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STATEMENT BY EMERSON GREENAWAY
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BEFORE THE GENERAL SUBCOMMITTEE ON EDUCATION OF THE
EDUCATION AND LABOR COMMITTEE

ON H.R. 11823
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AMERICAN LIBRARY ASSOCIATION
OFFICIAL FILE

My name is Emerson Greenaway. I am the Director of the Free Library of Philadelphia and a member of the Advisory Council on Library Development in Pennsylvania. I am also a past president of the American Library Association.

The American Library Association is grateful for the opportunity to appear before this Committee to support the amendment of the Library Services Act as proposed in H.R. 11823 and companion bills. The Association appreciates the favorable action which your Committee has taken in the past regarding grants for rural public library service. Your continued support has done much to eliminate some of the public library problems and needs in these areas.

The Association is proud that the Library Services Act has been so effective during the five-year period since its passage in 1956. We have been very pleased with the administration of the Library Services Act by the Library Services Branch in the U. S. Office of Education. We have every confidence that a coordinated library development program administered by the same unit of the Office would be equally successful. Many organizations and many members of the general public share the Association's desire that the Library Services Act will, in the future, realize still greater potentials.

It is for this purpose that I am appearing before your Committee to speak of the continued requirements of this Nation's libraries. I wish to speak particularly about the needs of public libraries, especially those in our metropolitan areas. The Library Services Act has been a wonderful beginning. It has stimulated the further development of rural public library service. It has been the instrument to strengthen many State library extension agencies and has actually resulted in the creation of a few, but because of limited funds there are many needs it has not yet filled. The Act has not yet extended service

to some of our rural areas because only so much can be done with an annual authorization of \$7,500,000. Approximately 36,000,000 rural people have had over 8,000,000 books and other materials added to their local libraries through the funds available under the Library Services Act, and there are over 300 new bookmobiles now in service in our rural areas. Nevertheless, there are still over 65,000,000 rural persons without library service or with wholly inadequate service. Librarians serving public libraries are delighted with this proposal that the population ceiling be lifted, because adequate service to rural areas can be solved, in the opinion of many of us, only through the creation of voluntary cooperative library systems involving urban libraries.

The \$20,000,000 proposed in H.R.11323 to expand library services in the Nation's public libraries would be a stimulus to the local communities, but in order both to continue the present program of demonstration of local rural public library service and to attack effectively the problems of public libraries in metropolitan areas, the funds necessary are, in my opinion, \$40,000,000 not \$20,000,000 annually.

Under the present stipulations of the present Library Services Act funds are made available to communities of less than 10,000 inhabitants. These communities support more than 70% of the Nation's libraries, but include only a small proportion of the total population. In contrast, libraries which serve areas with populations of over 50,000 each, while representing only 7% of the total number of public libraries, give direct service to nearly 58% of the total population.

The world of knowledge is a growing thing. Over 15,000 books were published in the United States alone in 1960. Bookmobiles, no matter how well stocked or staffed, can never provide more than a taste of the great resources of the printed word. Each year more and more books are produced, and public needs for these resources in depth are increased. Residents in communities with population

under 10,000 often need access to these varied materials. Pressure for use of specialized resources is frequently and logically placed upon the towns and cities in metropolitan areas. They have, on the whole, larger collections of library materials and usually have a larger trained staff to handle these specialized subject requests than the smaller neighboring communities. These metropolitan centers now give reference resources to non-residents in great numbers. One study of users at the Boston Public Library showed nearly half of the persons in the reference department were not from that city but from the surrounding smaller communities. Spot checks of users in the Free Library of Philadelphia have indicated a similar trend of high use by out-of-town, and in some instances, out-of-State readers. St. Louis and New York City report similar experiences.

The Library Services Act as it now stands does not provide funds for recompensing the larger libraries for the expensive services rendered to the residents of surrounding areas. Some States are now beginning to make provisions of this sort; in other areas, individual libraries cooperate in providing these services although the efforts fall far short of the actual needs.

The Enoch Pratt Free Library in Baltimore, for instance, loaned on a contract basis over 17,000 items in 1960-61 to Maryland county libraries. These were titles not available in either the local or county library collection.

In New York State, there are some 650 public libraries. Over 550 of these are linked together in one of the 23 voluntary cooperative library systems. These systems provide information and reference service to all residents of their area through organized free interlibrary loan service and direct reader access.

In Pennsylvania, service is being planned on three levels -- local, district, and regional. Materials not available in a local library may be available in the district library. Twenty-nine separate districts are planned, with centrally located large public libraries within 25 miles of each Pennsylvanian. Specialized materials which might not be owned by the district library will be available at

one of the 4 regional libraries. In this way, resources available anywhere in the State may be used by each person who needs them. Federal assistance is needed, however, for even when the Pennsylvania Plan is fully implemented State legislation and voluntary cooperation in Pennsylvania can not take care of the New Jersey, Delaware, Maryland, West Virginia, or Ohio residents who live near major library centers and who now use Pennsylvania library resources. Nor can this legislation take care of instances where Pennsylvania residents, for example, use the Trenton, New Jersey, resources.

