

PROCEEDINGS  
MIDWINTER MEETING OF THE COUNCIL  
of the  
AMERICAN LIBRARY ASSOCIATION

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December 29-30, 1932

The Drake Hotel  
Chicago, Illinois

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THURSDAY MORNING SESSION

December 29, 1932

The first Council Meeting, held in conjunction with the Midwinter Meeting of the American Library Association, convened at the Drake Hotel, Chicago, Illinois, at ten o'clock, Mr. Harry Miller Lydenberg, President of the Association, presiding.

PRESIDENT LYDENBERG: The Council will please come to order.

In meetings of the Council fortunately there is no great amount of business in the shape of minutes or other proceedings of that kind. We have one or two bits of information, however, to pass on to you. In some ways the most striking feature of this conference, the one that will touch us most intimately, is the announcement about the retirement plan. Mr. Brigham will make formal announcement of that at the next meeting of the Council. We do want to announce now that members of the staff of the insurance company that will act on our behalf are here today and we hope to introduce them to you later at the session.

Miss Culver, representing one of the Sections, has a report and a recommendation to make. We will ask Miss Culver to bring that up now.

MISS ESSAE MARTHA CULVER (Baton Rouge, La.): Mr. President and Members of the Council: A request has come from the Training Class Section that that Section be discontinued and



from that request I should like to read to you just this statement: "Because of the situation which exists at the present time among the training classes of many of our libraries and a belief that the problems pertaining particularly to training classes can in the future be covered adequately by the work of the Professional Training Section, the Training Class Section recommends that it be discontinued as a Section of the American Library Association. This decision has been reached after a circularization of the members of the Training Class Section during the past month. From last year's total membership, numbering forty-three, thirty-three replies were received, thirty-two of which were in favor of this step. One vote was non-committal. Two members, in sending their favorable votes, did voice a protest against the discontinuance of training classes as a training medium.

"The names of the members who have signified their approval of the discontinuance of the Training Class Section are appended on a separate sheet."

The Committee on Chapters and Sections believes that if any Section wishes to be discontinued and such a large proportion of its membership as is indicated in this petition expresses that desire, that their request should be granted; therefore, the report of the committee is that your Committee on Chapters and Sections recommends the discontinuance of the Training Class Section upon the request of that Section, believing its function to be a duplication of the activities of other

Sections.

The report is respectfully submitted by Florence Overton and Essae M. Culver. The other member could not be heard from before this report had to be made.

PRESIDENT LYDENBERG: The section of the Constitution governing Sections is No. 14. I will not read the whole section but merely the last sentence, which governs this case of the discontinuance of Sections: "The Council shall have power to discontinue a Section when, in the opinion of the Council, the usefulness of that Section has ceased."

You have heard the recommendation of this committee. Do I hear a motion to accept it?

MR. SAMUEL H. RANCK (Grand Rapids, Mich.): I move that the recommendation be adopted.

... The motion was seconded, voted upon, and carried ...

PRESIDENT LYDENBERG: It is a vote and is so ordered.

Mr. Milam, do you have any announcements?

SECRETARY CARL H. MILAM: Mr. President: It has been suggested that some explanation is due to the members of the Association of the large number of meetings on the schedule which are marked with an asterisk indicating that they are closed meetings. As one looks at the schedule printed in the program one sees so many asterisks that one wonders whether there is any reason to come to the meeting and what it is all



about anyway.

The explanation is, in the first place, that the Midwinter Conferences are made up primarily of business meetings. The meeting of the Executive Board is considered to be an executive session, necessarily, in order that business may be transacted. The same may be true of all of the boards and committees which are meeting for business purposes, as was true yesterday morning and as you will find to be true throughout each of the meetings. Many of those are simply committee meetings and not discussion meetings in any sense.

There are also such meetings as those of the group of Librarians of Large Libraries, which are held by a particular group for a particular purpose. They have found, in their own experience, that they can not conduct their discussions freely if the meetings are large or if there are many representatives there who are not representatives of the particular institutions which that group is supposed to represent. It is their own decision that those meetings shall be closed and not the decision of the Executive Board or the President or the Headquarters Staff or of any other central body. Each group has the authority, if it is as independent as the Librarians of Large Libraries (which is really not a part of the A. L. A. in any official sense), to make its own official regulations.

I make this statement because there have been many comments indicating that many felt there have been too many of the meetings being closed. There are, then, these two groups;



the executive meetings of boards and committees, which presumably must be executive sessions if business is to be transacted, and there are on the other hand the special groups who have indicated their own desire, based on experience--their own necessity, in fact--of limiting the attendance.

PRESIDENT LYDENBERG: I am sure that none of us, librarians of large or small libraries, of a city population or of the most rural, thought as we lived through 1928 and 1929, as the storm broke there in the autumn of '29, how closely we were affected by those outside movements. Every one of us with eyes in his head must have realized that we could not live our lives apart in the future any more than we had in the past, but I am sure, I am equally certain in saying, that none of us, as we look back now on those days, came near realizing how intimately integrally our lives were bound up with those larger movements.

It has been fortunate, in some ways, that we have had this opportunity of evaluating our services, of viewing our results, and we today are particularly fortunate, I feel, in having this phase of library work presented to us by a man who has fortunately been able to see many more phases of library work than most of us.

