation for libraries.

State trustee associations have been formed for the purpose of improving public library service and to help trustees to become educated as library trustees in order to serve their communities well. Beyond this common purpose the associations have some similarities and many differences. Limited financial resources are common to many. In half of the states the trustee association reported a budget at \$100 or less in 1964 in an ALTA study. (226)

No extensive program is possible with such restricted funds even though the associations may be in a better position than the amount indicates if the state library agency or parent state library association provides various services to the trustee association such as mailings, program assistance, a page in state library or library association bulletins, etc. Such services to state trustee groups are not unusual.

Income from dues varies markedly. Some associations have institutional memberships which range according to budget or population. Indiana institution dues based on population range from \$3.00 to \$25.00. Wisconsin institution dues based on library budget range from \$2.00 to \$15.00. Connecticut's, based on library budget, range from \$10.00 to \$100.00. Ohio's, based on library income, range from \$15.00 to \$600.00.

226. *Study of the Structure of Trustee Organizations in the United States* (Chicago: American Association of Library Trustees, revised 1964), 27p.

The current Ohio dues became effective in 1967 and in that year 219 of the 258 public libraries in the state held OLTA membership, a drop of only four from 1966. OLTA income in 1967 from this membership category was \$21,390. (227)

Dues for individual trustee members are increasing from fifty cents or one dollar to four or five dollars in some states, but these may be dues for lay membership in the state library association and the proportion returned to the trustees for their program may be small. If the association has paid staff, even part-time staff, this immediately strains the budget. Desirability of staff for a trustee group is easy to understand since most members carry on their association responsibilities from their homes or from their busy offices. The alternative as noted before is to depend on state library agency staff or state library association office, if there is one, for what staff services they have.

State library agencies have been and are most helpful to trustee associations but they vary widely in their own resources, and providing the courtesy of service to trustee associations, willing as they may be to give it, has to compete for priority with many other pressing demands.

To help provide continuity and to let officers and committee chairmen know what is expected of them, a few state associations have handbooks describing procedures and duties of officers and sometimes of committee chairmen. Among these are Arizona, Indiana, Michigan, Missouri, Pennsylvania and Texas. In Michigan there have been some two-day workshops for incoming Trustee Section officers with old officers briefing their successors.

The methods most used by state trustee associations to achieve their objectives of library progress and trustee education are conference programs, workshops and institutes, and publications. There are district meetings in a number of states and these like the state meetings vary considerably in the amount of preparation and planning which has gone into them. In Louisiana, on the recommendation of the chairman of the trustee section of the state library association, a Council of Library Trustees was organized in 1964 to serve as advisory to the trustee section chairman. Including representatives of the six congressional districts in the state, the State Library, The Louisiana Library Association and its Scholarship Committee, the group meets twice a year to do state planning for more effective district meetings, to serve as a communications link between the chairman, the districts and local libraries, and to work for additional support for the State Library. An early accomplishment was to recommend doubling trustee dues from \$2 to \$4, the added

227. Ellen Altman, *The Ohio Library Association and the Ohio Library Trustee Association: a Survey*. Prepared for Professor Ralph Blasingame, consultant to Ohio State Library Board in formulating a plan for library development. (Columbus: Ohio State Library, October 1967)

amount to go to the scholarship fund of the state library association. Program meetings or institutes are held annually in each district including such subjects as cooperative purchasing, cooperative publicity, cooperation between public and college libraries, contractual services and library responsibility for local historical materials.

In Michigan, planning for district meetings of trustees is also linked closely to the Michigan Library Association Trustee Section with the trustee chairmen for the district meetings serving on the Executive Board of the Section. A manual of instructions for these district chairmen helps provide continuity. Functions of cooperating groups and agencies involved are clarified by statements of responsibility in the relationship between the Trustees Section and MLA Executive Secretary, and between the Section and the State Library consultants.

The New York Library Trustee Foundation has established an Advisory Council to meet three times a year. It is made up chiefly of representatives of the twenty-two library systems boards and seems to have concern with program.

WHO EDUCATES TRUSTEES?

State and district meetings and workshops for trustees are under the sponsorship of state trustee organizations, state libraries and state library associations and in discussing them no effort has been made to distinguish the degree of responsibility of each. All three are interested in the libraries' needs and the trustees effectiveness. To these ends their programs are directed. Judging from programs of state and district trustee meetings and workshops for the last few years in a dozen states, there is a wide range in types of meetings, in the amount of preparation provided and in the subjects considered.

At an Arkansas workshop, in addition to looking at the role of local, state and federal government in the library program, and a panel on legislation, a subject common to many trustee programs, the script of an ALTA national conference program on adult book selection problems was used. In Georgia a few years ago, a series of ten workshops on trustee evaluation of libraries - using a form developed for Michigan meetings - had two ALTA officers as consultants, each helping at five workshops.

Illinois has had several annual new trustees conferences which have been very useful in orienting newly appointed board members to background

which they need and to the extent of their responsibilities. With the help of The University of Illinois, one of the sponsors, and of the Library Trustee Consultant of the Illinois State Library in planning, this emphasis on new trustees promises well for earlier understanding of their responsibilities. Other work-study conferences on the library and the community and on the challenge of trusteeship held at one of the Illinois conference centers covered a wide range of topics.

Maryland has had seminars and workshops on library building programs. In the annual series of district meetings in Michigan subjects have included several of the above with recent emphasis on budgets, on librarians, on state and national organizations, of trustees, and on some procedural subjects such as the work of the library board.