Whenever possible, most urban libraries cooperate by sending material on "interlibrary loan" to libraries having need of one particular item. Loans of this nature made by the Free Library of Philadelphia have more than doubled in the last 5 years.

These examples indicate the ways in which our Nation's libraries voluntarily cooperate and work with each other. More effective and economical services are provided in this way; unnecessary duplication of material is avoided; and the individual library user has more resources available to him than the limited number of items in his local library.

The American Library Association encourages voluntary cooperation between libraries because few libraries under present circumstances can afford the extensive resources in depth that are necessary for a well-read, well-informed population. The Association also urges the strengthening of State library extension agencies so that they may better help the small libraries in their States. The State library agencies can give invaluable technical assistance to the small libraries which are without trained staff members. They should become the "leadership" library of their State.

As previously stated, the task of properly serving the library needs of the Nation has had a fine start, but the funds are inadequate to make a full and complete demonstration of what good library service can do for our people. I would like to urge consideration of increased funds for public libraries in this

bill from \$20,000,000 to \$40,000,000 in order to: (1) extend library service to all rural areas through cooperating groups of libraries with urban libraries as the focal point in many instances; and (2) demonstrate the full potential of urban libraries as metropolitan centers serving metropolitan areas, regardless of political boundary lines.

A study of future population trends shows that all, or almost all, of the increase in population between 1960 and 1980 will be in urban territory, most of it in metropolitan areas. This increase will leave between 75% and 80% of all population in urban territories and almost 70% in metropolitan areas. Within metropolitan areas, nearly 60% will be in the suburbs. The basic difficulty of providing adequate library service to a rapidly growing population, whose educational level may depend upon the access to an expanded body of knowledge, is accentuated by increased library costs and a shortage of trained staff. The aim of the proposed amendments to the Library Services Act to provide funds for all types of libraries would be in keeping with the needs of our rural citizens as well as the needs for coordinating library development on a national scale.

Present library resources are inadequate to meet the demand for expert service being made upon them. Adequate service to special age groups, such as senior citizens, children and young people, and in the fields of adult education, business and technology, delinquency problems, and many others, are needed throughout the country and this nationwide need should be met. The public libraries, particularly in the urban areas, are involved in supplying services and materials for job retraining. Furthermore, the public library is heavily used by people trying to prepare for new positions. Information on Civil Service jobs and job requirements in other fields is very often given at the library. The growing educational level of the American people is leading to greater use of public libraries for many purposes.

The Committee knows the grave needs of the Nation's schools for strong, well-stocked school libraries. The increased dependence on independent study

in our high schools and even our junior high schools and the enthusiasm of our young people in wanting to read about the world around them brings ever increasing numbers of school children to the public library, even in communities where they have and use their school libraries. The students want back files of periodicals, and untold numbers of books on an individual subject which can not possibly be stocked in the school library. They are eager to learn. When every school in this country has an adequate library, the students will still need additional material in depth from their public library. Increasing numbers of students are overcrowding the public library facilities. It is not uncommon to go to a public library after school and be unable to find a vacant chair. These young people are going from library to library to locate the materials they need, and in the process form habits of use for the future. The impetus which an expanded Library Services Act would give would permit the Nation's children increased access to the world of knowledge.

Librarians of public libraries applaud the aid in this bill to both school and college libraries for it will alleviate some of their problems and will give a better total service to our public. Similarly, we are delighted with the provision of funds for training librarians and library assistants on several different levels. Just as the Commissioner of Education consulted with the States in the development of regulations under the present Library Services Act so we would assume he would have similar consultations in developing regulations for this program so that the various State needs and requirements to achieve proper training programs would be taken into consideration.

There are compelling reasons why the Library Services Act should be expanded to provide impetus to all public libraries in the Nation. They are:

1. The local public library is not an island by itself. Its service and materials depend on the voluntary cooperation and extent of the resources of the other libraries in the country which may be made available on a loan basis or by direct access.

2. There are common needs for many special types of library service, specialized service to children and young people, to the aging, to business and technology and many others need to be developed and shared in every part of the country.

3. The responsibility of providing the best education possible for the Nation's children means a responsibility to provide adequate public as well as school and college libraries to meet the requirements of diversified education and independent study.

4. Strengthening of school and college libraries will be of direct assistance to public libraries but will not fully relieve them of use for educational purposes.

5. The provision of funds for library training Institutes, when coordinated with other State plans for library training will be a great boon to the proper staffing of all libraries.

6. The public library, often called the university of the people, is a democratic institution which provides its service and resources to everyone; each dollar spent for libraries serves a vital purpose in the educational, recreational and cultural cause of the Nation. An increase for public libraries is essential, in my opinion, for a full demonstration of what can be done in providing quality library service.

In view of the facts presented, the American Library Association urgently recommends that the Library Services Act be expanded by the adoption of H.R.11823 and related bills.

Thank you for the privilege of presenting our views on the proposed legislation to amend the Library Services Act.