As head of the Extension Division of the State Department of Education in New York, Dr. Tolman, a Chicago product come home, has been closely in touch with large libraries with libraries in industrial situations, and libraries in parts



of the country where the life is far removed from such. It gives me real pleasure to introduce to you today Dr. Frank L. Tolman, who will speak to us on "Popular Government, Social Welfare, and Libraries." (Applause)

DR. FRANK LELAND TOLMAN (Albany, New York): Mr. President, Members of the Council, Ladies and Gentlemen: I want to start off this little discussion by making a confession. I have a deadly hatred of writing speeches of any kind. I always get out of it if possible, but in this case the powers that be insisted that I put down on paper what I was going to say. It passed the censorship of the central office and I was permitted to say anything that I had put down on paper in reference to this very important subject.

Unfortunately, that had to be filed with Headquarters some time ago. Since that time I haven't looked at the paper. I have been altogether too busy with other things and I have forgotten what it is all about, so instead of inflicting on you a rather unsatisfactory reading of that paper I am just going to talk about some of the things which I have seen and some of the results which seem to me important for a discussion that we are to hold.

I might say that I hope that for the sake of the official record the paper which will not be delivered will serve and that, therefore, no record will be made of what I actually do say.

I think it is very important, in the first place,



that we all have very distinctly in mind the subjects that we are going to discuss. We spent, at Lake Placid, at the meeting of the New York Library Association, an entire week with three sessions a day attempting to cover a little of the subjects that we are trying to cover today in two hours and when we got through we felt that we had just opened it up a little bit, that we had reached a point of view, possibly, but that we had no definite conclusions, and the conference there voted to attempt a number of follow-up conferences so that real results might come from the discussion.

Now we have under this theme of "Popular Government, Social Welfare, and Public Libraries" the following very brief and very meaty statement or outline in the official program: "The world-wide efforts to reduce public expenditures threaten the continued existence of public institutions and activities which are considered the evidences and the main support of civilization. Are these institutions and activities as important as we have thought? Can local, state, and provincial governments afford to continue their programs of education and public welfare and the extension of these programs into rural areas? Is it desirable for the cultural and social agencies to work against a universal acceptance of a materialistic philosophy? To what extent do such agencies have a common purpose? Can and should they present a united front for a continued existence on a reasonable basis? What, from the point of view of society as a whole, are the library's essential services?"



I think you will all agree with me that we have asked, in that outline, some very pertinent and far-reaching questions. We have today, everywhere in the United States, an immensely important discussion going on. We have a great public drama being enacted in our midst. It seems to me that it is just a little bit like one of those immense Greek tragedies in which typical characters, superhuman in size, come on the stage and attempt to solve a problem that is essentially a problem of faith, a problem that is not capable of solution in any terms that the dramatist has imposed, and that the tragedy of the whole affair is that the most virtuous and the most worthy suffer in proportion to their value, to their virtue, and to their worthiness.

And so I think we could visualize just for a moment this little stage as being one of those huge stages of the old Attic tragedy, and we might see come on our stage certain typical figures that we are all very intimately associated with. They would wear the great masks to accentuate and point out their essential characters; and on that stage there would come first a large figure, rather pompous, alert, with a mask showing an immense amount of care and responsibility borne by him. Chained to his costume would be a large and rather fat wallet to which he would look and sigh. In one hand he would hold a factory; in the other would dangle a number of employes, and he would represent Business or Industry, and the Banks. The reason why, primarily, he would sigh when he looked at his still

rather fat wallet is that he would remember the days when it was so fat that he was scarcely able to carry it at all.

The next figure that would approach on that stage would, I think, be a rather smaller figure, rather humbler in mien, carrying the physiognomy of the average citizen, very largely--a little strained, a little care-worn; and in his hand he would carry a scroll which was covered with figures. That scroll would be his personal budget book and he would sigh as he looked at that scroll and wonder how, as a taxpayer (for he is the Taxpayer in the drama), he was going to be able to continue to subsist on the standard of life and comfort to which he had been accustomed.

The Businessman would come over to the Taxpayer and he would say to him something like this: "Don't you think something ought to be done about this? Here we are, trying to hold up not only our own fabric, not only to support civilization, but we are compelled indirectly to support a whole huge mass of other activities--education, government, art, literature, libraries--which at these times we are absolutely unable to support.

"Perhaps the first of these that we ought to attack is the problem of government, so let's call up the mayor and tell him to come over and we will tell him what we think about it."

If this Attic stage has a telephone they call up the mayor and they say, "Mr. Mayor, we want you over at our



office right away. We propose to tell you what you have got to do." And the mayor, always anxious to oblige, says, "I have a very important conference, Mr. Business, but I will try to call it off and I will be over just as soon as I can."

So Mr. Mayor, typifying Government, shortly afterward appears upon the stage. I don't know whether I can describe to you in any adequate terms, on the spur of the moment, the attitude of this public official--the attitude of Government. Essentially he is the good mixer; he is a good fellow who tries to please everybody. He generally has a very definite conception of what he would like to do if he were able to do what he might, but his main purpose in life is to please as many people as many times as it is possible, so he goes over and cordially greets Mr. Taxpayer and Mr. Business and says to them, "Now what can I do for you?" He compliments them; he says it is altogether too bad that they are up against such a terrible situation, that Government is giving deep consideration to it and they hope they will be able to help Business and the Taxpayer to meet their problems.