New York workshop programs and materials were outstanding for the excellent workbooks prepared for two and for the well selected kit of materials for participants in a third. One was a study of library standards, one on financing library service and the last mentioned on public relations. Oregon district meetings considered practical county-wide services, and trustee relations with government. South Dakota presented information about uses in other states of LSCA funds Titles I-IV. Tennessee had a meeting on library board interviews of applicants for the librarian's position. Texas district meetings, following the Governor's Conference on Libraries, directed by an ALTA leader, considered the role of the trustee in library excellence and reported on the Governor's Conference.

State meetings have usually been financed by state libraries, state library associations, state trustee associations or a combination of these, and in recent years in states which have a trustee education program included in their state plans for federal funds, LSCA funds have also been used.

There have also been regional meetings for trustees. The 1965 joint meeting of Pacific Northwest Library Association and Mountain-Plains Library Association workshop was titled "Policy-making, The Trustee's Chief Business." New England state library agencies arranged to have Simmons School on Library Science conduct an institute in 1966 on staffing the small public library, and in 1965 on the public library building.

Studying the samples of programs and of materials for workshops and other meetings shows that several, which have given generous time for planning, reveal the influence of the ALA Library Community Project which did consultant and intensive field work in many states in the late fifties. (228)

228. Ruth Warncke, "Planning Good Library Meetings" in *School Libraries* 11:15-20. January 1962.

This kind of planning especially adapted to programs for trustee groups has resulted in ALTA's very useful *Workbook for a Successful Workshop*. (229)

PUBLISHING FOR TRUSTEES

State trustee education programs have made wide use of the nationally published guidebooks for trustees, or national and state standards for libraries and of other library literature like the pamphlets of the ALA Small Libraries Project. In addition, state trustee associations and state libraries have issued state trustee publications.

The most common type is a handbook for library trustees. Thirty-two were examined, twelve published before 1960 and twenty from 1960 to date. Some were done by state trustee associations, some by the state library and often there was a combination of efforts. Ideas were shared liberally from one state to another. The handbooks accompanied by a copy of the state library laws were recommended for each new trustee in several states. Although the material included was rather general in nature, the older ones had a tendency to seem dated, and perhaps for lack of time or funds revised editions did not seem to appear very frequently.

One of the most stimulating and attractive of the handbooks is one of the most recent, *New Hampshire Library Trustees Handbook*. (230) It covers the trustee's introduction to the aims of a good library and his general responsibilities for libraries. It defines the good trustee, describes his relationship to the librarian and lists the different responsibilities of each. It reviews the way in which trustees are chosen, describes board meetings, explains the trustee's financial and other legal responsibilities, presents his role in public relations, describes the Friends of Libraries organization, indicates how public library and school relationships should be worked out, lists trustee and library organizations about which the trustee should know, describes the statewide library development program, the role of the state library and of the federal government. It concludes with a selected annotated reading list, sample statements of library board policies, a suggested agenda for the board meeting, a sample set of by-laws for the board, a sample budget and the Library Bill of Rights.

Communications with members and other trustees in the state who are potential members seems to be one of the serious problems of the state trustee organizations. Judging from examination of samples of periodical

229. Dorothy D. Corrigan, *Workbook for a Successful Workshop*, op. cit.

230. *New Hampshire Library Trustees Handbook* (New Hampshire Library Trustees Association, 1965).

newsletters, those noted in other publications such as the ALTA Assembly of State Associations *1966 Reports of the States*, about one-fourth of the state organizations have or have had a newsletter or an occasional or a regular page in state library or state library association bulletins or newsletters. The Ohio Library Trustee Association quarterly, *Ohio Library Trustee*, was in its twenty-ninth volume in 1967. The Tennessee Trustees newsletter, also quarterly, published by the Trustees and Friends of Library Section of Tennessee Library Association, was in its sixth volume in 1966, and *Board Borings* of the Indiana Library Trustee Association was in its seventh volume in 1966. These had more continuity than others that were seen. In Louisiana the State Library issues a quarterly *News for Louisiana Library Trustees* which is sent to all trustees in the state.

State library association or state library bulletins which provide a page or a section for trustees have the advantage of also exposing trustees to library articles which they might otherwise miss. The nature of material in the trustee section varies considerably but much seems ephemeral and not such that trustees would be attracted to it. All types publicize district and state meetings of trustees, some to the exclusion of anything else. The Indiana and Louisiana publications carried some ALTA news. The Tennessee newsletter included pertinent and brief excerpts from ALA *Bulletin* and Public Library Association's *Just Between Ourselves* and even had jokes! Perhaps the cost of regular publications to members of state trustee associations is beyond the resources available but it would seem that some intensive exploration of this communications problem might be of benefit to those states which do either regular or occasional newsletters or special pages.

Related to the above are the special trustee issues of state or regional bulletins. These may have enough variety and depth of material of concern to trustees to have substantive value. Good examples of these special trustee issues are *North Country Libraries*, September-October 1965, *Bulletin of the Maine Library Association*, February 1967, and *Illinois Libraries*, September 1967.

The publications which state trustee associations use to further their trustee education program come from numerous sources. Since funds are usually limited, imagination and ingenuity may find a substitute. Articles may result from association programs or institutes and if used in state library or library association bulletins can be obtained as reprints. Mimeographing is an alternative often used. Publications of one state may be taken over in their entirety

by another changing only the name of the state. Such ALA publications as the Public Relations pamphlets or The Small Libraries Project pamphlets may be purchased and used. State libraries assist by purchasing and distributing some of these materials which are useful both in the trustee association program and to the state library's need to have informed local library board members.