Now Mr. Mayor (or Mr. Government) has brought over with him a large amount of documents, of budgets, of figures, so the three of them sit down at the table and Mr. Taxpayer says, "We can't pay any taxes this year. If you want to get anything out of us at all, if you don't want us to form a taxpayers' strike, you will cut your budget twenty-five per cent."

Mr. Government lays his budget on the table. He

says, "I would love to do that, Mr. Taxpayer; and to please Mr. Business I would like to cut it fifty per cent, if that were possible. But I would like to have you see just what that would mean."

And Mr. Business says, "Well, now, Mr. Mayor, don't begin to talk nonsense. You know and I know that in the last ten or twelve years you have been taking more money out of our pocketbooks every year. Ten years ago, twelve years ago, in New York State you took \$50,000,000 to run all the cities of the state except New York City. Last year you took \$277,000,000. On the face of that you can not say that it is not possible to cut expenditures."

And Mr. Government says, "Why, yes; your figures are right. Government did increase its costs, its expenditures, but just let us look at what is back of that. We did not do it on our own initiative; we did not build up your health service, we did not build up our public works, we did not build our highways, we did not develop our schools from the little unsanitary buildings into adequate modern structures, without a definite mandate from the people; and, Mr. Taxpayer, you voted for it. Mr. Citizen voted for it and Mr. Business at that time did not oppose it."

"Let's look at the actual situation. Have you time enough, Mr. Business and Mr. Taxpayer, to look at our budget a little bit? You must remember that a year ago Mr. Business came over to our office and asked Mr. Banker to go into confer-



ence with us, and Mr. Banker thumped the table and said, 'You have to balance your budget or I won't loan you any more money.' We sat down with Mr. Banker and we thought we did a pretty good job when we balanced our budget and stopped a large increase in city expenditures.

"Let's see just what we did. Last year, in the year 1932, in order to balance our city budget, we had to increase very largely certain expenditures of government. They were the things that were brought on us, made absolutely necessary, by the economic situation. We increased our expenditures for public welfare sixty-one per cent; our tax delinquencies increased one hundred seventy-one per cent, so that we did not have nearly as much revenue to do what we wanted to as we did before. Our debt service increased thirteen per cent and we could not do anything about that.

"Those are all rather large items in our budget. In order to meet those necessary expenditures for relief, for debt service and the like, every office in the city government reduced its expenditures nine per cent. We cut two per cent from the cost of the police; we cut three percent from the cost of the fire department; we reduced our expenditures for public works and highways from ten to twenty per cent; we cut our expenditures for public utilities (which almost everyone said could not be done at all) between three and five per cent. We cut our expenditures for construction sixty-one per cent, erecting almost no new buildings, no new public works. We cut our



expenditures for recreation about eight per cent; we cut our expenditures for education only less than one per cent--a .9% reduction was made in educational expenditures--because we believed that that was the last thing that ought to be cut; and we cut our expenditures for public libraries approximately two per cent in all the cities of the State of New York.

"Now, Mr. Taxpayer and Mr. Businessman, if you are going to come to us and ask for a twenty-five per cent cut, where is it going to come from? We will have to pick out the items in the budget that mean something. Education costs between forty and fifty per cent of the total state budget. We saved it last year. It is the only item that we can make any effective saving in this year. The expenditures for debt and tax deficiencies are going to be worse this year. That will be a large element. We can cut the expenditure for recreation a little more; we can cut the expenditure for the public library a great deal more. If you are going to insist on anything like a twenty-five per cent cut we have got to practically close the public library, we will have to reduce the wages of all the teachers, and we have got to cut education and close a good many of our schools."

After quite a little discussion the mayor suggests that they call into the conference the man who is responsible for all this muddle, and Mr. Business and Mr. Taxpayer say, "Why, Mr. Mayor, you are that man," and Mr. Mayor says, "No, indeed. I am not that man at all. That man is Mr. Citizen. He



is the man who gave the mandate for the development of all these public services and so I think we ought to call in Mr. Citizen to this Conference." So Mr. Citizen comes in and Mr. Mayor says, "Perhaps we ought to have Education and perhaps we ought to have The Library here, and perhaps we ought to have the other services that are proposed to be cut, in this conference." So the door opens, and first comes in Mr. Citizen.

Mr. Citizen is the only character that does not wear a mask. He looks around and he sees Mr. Mayor and he sees Mr. Business and he sees Mr. Taxpayer, and he looks around with a rather quizzical expression. He knows just how to meet any one of them individually but he does not know how to meet them all together, so he goes up to the mayor and in a rather more distant fashion than usual he greets him. He goes to Mr. Business rather modestly and expresses the honor of being called in on this important conference, and Mr. Taxpayer he greets a little bit more freely. He doesn't wear a mask; he is not quite as care-worn as most of the rest of them. He has one side of his face wreathed with smiles and the other side is very much depressed, indicating the different moods that beset him at different times, and he turns the proper side of his face to the person with whom he is conversing.

Mr. Taxpayer says, "Mr. Citizen, we have called you in here for a very important proposition. We have been talking over the budget with Mr. Mayor; we have told him he has to cut the budget twenty-five per cent and we don't care where he



cuts it, but he said he can't cut it because you have children in school, you and your family use the public library and insist on getting books, getting service; you use the parks and the highways and you insist on having them kept in proper condition. He says that it can't be done without sacrificing those essential services of government; he says it can't be done because you still, in spite of your poverty and our poverty, insist on living a normal economic and cultural life.

"We want to put up to you, Mr. Citizen, that you cannot, any longer, expect the services that you have had in the past. You have got to send your children to part-time schools; just as your own salary has been cut the salaries of the teachers of your children, all public services, must be cut in proportion, and they must be cut the heaviest in those items that bear the largest proportion of the budget."

And Mr. Citizen says, "I am with you. I would like to have the cost of government reduced;" and Mr. Mayor says, "Are you willing to have the public services reduced? Are you willing to have the light taken out from the street in front of the house in which you live? Are you willing to have the schools go on a part-time basis? Are you willing to have the branch of the public library in your neighborhood closed?"

"Oh, no," says Mr. Citizen, "I don't want any of those things done."

"But how are we going to finance them? How are we going to get our services without paying for them?", Mr. Mayor



speaks up and says, "Now, Mr. Citizen, you have lived in this city for quite a long time. You remember the organizations, you remember the popular demand that created the park out there on the west end; you remember the destructive fire that wiped away one of our large factories and led to building regulations and building codes. You remember the agitation that led to the protection of women and children in industry. Just think back a little while. Think back twenty years. Compare the government and the services you are getting today with those which you got in the days when the costs were one-third or one-fourth of what they are now and tell me honestly two things: Are you willing to do away with cooperative purchases of the goods of life such as health, such as education, such as public libraries--the only way in which you can get certain immensely valuable and important things; and are you willing to go back to a status where the individual simply goes out and buys on a commercial basis what he can of education, what he can of health, and what he can of recreation?"

And Mr. Citizen says, "Well, Mr. Mayor, I do remember the old times. I remember how thin and narrow life was in this city twenty-five or thirty years ago. I remember the condition of the roads; I remember what we lived through, what we put up with. I remember crime, and as I think back, I believe I get more return for expenditures through government than I get from any other expenditure that I make, and while I want economy and while I want efficiency, I do not want to be deprived of get-

ting public education as compared with private education, public libraries as compared with private libraries, public recreation as compared with private recreation. But I feel, with Mr. Business, and I feel with Mr. Taxpayer, that under the present emergency we are not going to be able to finance on the same scale, we are not going to be able to pay the same amount for these services as we have paid in the past. There we are on the horns of a dilemma. Economies must be made, but how can they be made without disrupting the essential activities of government?"

"Suppose," says Mr. Mayor, "that we bring in Mrs. Education," the female character in this drama. So Mrs. Education is brought in, dressed in academic robes, splashed with gold and yellow and ermine and everything else that goes with the tradition of education. And Mr. Business says, "Mrs. Education, you have got to be more economical. Just look at the clothes you are wearing. They are just an indication of the spendthrift character of everything you do. You take more than half your husband's income to buy those clothes. You love color, you love all of the bright spots, all of the decorations and the hoods and everything else that go with your calling. You know you are the most atavistic concern and person in the entire community and you have got to reform. You can't have fifty per cent of the government's budget any longer. You have to get along on twenty-five."

And Mrs. Education says, "Well, Mr. Business, I appreciate the needs of economy. I am willing to consider any



possible savings that can be made, but I just want you to consider what it will mean to you if you cut us too severely," and she points out that in one district where the education budget was cut fifty per cent the Board of Education, in order to meet its fixed charges, its debts, put on a tuition charge for every person going into that school that was larger than the total cost of education before that fifty per cent budget cut was made. She points out the increased number of pupils; she points out all the essential services and continues, "In essence, you may think, because you are mere men, that you can step into my world of children and tell me how they are to be brought up, publicly, in the schools. But I tell you that the minute you try to cut my budget thirty, forty, or fifty per cent, every woman in this city, every woman in this state, will be in revolt and you will never be able to carry it through."

And the Mayor says, "Isn't that just like a woman? She won't listen to reason. The minute you begin to touch her children in any way you simply can't do anything with her."

"Now, we asked some other people to come in here. Where is Mr. Librarian?" So they look around and, in a corner, very quietly reading a book, is Mr. Librarian, and the mayor says to him, "I suppose you have been listening to all of this discussion."

Mr. Librarian says, "Yes, I have been listening to it. I have put it all down in figures; I have all the facts that you have brought out, and I also am at a loss to know what

can be done. I would like to point out to you that public library service has a particular value in this present time and situation. You have pointed out that you have practically doubled your expenditures for unemployment relief, and I would just like to leave with you this one thought in reference to libraries: that the relief of the body is very little compared with the relief of the mind and the spirit, and that you ought to treat public libraries at least as generously and as intelligently as you treat actual problems of relief from hunger and starvation.

"I think that is all I have to say," says Mr. Librarian. "I hope you will look into it." And Mr. Librarian and Mrs. Education go over and go out together with their arms interlocked (I guess I will have to make them both of the same sex, won't I), feeling that they have certain common interests and certain common ends in this whole thing.

Now Mr. Mayor turns to Mr. Business and Mr. Taxpayer, who get together and say, "You have shown us a little bit of the difficulty of doing what we have told you you have to do, but, Mr. Mayor, remember that you have got to make those savings," and Mr. Mayor says, "Well, up in the city hall, on the top floor, there is a Research Bureau that is busy day and night trying to work out means of sound economy. The Director of that Bureau came to me yesterday and he said to me, 'Mr. Mayor, I know what you are up against. I know that that saving has got to be made. I can tell you where to make it so it won't hurt,



but it is a question of practical politics whether that saving can ever be made. The real extravagances of government consist in the small, uneconomical units; in the keeping of town government within the city limits; in the small, inefficient counties that were laid out before the days of the automobile. If we could start and erect a twentieth century plan of government today from the ground up we could probably run it on fifty per cent of the present cost of government.'