State trustee associations also concern themselves with the basic problems of library support and exploration for new sources of income. Two states are exploring the possibility of finding private grants for use in public library projects. Ohio Library Trustee Association participated in establishment of the Ohio Library Foundation in 1963 and is represented on its board of directors. The foundation is an administrative educational trust seeking to attract funds which it can then make available to libraries of any type in the state to improve library service and to facilitate access to knowledge. New Hampshire Library Trustees Association in 1967 obtained a \$3,000 grant with which a study has been made of existing library endowments in that state. It is considering the feasibility of establishing a statewide library foundation to accept, manage and encourage funds for New Hampshire libraries.

Citations by state trustee organizations of library trustees who have given distinguished service can also be considered a part of the trustee education program because of the attention to library trustees and to libraries which the publicity brings to citizens and other trustees locally and in the state. Among the states now giving such awards annually are Illinois, Indiana, Iowa, Kentucky, Minnesota, Missouri, Montana, Nebraska, New Hampshire, New Jersey and Wisconsin, and, biannually, North Carolina. Trustee education values of these awards are of course secondary, their major purpose being to recognize the extensive civic contribution of dedicated community representatives whose services are not fully appreciated. One book on library administration says, "It is regrettable that few communities have any idea of the time, skills, and judgment which their library boards contribute without receiving even a thank-you." (231) The state and ALTA citations to outstanding trustees may induce appreciation not only of these trustees but of others who richly deserve it.

There is another group of trustees at the state level which by virtue of appointment by the governors are of more than usual importance. These are the members of state library boards, commissions, advisory commissions, or, in other states, library and archives commissions, library and historical commissions, etc. In addition there are state

231. J.L. Wheeler and Herbert Goldhor, *Practical Administration of Public Libraries*, op. cit., p. 57.

library boards for state law libraries. To what degree are these appointees of the governor active or involved in state library trustee organizations and their activities? Occasionally an individual in this group is noted in state trustee association activity but there seems no way to discover how much this leadership potential has been used.

THE NEED FOR TRUSTEE EDUCATION

The forty-eight states (all but Alaska and Hawaii) which have state trustee organizations vary in the strength and imagination of their education programs. Were all of them able to provide trustee education at the level of the best, library trusteeship and library service could take great strides. Encouraging improvement in communication among the state trustee associations is coming from the ALTA project with the diverting acronym of TOAST (Trustee Organization/Association Survey Team) for its first phase. Resulting from the finished project will be opportunities for associations to know more about what others have been doing and which efforts have been most fruitful. Currently only about a fifth of the 60,000 public library trustees in the country belong to state trustee associations. (Less than 6% of the total group belong to ALTA.) If the ALTA project can assemble, develop, and disseminate information about programs which will attract and involve a much larger proportion of library trustees, this project will indeed be a major contribution to library development.

The need for trustee education has been stressed in state surveys of library service in Delaware, (232) West Virginia (233) and in the New York State evaluation study of library systems. (234) The Georgia 1967 state plans for a Library Services and Construction Act grant included in-service training workshops for trustees and librarians. Other state surveys imply that some problems could be solved by trustee education. Thus this subject is not only the objective of state and national trustee organizations and one of the aims of state library agencies, but is recognized in studies as one of the means by which an unsatisfactory statewide library situation can be improved.

232. J.A. Humphry and J. Humphry, *Library Service in Delaware* (Delaware Library Commission, 1966), 31p.
233. Ralph Blasingame, *Library Service in West Virginia: Present and Proposed* (West Virginia Library Commission, 1965).
234. *Emerging Library Systems: The 1963-66 Evaluation of the New York State Public Library Systems* (New York State Education Department, Division of Evaluation, 1967).

In the early fifties it seemed that one good means of providing trustee education would be a home study course which trustees as a group or as individuals could follow. A University of Chicago ten-lesson course, *How to be a Good Library Board Member*, (235) was made available in 1955. It was used by a number of library boards.

Georgia developed its own University of Georgia course, *Home Study for Library Trustees*, (236) but it was taken by only a limited number. Apparently the course approach was not well adapted to what trustees needed or wanted. However, library board study of its own situation and problems can be stimulating and productive as was demonstrated in the story of a Twin Falls (Idaho) Public Library Board (237) experience. Shocked by comparing their own situation with state standards, the board reported to the State Librarian that it was initiating measures to bring the library at least up to these. It obtained copies of the *Handbook for Idaho Library Trustees* and *The Library Trustee* edited by Virginia Young, decided to keep abreast with library literature, and agreed that one trustee should attend PNLA, the regional library association meeting.

The board found no provision for libraries in the city code or ordinances. It decided to work much more closely with city officials, keep city commissioners informed of its objectives and plans, make a more detailed annual report and publicize its budget and expenditures. The librarian was asked to make job descriptions for all positions and to check the library collection against standard recommended library lists. The board's own procedures were improved by revising its bylaws and a revised manual was in progress.

Going back to the courses, it would seem that they or state or national standards could be used as a basis for the type of self-study reported in the Idaho article if enough interest and motivation were created. Probably the launching of a board or library self-study program depends on the enthusiasm and drive of the board and library leadership. Library trustees need to formulate a strategy of excellence, according to an ALTA president. She adds that "this aspiration by one can make a whole board enthusiastic to rekindle efforts to achieve a better library." (238)

235. H.A. Ridgway, *How to be a Good Library Board Member: Syllabus for Library Science NC 151* (Chicago: University of Chicago Home Study Department, 1955).
236. Tommie Dora Barker, *Home Study for Library Trustees* (Athens, Georgia: University of Georgia Center for Continuing Education).
237. G. Keveren, "Twin Falls Studies Idaho's New Standards" in *Idaho Librarian* 17:18-20. January 1965.
238. Mrs. Weldon Lynch, "The Library Trustee Speaks" in Louisiana Library Association *Bulletin* 23:119-21. Winter 1960.