"Now, Mr. Business; now, Mr. Taxpayer, are you willing to go with me thus far that we will ask the expert in government to lay us out a plan to make our savings and to save our essential activities while we make the reductions in the cost?"

That, I think, is the problem before the American people. I am glad to pass it on to those who are to follow me. (Applause)

PRESIDENT LYDENBERG: We want to get this passed on to us, as Dr. Tolman has so lucidly and understandingly expressed it. To bring it before you in the next stage we have asked Professor Bailey, of Northwestern University, to make the opening remarks. (Applause)

PROFESSOR WILLIAM L. BAILEY (Evanston, Ill.): Mr. President: I understood that this was not to be a meeting of papers, but being rather an outsider and not a librarian, and never having been honored with the position of a trustee in my own or any other library, I thought, being only a sociologist

and student of community organization and surveys, et cetera, that I had better write out what I had to say. I won't read it, but I want to keep my whereabouts together.

The point of view I want to bring to you is that of the community student, the student of the total life of the community, and not that of the internal point of view of the library, the professional point of view on its problems in this day. I guess the question before us here in this meeting of the trustees is briefly this: Does the library need deflation? And I want to say to you, no, I think it does not, despite all facts to the contrary. I rather think that in this particular crisis if I were running a community I should say that it needed inflation just now, no matter how peculiar that may sound in this present time of economy waves, taxpayers' leagues, and so forth. I fear that we are getting on the defensive perhaps too much for some institutions. I think the schools need to go on the defensive, but I do not think the library does. I will tell you why in a moment.

My question, briefly, is this: Does the library need deflation? Is it lacking in economy in the face of the changing situation? And my answer, briefly also, would be this: No. The library does not need deflation. The public library is distinctly worth saving, as I will try and show you from the community point of view, and it richly deserves saving for its honorable record as a public institution and especially in view of its possibilities at a time like this. That, briefly, is



what I want, as you will expect of me, to prove to you in the next ten minutes.

First a bit about the general course of this business depression, just to show its impact now upon the library as well as upon other institutions. This depression has rather recently created a sort of crisis, I suppose, and put the library on the defensive. I think the most serious side of this whole depression, from the point of view of the community, the study of the whole life of the community and not from the point of view of any particular institution in the community, is not unemployment, serious as that appeals to an economist or would-be sociologist--not even all the associated economic aspects of unemployment and business depression, but the many indications of what might be called in a certain sense "threatened cultural collapse." I refer to the effect of this unemployment and general depression upon the schools, first of all; then upon the church, too, because the church always prospers when prosperity is prosperous, and it is the earliest to go down when business goes down. But there is this threatened, I don't say imminent, exactly, but this suggestion of questioning, and calls for economy and rigid examination of our cultural institutions--things we think we can change, and we can not change what we call some of the essentials.

The point is that not only is business in collapse these days, but following it government has gone into it, if it wasn't into it before, and with these two are many others which



are associated with both business and government--the main agencies of health control, social service, education, and many aspects of social life. I think that is the most serious part of this, the threatened collapse of the superstructure rather than the cracking of the foundation.

Also, of course, American traditions and ideals for community life are being imperiled, as well as material welfare. The century-old tradition of the American public school is imperiled. The very idea of public service, perhaps, is imperiled these days. Public service of any kind is being seriously questioned. Will the American public library, which is not quite so old, perhaps, but is one of the cardinal institutions of the community as we know it today, survive? That also is being not imperiled, exactly, but it is being questioned.

It is always to be remembered, I think, that the collapse of the superstructure is always worse than the collapse of the foundation, because it has farther to fall. So there are these serious aspects of the depression from the point of view of the library, but if any institution is to be maintained inviolate these days, and is to be maintained on its present level, let alone having a reduction, it should be such an economic and efficient agency as the public library, and this for two most practical reasons. It should be, first of all, for reasons of its relation to the general depression, both as cause and effect; by reason of its relation to American democratic institutions, and also because the library can be readily saved inviolate and



cheaply saved inviolate. It is something entirely practical and something that at all odds can be done.

I have to prove that. Why make an exception of the library? We recognize the need of economy and efficiency all along the line, but why make an exception of the library? I think for some very good reasons. First of all, business and politics and education, perhaps even social welfare, although I say this with a qualm, and some other phases of our community life, have been grossly inflated for some time and have, to put it baldly, run wild in the communities. These are obvious facts, I think. The library, perhaps alone among our community institutions and especially our public institutions, has not run wild. It has had a very honorable career as one of the cheapest and one of the most efficient of our cultural institutions. That alone might be accorded a great service to sound community development in our recent history of community institutions.

The library has been, in a sense, a model public institution, and one that is worth saving, in the last ten or fifteen years of American community life.

Secondly, what has been the basal cause of this depression, and what relation has that to the library? From the library point of view how did we get this way? Because that is the point of view of the sociologist--the relation of the library to the social order and the institutions of the community.