TRUSTEES SPEAK OUT

The individual library trustee who is committed to libraries and enthusiastic about their potential is the generating force in the swelling movement toward better library boards and thus toward better library service. Trustees from many parts of the country can be seen coming into national activity and leadership in *Ten Years of ALTA 1953-1962* (239) as a former ALTA secretary described that period. Since then additional names appear in the group of trustees active nationally. These individuals have been leaders in trustee associations in their own states and have been in demand as speakers for associations and governor's conferences on libraries in their own and other states. State library association bulletins carry articles they write and talks they have given. Some of their articles are reprinted and used by state library agencies in their own or other states or by ALTA or in *The Public Library Trustee*. It is especially in the state bulletins that many of the articles first appear.

The subjects covered are various aspects of the trusteeship of public libraries and they often seek to be inspirational as well as informational. A Louisiana trustee in her own state shows the value of in-service training for trustees, that they may extend their initial interest through workshops, contacts with other trustees and high ideals to become dedicated citizen workers for the library. (240) A Pennsylvania trustee describes five workshops for public officials and trustees in that state in which a New Jersey trustee who was also a mayor stressed that trustees are public servants who must learn how to work with political power to get the support needed. (241) A Missouri trustee speaking in New Jersey comments on the library as the community center for culture, the drastic changes going on in the world, and the trustee policy-maker's responsibility to support the library changes necessary to adapt to new situations. (242)

At a regional library association meeting a Louisiana trustee describes the library as the "newest public utility" and a community resource which industries consider when deciding on a new location. Like other

- 239. Mrs. Samuel Berg, *Ten Years of ALTA 1953-62* (Chicago: American Library Trustee Association, 1962).
- 240. Mrs. Weldon Lynch, "The Library Trustee Speaks," op. cit.
- 241. Mrs. R.D. Gross, "Education for Library Trusteeship" in *Pennsylvania Library Association Bulletin* 21:37. August 1965.
- 242. Mrs. Virginia Young, "For Better Education in Trusteeship" in *New Jersey Libraries*, March 1965. P.31-2.

utilities, libraries are "used and useful in public service" and are used up in the process requiring recognition of the need in budgets of funds for renewal and replacement. (243) The same trustee at a Canadian Library Association meeting expresses concern at a 1960 Pacific Northwest study which proposed that municipalities and counties be legally permitted the option of doing away with library boards and handling the library as a department of local government. (244) The article calls for a demonstration that trustees and librarians are both indispensable and that progress can be achieved through good policy, effective, persuasive political action and personal public relations. (245) An Arkansas trustee speaking in Tennessee requested expanding horizons for trustees particularly in relation to opportunities which federal funds for libraries provide for planning for adequate statewide library service. (246)

A New Jersey trustee speaking at a Maine Governor's Conference on Libraries in a state with oversmall libraries stressed the necessity under those circumstances for cooperation among libraries and increased local support if adequate services were to be provided. (247) A Missouri trustee speaking to New York library systems trustees pointed to education, evaluation, and effort as essential for those who wish to move from being only good trustees to excellence in trusteeship. (248) The same trustee speaking in Iowa urged self-appraisal by trustees to be sure they recognize their specific responsibilities in making and reviewing policies for the library and in seeing that the public relations program is adequate. (249) An Illinois trustee presents library changes, some of which need staff specialists in other fields than librarianship to handle the growing complexities of larger libraries efficiently. Trustees can help identify what kinds of specialists can be helpful. (250) From Louisiana another trustee lists the qualities, attitudes and background which together can produce a dedicated trustee. (251)

243. Mrs. Weldon Lynch, "A Giant Step (for Trustees)" in *Southeastern Librarian* 13:12-6. Spring 1963.
244. Morton Kroll, *Public Libraries of the Pacific Northwest* (Seattle: University of Washington Press, 1960), p. 230.
245. Mrs. Weldon Lynch, "Librarians! Trustees! Mutual Opportunities for Progress" in *Canadian Library* 21:90-4. September 1964.
246. M. M. Moore, "Expanding Horizons of Public Library Service" in *Tennessee Librarian* 17:129-35. Summer 1965.
247. Charles E. Reid, "Importance of Being a Library Trustee" in *Maine Library Association Bulletin* 24:22-4. May 1963.
248. "Conference of Library System Trustees" in *Bookmark* 24:310-1. July 1965.
249. Virginia Young, "Widening Angle" in *Iowa Library Quarterly* 18:252. January 1961.
250. Donald Bean, "Dreams, Visions and Schemes" in *Illinois Libraries* 49:550-4. September 1967.
251. R.E. Sprague, "What Produces Dedicated Trustees?" in *Louisiana Library Association Bulletin* 25:17-8. Spring 1962.

Trustees are urged by talks and articles to become members of ALTA because of its value to them as trustees. (252) Membership in trustee associations and expenses of trustee attendance at state library and national association meetings can legally be included in the library budget in some states. (253) and provision for both in library budgets is recognized as very desirable by the ALA Public Library Association. (254)

An Indiana trustee comments that as civic officers, library board members, like school board members, should attend meetings at the institution's expense, (255) and such attendance is necessary if they are to carry on their work to the best effect. Increased library budgets, federal and state funds, expanded programs and new buildings mean greatly increased responsibilities for trustees. Participation in state and national meetings can help trustees fulfill these obligations. For example, a trustee may double his value to his library by taking part in an ALTA institute, one (256) participant believes.