One of the most notable features of the depression is that the depression has seemed to spread from business

into government and hence threatens to spread over the whole social order of schools, churches, and finally the library. That is one of the most outstanding features of it--the rapid spread from the base to the apex. It is a wave of economy and it is spreading from what I think is repentant business (and not too repentant yet), and needing repentance badly, and even repentant education, spreading from those which ought to have repented and are repenting and ought to sit in sack cloth and ashes for some time to phases of community life which really have no occasion for repentance. Among those, outstandingly, is the public library.

The public library now needs inflation and not deflation. I think it is rather easily proven from the point of view of the student of communities. We have been rebuilding and making great progress in our community life for twenty-five or thirty years, as we are told in every election campaign. We have been rebuilding our community house, but we have forgotten to put a roof on it, at least solidly, and the foundations are now badly cracked and will become worse because we neglected the superstructural features of the community life. That is how we got that way, by a wrong emphasis in our community life. I see it that way because I am a sociologist and try to see the whole community life and not the point of view of the businessman, church man, librarian, or any other person in the community.

The business factor isn't all-important. Students of community life place the economic factor distinctly secondary



in vital significance to the community to education, and put it only on a par with ten other aspects of community life, of which one is the library. Of course business naturally emphasizes the importance of business, and at a time of necessity you have to read the ads to know how business thinks of itself, of course. In collapse it naturally turns to every source of economy it can find. It short-changes the government and so short-changes education, and now even the library is asked to cut.

We are having better health and we are having more people in libraries. We are having a lot of good things since business has been less regnant in our social order. But here is an institution that has not asked any favors in the social order--the library--and now this repentant business comes along and asks us to be deflated, when inflation is what we need. We are threatened by a wave of economy that is not legitimately impinging upon us at all. The only result would be that there would be petty, very petty, economies made in the library and we might be doing something fatal to that institution.

Looking back a few years, this business depression has really been the result of a cultural collapse, of a wrong point of view on the community, of a wrong point of view on the value of certain institutions in the community and their nature. I can refer only to one thing: Take this matter of very misdirected, in general, educational expansion. That has been one of the very largest features in boosting taxation and thus bringing governmental collapse and is also being a great

hurt to business indirectly. That is one of the features.

You know, there is an old book that I have seen in libraries sometimes. You don't usually see it, but they can find it if you ask for it--the Bible--and in that there is a sentence that says, "Without vision the people perish." It doesn't say "the leaders" or "the few"; it says "the people." That is what we are doing, more or less, from the business and social point of view--perishing. Vision is one thing that a library ought to give. It is a place of books; it is a place of magazines and periodicals, too. But it is primarily a place of vision, and what we need today is, more than anything else, vision.

I imagine that in this present layoff of our leading business men they will perhaps read more books of the library sort, rather than the current fugitive commercial sort. We do need perspective, and one thing the library does give is perspective on the relative value and essentiality of the various phases of community life from business up to the church.

The public library also is a very essential part of our great democratic and American tradition. I said a moment ago that the very idea of public operation is being called into question and there is no occasion for calling it into question in connection with the library because of its honorable career. There are also a number of sweeping changes being suggested in this connection.

I think, if you will examine the library cards, you will find that a very few people read a lot and a great many



people read a little. We are dividing our social order into a few thinking (I should have said reading) people and a great many people neither thinking nor reading. That is a social menace and I think a sound administration of the library can do much to counteract that.

Looking around the world to see what is going on, wanting to fit into it, to preserve a sound social mobility, the library does not serve, perhaps, the great mass of the people, and we can do a great deal for the middle class on social and community values. There is a great present need for that in connection with the course of this depression.

Let's come down to the facts. I want to try and tell you if the library services are essential and to what degree they are essential as compared with water, sewers, health and other phases of community life, and then to see if they can be economized upon in the present situation; in other words, to consider the relation of the library to the community. That is, of course, a service relation. We say the library serves the community. I think there has been a tendency on the part of the library, and I think it still persists in spite of all our changes, toward what the normal psychologists call "Narcissistic", looking at yourself all the time and not considering how the other fellow sees us.

For instance, we judge ourselves by circulation, and I suppose, after all, a book is a book, but that doesn't say what kind of book or what that book does to the person. We have

not looked at ourselves from the point of view of the community enough. It is precisely those points, our value in the community and our value in the social order in the present crisis, that are the arguments for the essentiality of the library and for the necessity of inflation rather than deflation at the present time.

Has the library been keeping up with the world in general? The library is a place of books, I think, although we have to have periodicals and so forth in it. Books, of course, have fallen very far below the publication of newspapers and periodicals, and those books that are being published are gotten up rather commercially, more than being publicized. I wonder if a public library has performed its function in expanding the book world and publicizing the publications in it. There has been a stampede to temporary fugitive books which do not give vision and perspective as the books of the library do. I wonder if such questions as that are not pertinent to the general question of the libraries' looking out upon the world rather than in upon their own internal development.

Can the library defend the essentiality of its services to the community? Does it know where it stands in the social order? Does it feel secure in this knowledge in these days of spreading of argument for economy? Well, service to the community must be judged by certain standards. It must be judged by the nature and needs of a community. What is that? We do not know what an ideal American community should be.



There are in it rich and poor, mass, class, and creed. The best we can do, I think, is to find out what the average American community wants to be and, therefore, something the library should serve in pursuit of that particular end would be to take all the communities, read what they report of themselves, and then to take those most common items which they report as their attainments and rate them and find standards for the community.