The orientation of the new trustee has been the concern of trustees as it has of librarians, and articles are directed to the newcomers to the library board. A Florida trustee makes suggestions for getting acquainted with the library by reading and studying annual reports and minutes, by learning the history of the library, by watching and gaining a picture of day-to-day operation and by asking questions of the librarian. (257) An Illinois trustee gives advice to the new member with practical suggestions for libraries small or large. (258) This has been followed in that state in the last few years with annual invitational conferences for new trustees sponsored by the State Library, the University of Illinois Library School and the Illinois Library Trustee Association. The values of workshops for new trustees as well as for others are not only in the knowledge gained but in the enthusiasm and the feeling of a common cause which pervades the group. (259)

Directed toward both new and old trustees are the several statements of responsibilities of library board members. One such statement is

252. Mrs. R.D. Gross, "What Can Membership Do For You?" in *Illinois Libraries* 49:555-7. September 1967.
253. Mrs. Margaret Steffens, "Travelling Trustee" in *Library Occurrent* 22:103-5. February 1967.
254. Mrs. Glenn Blach, "Is Trustee Travel a Budget Bargain?" in *The Public Library Trustee*. Midwinter 1960. p.2.
255. Mrs. Samuel Berg, "Trustee Travel - A Legitimate and Very Necessary Expense" in *The Public Library Trustee*. Fall 1960. p.1-2.
256. Lettie G. Carson, "Trustee Responsibilities - Large Subject and Sometimes a Controversial One" in *Bookmark* 25:247-51. April 1966.
257. Mrs. Q. Bruton, "What Makes a Good Library Trustee" op. cit.
258. Dorothy D. Corrigan, "The Trustee's Job" in *Library Journal* 86:531-4. February 1. 1961.
259. Mrs. Weldon Lynch, "Whys of Workshops" in *Southeastern Librarian* 11:252-5. Fall 1961.

incorporated in *The Library Trustee* edited by Young (260) and others are in state handbooks for trustees, but they are also presented in talks and articles by trustees and by librarians. Those by trustees range from a delightful one for boards in rural areas by a Montana trustee (261) to a comprehensive list of the trustee's collective and individual responsibilities by trustee authors of many articles. (262-4) The librarians whose statements are represented are from state library agencies, ALA staff, and public library administration. (265-9) Synthesizing these and other lists of trustee responsibilities is a concise A through Z compilation by a former ALTA executive secretary. (270)

TRUSTEESHIP OF PUBLIC INSTITUTIONS

Before concluding this review of the literature of public library trusteeship it may be desirable to look briefly at what has been written recently about the trusteeship of other public institutions. Many types of public and private institutions in the United States are governed by boards of trustees. Those which are most like public library boards in authorization and in responsibilities are the boards of such educational institutions as school systems, colleges and universities. Articles and pamphlets about these have similarities to those about library boards. They also include different approaches which may have relevance for certain library boards. (271-3)

260. Virginia G. Young, ed., *The Library Trustee*, op. cit.
261. P. McNamer, "Role of the Library Trustee" in *Wilson Library Bulletin* 36:227-30. November 1961.
262. Mrs. Ruth Polson, "Trustee of a Public Library: Opportunities and Responsibilities" in *Bookmark* 23:127-32. February 1964.
263. C.A. Suel, "Library Trustee's Responsibilities" in *Minnesota Libraries* 20:157-60. June 1962.
264. Virginia Young, "Responsibilities of Trustees: Collective and Individual" in *Library Trends* 11:39-54. June 1962.
265. Eleanor A. Ferguson, "The Trustee's Most Important Duty" in *The Public Library Trustee*. Fall 1962. p. 3.
266. L. A. Martin, "Specifications for a Trustee" in *Blueprint for Action: Proceedings of the Pre-Conference Institute* sponsored by the American Library Trustee Association and Western Reserve University School of Library Science, July 8-9, 1961.
267. Elena Horton, "Library Trusteeship: A Full Time Job" in *North Country Libraries* 8:121-3. September 1965.
268. L.D. Fyan, "Trustee for Today's Libraries" in *North Carolina Libraries* 20:52-5. Winter 1962.
269. W.B. Wood, "Some Thoughts on Trustee Responsibilities" in *PNLA Quarterly* 27:221-4. July 1963.
270. Edward G. Strable, "Challenge of Library Trusteeship" in *Illinois Libraries* 49:571-4. September 1967.
271. E.M. Tuttle, *School Board Leadership in America* (Danville, Ill.: Interstate Printers and Publishers, 1958).
272. *School Board-Superintendent Relationships* (American Association of School Administrators, 1956).
273. *Reference Manual on Written School Board Policies* (National School Boards Association, 1960).

The Effective Board (274) by Houle has a useful rating scale for trustees. Some points from it and some from other articles examined are grouped below under categories which Houle suggests for thinking about boards: (1) The human resources of the board, (2) The organization of the board, (3) The board, the executive, the staff and their relationships, (4) The operation of the board.