I have done that. There are a score of things upon which we have information for every community in the United States and those represent the things they want to tell about themselves. They report to the government, to the Library Association, to park associations, and so on about these things that they have, because they are common ideals of the American people. One way to appraise library services and find a proof of essentiality would be to find out how far does the library, in these particular communities, serve the particular essential ends of American community life?

The items of rating are these, and I think you will agree that they touch nearly every aspect of community life: Wage rates, cost of living, death rate, infant mortality, population married, home ownership, child labor, public property, park space, improved streets, fire losses, school attendance, teachers' salaries, library circulation, and literacy. You can add to those. Those test home and family life, mortality, and city conditions. Those test schools, culture, and Americanization. That covers the whole round of community life and we have

tests for them and can compare communities.

When you rate certain communities you find that communities differ very greatly. Some are good and some are bad. Communities differ on all counts as from zero to one hundred per cent. In individual items they rank sometimes as high as forty to one. Communities are bad, good, or indifferent and they cover a wide range. What makes them so?

How far and in what way does the library contribute to make the community good, healthy, prosperous? That will be the real argument for its essentiality, will it not? That will be the real proof of where the library stands in the social order and the necessity for maintaining it in the present crisis.

Just how far does the library contribute to the difference between good and bad which runs so far from one hundred per cent. There is another way you can do it. You can take a growing community, a real prosperous American community, and you can judge the relative rate of increase of the various phases of its life. I have here a community, a good community, growing at a rate of 115%, and I have taken all the other phases of its life to see how fast they grow. Here is what we find: We find that everything else grows faster than population. When a community is growing everything else is progressive except the church, and the thing in the community that grows most rapidly is auto registrations. That grows twenty times while the community grows twice in numbers, and this latter grows twice as fast as buildings--school buildings, houses, and other structures.



Then come utility services--more 'phones and more electric lights.

Where does the library come? That is a thing easy of expansion, when we read only three books per person per year. We can expand library circulation twenty fold, but library circulation in the most prosperous community in the United States only increases three fold while auto registrations go up twenty times, utilities twelve, school buildings fifteen, and so forth. Now you see a little bit of where some of these things come in the average community.

Let's take these other things and see where the library rates. Strangely enough, community experts put libraries as one of the eleven cardinal aspects of the American community, along with such things as these, for example: the history of the place, its plan and plant, its economic life, business life, government, education, health, community recreation, and the church. When a library is up to standard, to the standard of the American Library Association, it is regarded as being just as vital to the community condition as any of these except education. Education is four times as important, we find, and everything correlating with it, as any other single phase of the community life. There is a relation between that and the library problem at the present time.

We must also remember that the community is an organic thing. If a library is important the other things will be important. It is impossible, if there is deficiency in education, to make people love books and make them like to read more



than three per year. You see, we are tied in with the social order and we can not judge the library and its failure unless we say where it stands in the complex whole called the American community.

The best test of its essentiality, and therefore the defense against these economies and so forth, would be its location as compared with the general rating of the community, or the relation of the library to health, to education, or the relation of either of these to something else. As a matter of fact I will have to admit to you that when you test the library out as a factor which raises the community as a factor in health, and safety, and all these other things, or lowers it, you have to admit that the library tests low. That may seem to knock all my argument and my whole talk out, but we will see that it does not. While in general a good library in a community means a good community, the library shows a rather low correlation with the general rating of the community. Just as you say, "Your hair is nicely curled but your heart is out," one is more vital than the other. So is the library.

The school shows a very high correlation. As is the school so is the community. In nine cases out of ten the ranking of the school is the ranking of the community. But a library is about two-thirds of the way down the list as a vital factor making for a good community, a prosperous community, a safe community, or for putting a community down. It is down there with the population married factor and down with the church.



Isn't that funny, that those should be things that do not have much effect on boosting a community up or pulling it back? And yet they are cardinal American conditions.

What does that mean? It may mean that the library is insignificant in the community. I think that is right. The library gets insignificant support, certainly. The library only makes or furnishes the reading of three books a year or so on the average. That is insignificant, I would say, in view of the number of books there are, in view of the amount of ignorance there is, and in view of the amount of money spent on schools, roads, automobiles and other things. You would not expect an insignificant factor to be the chief booster in the community, would you?

It may be because the library may be off standard. It is a standard library that does the thing I was talking about, that makes it one of the cardinal institutions of the community, and a lot of libraries are not standard. It may be that the usual test for a library, circulation, is not a good test. Library circulation is so insignificant, after all.

By the way, do we know the kind of persons we serve with books? Maybe the library is not a big enough factor, unless it is a standard library, to do the things I have been speaking about.

Here is one of the most important things I have to say, if anything is important: Nice people make a nice community. People make the community, especially the intelligence

of the community--the quality of the people. The highest ranking factors in community life are literacy and the school factor. A community of literate people, people educated in the common schools, is a growing community in about three-fourths of the cases.

As a matter of fact I have this to say, that mere literacy and mere education of the kind that most people get (about two-thirds get through the common schools) might be a menace unless you add to it or get from it something like this--a large library development. Mere literacy will suffice for reading posters, signing on the dotted line, reading the movie titles, reading the larger print and what is left of words in newspapers nowadays.

Literacy and education are probably responsible for the piteously small book circulation. The schools, apparently, with all their expenditure, do not develop a taste for books. Schools are universal, they are compulsory. They spend up to fifty per cent of the total budget of the communities and have expanded faster than any other community service.