The human resources are to a considerable degree determined by the authority - person or council - which appoints the trustees. Those appointed should be effective individuals who can supplement one another's talents. (275) They should represent the various interests in the constituency and include those interests to be considered in forming policy. (276) The terms of trustees as board members should be long enough for them to learn their job but not long enough for them to become stodgy. (277) The question whether the executive director of the institution should take an active role in choosing trustees is raised and the delicacy of such action pointed out since in doing this an executive is participating in selecting his own boss. (278)

Those who accept trusteeship should be willing to devote time and energy to learn about the institution and to carry fully their trustee responsibilities. (279) A trustee author indicates the need for discipline of mind and spirit - to see clearly and weigh merits as a basis for sound judgment, to disagree when necessary, without damage to the institution. (280) Another writer points out the necessity for trustees to have courage to weather criticism, to maintain firm convictions, to be willing to take sides in controversies, to share in the responsibility for board decisions, and to support those decisions. (281) And when he votes with the minority, the trustee must have the strength to accept and fully support board decisions when they are made. (282) Personal maturity in human relations and experience in group relations are clearly most important qualities and background for trustees. (283)

- 274. C.O. Houle, *The Effective Board* (Association Press: 1960) p. 173-4.
- 275. Ibid.
- 276. Ibid.
- 277. "The Role of the College and University Trustee: Summary of a Discussion by Trustees" in *1961-62 Annual Report*, Carnegie Foundation for the Advancement of Teaching, 1962.
- 278. "The Role of the College and University Trustee," op. cit.
- 279. H.V. Webb, *Suggestions for the New School Board Member* (National School Boards Association Information Service Bulletin, January 1963).
- 280. C.A. Nelson, "Temptation to Resign: Letter from a Trustee" in *Bookmark* 22:213. April 1963.
- 281. R.E. Barnhart, *Thirty Critical Requirements for School Board Membership* (National School Boards Association Information Service Bulletin, December 1962, reprinted from *Hoosier School Board Journal*, September 1955).
- 282. H.V. Webb, op. cit.
- 283. "When and How to Disagree with Your Board: Read 15 Answers" in *Nation's Schools* 69:62-7. May 1962.

In the organization of the board the basic structural pattern should be clear so that all understand organizational relationships among the board, its officers, its committees, the executive and the staff. (284) If it is a large board, an executive committee becomes desirable. Members of other committees, if such exist, should be assigned on a rotating basis so the entire board membership gains full experience of the institution and so that, on large boards, members are prepared to serve on the executive committee. (285-6) Where the same members serve for long periods on one committee they become familiar with only one aspect of the institution. (287)

The development of effective working relationships between the board, the executive and the staff is emphasized again. The most important responsibility of the board is to choose the executive, and following this, to back him when he is doing well and, if not, to remove him. (288) The Board exercises its executive function by delegating administration to the appointed chief executive officer and the board must understand the desirability of this procedure. (289) One report comments on the outsider's notion that buttons must be pressed in the board room before action can be taken in the institution. However, it continues, the situation is quite otherwise.

The heart of the university (or library) community is the men and women (on the staff) who can carry forward the central tasks of the university (or library). All machinery created by the board should be designed to facilitate the performance of those tasks and to heighten the effectiveness of those men and women. It concludes that good trustees never forget that basic responsibility. (290) Another report on university trusteeship points out the importance of providing financial support for and encouragement to faculty members to work on research in the field of higher education at their own institutions. (291) Similarly library trustees could consider assistance and encouragement to library staff members to go further with their education and to work on research in public library service and operation.

The ways in which board members and executives perform their functions can greatly influence the quality of the relationships between them. The board should expect the director to prepare proposals well and present them with conviction and clarity. The trustee whose questions or discussion help explore and buttress the proposal - or identify its weaknesses - is helpful to the director and to the board chairman. When it is a problem which the director

284. C.O. Houle, op. cit.

285. "The Role of the College and University Trustee," op. cit.

286. *College and University Trustees and Trusteeship: Recommendations and Report of a Survey* (Ithaca, N.Y.: New York State Regents Advisory Committee on Educational Leadership, 1966).

287. "The Role of the College and University Trustee," op. cit.

288. Ibid.

289. R.E. Barnhart, op. cit.

290. "The Role of the College and University Trustee," op. cit.

291. *College and University Trustees and Trusteeship*, op. cit.

brings to the board, particularly an internal problem, one of the most helpful functions of the board is to give the director the opportunity to examine the issue free from internal pressures which may have helped to create it. Whether proposal or problem, the board must search out, on each, the essential policy matter on which the trustees must take action. When trustees find themselves in opposition to the executive on an issue, they will avoid administering a sharp rebuff - will avoid "victories" or "defeats." An executive cannot stand many rebuffs for such rebuffs by the board ⁽²⁹²⁾ destroy the executive's influence and authority within the staff. A fruitful suggestion from a trustee points out that the institution executive, if he is wise enough, can so deal with his trustees that he educates them in trusteeship every time he makes a proposal, and trustees can educate the executive by practicing disciplines inherent in trusteeship. ⁽²⁹³⁾

For the improvement of the operation of the board it is essential for the members to understand the objectives of the institution and how these are achieved by the activities and programs that are undertaken. ⁽²⁹⁴⁾ Boards, and executive committees where they exist, are admonished to reserve a large share of their meeting time for consideration of developments in the institution's educational policy and program and planning for the future. ⁽²⁹⁵⁾ Although this is very desirable, it is recognized that college and university boards (and many other boards, library boards among them) have traditionally concerned themselves chiefly with finances and the physical plant. Their actions on finances and physical facilities, however, influence policy, and decisions in either of these traditional areas may place the trustees in the position of involuntarily determining educational policy to a greater or lesser degree. It is unfortunate when boards do not keep themselves fully informed as to educational policies and programs. ⁽²⁹⁶⁾

A board responsibility given special emphasis is that of communication with those the institution serves and also between the board and the staff. The board should make certain that the institution maintains effective community relations. ⁽²⁹⁷⁾ For communication between the board and the faculty an especially satisfactory mechanism has been the visiting committee. These have been chaired by a board member and sometimes used outsiders with specialist background as members of the

292. C.A. Nelson, op. cit.

293. Ibid.

294. C.O. Houle, op. cit.

295. *College and University Trustees and Trusteeship*, op. cit.

296. "The Role of the College and University Trustee," op. cit.

297. C.O. Houle, op. cit.

committee. Such committees create many channels of communication and contrary to the prediction of university administrators have not been a source of difficulty for the institution's executive officer. (298) Individual trustees as they get experience usually grow in their interest in and representation of the institution they serve. No matter what interests the trustee represented on coming to the board, he eventually accepts the institution as his constituency. (299)

The leadership of the chairman of the board and that of the executive officer are in large measure responsible for the climate and the sense of purpose of board meetings. Boards should gain a feeling of social ease and rapport. Each member should feel involved and interested, and the board should have a sense of progress and accomplishment. (300) That leadership also determines the effectiveness of orientation of new trustees. One article with advice for new school board members proposes that they read recent annual reports, the compilation of policy statements, minutes of recent board meetings, and visit like institutions in other parts of the country. It also suggests that they join state and national organizations of school board members.

The new trustee is reminded that boards serve as the law intends - as legislative and policy-making bodies - delegating to the employed executive the entire administration of the institution. He is also reminded that it is only the board, not its individual members, which has legal power and authority for action concerning the institution. At other times than board sessions and as an individual, the board member has no legal authority to act on matters assigned to the board. (301)

For new and experienced trustees the value of an annual state-sponsored meeting of college and university trustees was noted in one report and the New York State Regents were urged to expand and strengthen that meeting. (302)

298. "The Role of the College and University Trustee," op. cit.

299. Ibid.

300. C.O. Houle, op. cit.

301. H.V. Webb, op. cit.

302. *College and University Trustees and Trusteeship*, op. cit.

CHANGING PATTERNS ON LIBRARY BOARDS

Other boards than those for formal educational institutions may also have parallels with library boards. *The Culture Consumers* (303) by Toffler, a study of art and affluence in America, considers the creators, the disseminators, and the consumers of culture and the interrelationships between these. He sees the changes in relationships as a trend toward the democratization of culture. "Disseminators of culture," in the profit section, are such groups as book publishers, record manufacturers, broadcasters and private art galleries. The non-profit disseminators mentioned are museums, theatre and ballet. Although not mentioned, it would appear that public libraries also are in this category of non-profit disseminators of culture. Ever since the development in the latter part of the nineteenth century of large industrial fortunes, their owners contributed large amounts to the establishment and expansion of non-profit cultural institutions. These wealthy patrons dominated the institutions and controlled their policies.

However the increase in institutions seeking support and the decrease of fortunes through taxation and in other ways have required institutions to seek support from what Toffler calls the "comfort class," the new rich, in addition to what is available from old-time wealth. As a result of this broadening of the source of support, "Today wholly unpublicized and unnoticed, a political revolution is occurring in the board rooms of non-profit cultural institutions ... Control is being wrested away from an elite-oriented 'old guard' representing entrenched wealth and position in the community. It is being captured by young activists representing the new comfort class." (304)

The author sees this new comfort class as wanting action, wanting to take culture to the masses, not waiting for the masses to ask for it. The rise to influence of the new kind of patron from the comfort class parallels the emergence of the new culture consumer, a much broader audience for what the institution has to offer. "It means too the unseating of 'old guard' board members who identify themselves with the art-for-elite ideology and their replacement by younger elements devoted to precisely the opposite. The 'old guard' trustees and board members formed the political base of elitism within the culture systems. That base is now being destroyed."

303. Alvin Toffler, *The Culture Consumers: A Study of Art and Affluence in America*. (St. Martin's Press, 1964).

304. Ibid. p. 61.

Published articles about library boards do not indicate the kinds of community pressures for change in board membership which Toffler identifies in boards of other non-profit "disseminators of culture." Were one to look for Toffler's "old guard" members on library boards, they might be found on the still-far-too-numerous library boards on which a majority of members is either self-perpetuating or is chosen by a private group. These "private" boards may exist because of terms required by large patrons whose stipulations concerning the make up of the library board were well-intended but somewhat patronizing efforts of the donors to protect the gifts or trusts or buildings for the community's good.

Library boards like those Toffler describes seem to think of the institutions they serve as ends in themselves to be maintained as they were, rather than to recognize the board's public trust and the obligation of all public institutions to keep flexible and forward-looking in order to adapt to the significant changes which take place in the communities they serve. To be sensitive and responsive to all community needs would seem to be beyond the powers of a board whose make up was determined by a wealthy patron of one, two or more generations ago.

That the small library boards, especially those with a large proportion of private members on them, are finding it unacceptable to move with the times was evident in some of the statewide surveys. These boards were frequently unwilling to get needed increases in local funds for libraries and were reluctant to improve services to their communities by contract and cooperation with neighboring or area libraries even though state library agency staff or library system staffs worked patiently and long to try to show them the advantages to their communities of taking part in library progress. Too often the response has been, in essence, that it is more important for a small public library to keep its autonomy than to serve the citizens of its community. Where boards are being unresponsive to community needs, it would seem the seeds are being sown for demands for local boards which are more representative and more willing to learn their responsibilities in the world of today.

WILL LIBRARY BOARDS CONTINUE?

After going through all the material from which the preceding has been taken, it is natural that one asks whether library boards will continue far into the future. The editor of *American Library Laws* in a 1962 article answers affirmatively. He comments on the inevitable move to

larger units spurred on by state aid and continues, "Although it may bring some changes in library board government, the basic pattern of the board concept will remain intact because it is so deeply rooted in the historical development of the public library." (305) Boards seem the only likely governing authority for one of the newer types of public libraries, the regional multi-unit library systems where the area covered includes a number of governmental units. The only other alternative for them would seem to be state control of regional systems.

Of the 61,000 public library trustees in the country, by far the largest proportion are from boards of small libraries. As these libraries become members of systems, it will be interesting to see whether the local boards working with the professional leadership at the system level and with the system board will find their new curtailed responsibilities more clear cut and more stimulating than before systems when many boards had no professional librarian and had to make their board functions a blend of policy and operation. Certainly the library board as governing authority has a long tradition and changes will not be rapid, but will library boards be as common in a quarter or a half a century?

THE NEED FOR RESEARCH

Guessing the future might be more profitable if the basic facts were available. There has been relatively little study and research on library boards. Studies and articles referred to in the foregoing deplore how little there is and urge concentrated attention to library boards and governing authorities as the subjects of study.

Without attempting to cover the field in even a casual way, a number of areas where research or studies would prove helpful are listed below. This number could readily be doubled or tripled. Studies and research are needed:

- on libraries with and without library boards,
- on privately controlled library boards,
- on regional multi-unit or library system boards and their relation to boards of local libraries within their area,
- on library boards and politics,
- on library boards in council-manager cities or counties,
- on county library boards,
- on the professionalization of local government and of libraries and the impact of this professionalization on library boards,

305. Alex Ladenson, "Legal Basis of Library Boards" in *Library Trends* 11:19-27. July 1962.

- on advisory boards to library departments in council-manager cities and also advisory councils to aid multi-unit library system boards,
- on the performance of library boards as shown in surveys of individual libraries and of statewide library surveys,
- on the relation between the representativeness of the library board and the effectiveness of the library's response to community needs,
- on library board members, especially those who serve briefly - five years or less - and those with long terms - 20 years or more,
- on trustee powers and duties as defined by state laws to distinguish policy from administrative functions and to determine whether, if administrative responsibilities are retained in the laws, they should be included as librarian's duties rather than trustee duties,
- on library board, librarian and library staff relationships,
- on library board members who have been members of state and national trustee organizations, attended workshops, etc. and the performance of library boards of which they are members,
- on the appointing authorities for library boards and the elements which influence their choices,
- on taxing powers of library boards and the relation of local government to this process,
- on financing public library service,
- on library boards and community planning,
- on library objectives as stated by library boards and the extent to which the library program fulfills these objectives,
- on policy statements of libraries of various sizes,
- on library board agendas (or subjects considered by the board) for municipalities of certain sizes to determine what proportion are in the board's traditional areas of finance and physical plant,
- on the relationships between library boards, librarians, architects and building consultants and the results in locating, planning and constructing various types of public library buildings.

There are also many studies which trustees should press librarians and others to make so that boards of trustees would have objective material at hand when considering issues. A few examples are studies:

- on the construction of library buildings which could lead to the establishment of construction standards,
- on the use of the universal library card in multi-unit library systems,
- on the idea and problems of accreditation of public libraries.(306)

306. "Reid Reports to PEBCO" in *The Public Library Trustee*. April 1966. p.3.

In addition to studies, experiments which are evaluated and reported can be very helpful to trustees. *Emerging Library Systems* (307) notes that very small communities cannot hope to support several types of libraries at a reasonable level of adequacy and recommends experimentation with a single library program which would serve the total library needs of such communities. (308) Experiments along this line would be of interest to many trustees of small libraries that are or might become members of library systems.

With many more studies, research and experimentation in library trusteeship and on libraries in general it should be possible to bring practice closer to the philosophy which trustee leaders have been stating and which outstanding library boards are achieving. A 1947 ALA trustee division chairman might have been writing in the sixties judging by the philosophy she presented in urging intermeshing of all types of libraries. She pointed out that no library exists in a vacuum, that library service must be considered as a whole and not as a series of unrelated activities, and that the library movement would be hampered by arrested library development within any type of library and would be advanced by progress in any type of library.

These comments are prefaced by her description of the trustee's obligation to make certain that his library meets the needs of the community effectively and economically, that the library obtains sufficient funds to do the job, that the community receive the services for which it pays, and that the local, state and national laws furnish an environment in which library work can efficiently be done. She points out that in order to do these things the trustee must know library objectives and how near his library comes to meeting those standards. (309) In 1890 and 1947 and in the 1960's trustee leaders present a philosophy of library service considerably in advance of practice. It would seem that effectively narrowing the gap between philosophy and practice must depend on greatly increased studies and research on all aspects of library trusteeship and public libraries. As a result perhaps the changes which new funds and new laws make possible might be so managed that public library service in general might come much nearer to the level of excellence which trustee and library leaders portray.

- 307. *Emerging Library Systems: The 1963-66 Evaluation of the New York State Public Library Systems* (New York State Education Department, Division of Evaluation, February 1967), Chap. V, p. 11.
- 308. Ibid.
- 309. Mrs. Samuel Mitchell, "Trustees Hold the Key" in *ALA Bulletin* 41:67-9. March 1967.

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