How has the school been related to the library? Has it served its vital functions? If the school has not done that, the library can not function more efficiently until the school does that. I think the libraries should read the riot act to the schools. The libraries should be on the offensive in this whole wave of economy and expansion or contraction of public service. Partly its failure to function and the per capita



circulation as low as a couple of books a year, as now exists, really represent a people who do not desire or like to read books, and perhaps the library itself has been too self-satisfied and too much concerned with its own standard rather than with the nature and intelligence of the community.

Of course essentiality depends upon the particular library. It is very necessary to distinguish. Some libraries are good; some libraries are bad. Some libraries function; some do not. It is very necessary to distinguish between libraries. Here we are talking about library deflation. We should talk about the deflation of individual libraries.

In conclusion, there are forty items in the American community that are most vital. I won't give you those, but they represent various institutions and services in the community and they represent about half the life of the community. Where do we find the library in those most vital services, ranged from the most vital influence down to the bottom? Where does the library stand? Looking at the list of forty, according to our thirteen hundred or so surveys, the library first appears below the middle of the series. Frankly, even when standard it is less essential than standard of living; it is less important, apparently, than some twenty separate educational items, than several sanitary and health items and a number of others. I think the real significance of that point is that the library is built upon the business and the educational social order and, they not functioning (especially the educational order not func-

tioning) to make people love and like and wish to use books in this complex world of necessary intelligence, the library has become insignificant, really, although when it is up to standard it is a very vital institution. That calls for inflation.

So my general defense of the library at this time, when its essentiality is being questioned and economies are being suggested, would be along the following lines: First, the library should not be restricted now, when it is serving more people in their enforced leisure and doing much to maintain morale and, we hope, giving vision, both to the well-to-do and the poor.

Second, super-emphasis on new things and neglect of all the lessons past history has taught to us has brought us, in the past year, to our present state. The library is giving the means to know the best of thought that has been written. It provides culture in the sense that a library furnishes the most wholesome means of education. Failure of leadership is our great need now. What is vital? We don't know. After all, sound perspective on civilization, on the social order, and life is something that can come only to adults and can come only through books.

Thirdly, even for such a relatively essential service as the library is, it would be much more essential if the schools were doing their work. The library has been the most economical of public agencies, while the school, so far as cooperation with the library's interest in culture and vision



books, et cetera, is concerned, has really been the most uneconomical of our institutions from the same point of view.

Fourth, there has been no inflation, I think, in the library and it does not need deflation. Rather, its services more than ever seem to be essential in relation to the depression, in relation to public service, and expansion of its work in the schools is most imperative. That calls for more money, not less. Now you see where that ties in. We lose a great deal of what is spent upon the schools if we do not put the roof on the superstructure of a literate and intelligent, book-loving and book-using population.

Fifth, among all the institutions of the community finance is more vital a problem for the library, and always has been, than for any other institution. The school has ever been lavishly supported. The main problem of the church is first buildings and leadership and religious education, but not finance, necessarily, and, as for the other institutions of the community, they have always had relatively adequate funds. The library has always received, is still receiving, and perhaps will go on receiving, insignificant support in view of its function in the social order. Any limitation of support now, when its services are more than ever essential, might be fatal to this recognized American institution.

Sixth, on the other hand, I do not know where a little money, and very little money, would go further as a corrective, as a boost out of the present depression in relation to

morale, intelligence, vision, perspective on life, than in sound expansion now of public library services. (Applause)

PRESIDENT LYDENBERG: I am sure, sir, that it needs no formal vote of the Council or this gathering to express to you our appreciation of this appreciation of library service and of our gratitude for the heart-searching questions as to our achievements and our ideals that you have put before us. I am sure that I express the gratitude of all of us.

We planned for the pendulum to swing from the outside to the inside and we have asked Professor Joeckel, of the University of Michigan, to speak to us from the librarian's point of view. Professor Joeckel. (Applause)

PROFESSOR CARLETON B. JOECKEL (Ann Arbor, Michigan): Mr. President, Members of the Council: I think, in justice to myself, that I should say that the statement of the President is not quite correct. I am really not here speaking from the inside, but rather I am still speaking from the outside. In the absence of our good friends the specialists in government, the political scientists and the students of public finance who are meeting at this very time in the city of Detroit, the officers of the American Library Association asked me to come here and present the point of view of the political scientist with reference to the library.

I can assure you, first, that when I received that letter I was flattered. At the present moment I realize that I have made one of the mistakes which I am constantly mak-



ing and I am trying to do something which I ought not to do. In other words, if you try to step out of your proper character into the shoes of someone else you are likely to produce a hybrid, and I am afraid my remarks will be very hybrid indeed on this subject.

I am also--I don't believe in apologies, but I suppose an apology is necessary--suffering under the disadvantage of the fact that what I am going to say is not particularly favorable, perhaps, to libraries. Our last speaker has been very complimentary. I am going to try to ask some questions which are, perhaps, a little tough on libraries, and therefore my remarks may not meet with so much approval from the point of view of the librarians.

I am tempted to begin by saying that the political scientists and the students of government in general have just discovered the library. If anyone else than Dr. Tolman had introduced this subject I think it might perhaps pass unchallenged, but Dr. Tolman, in the remarks he did not make but which are going to be published in the A. L. A. Bulletin, had quite a lot to say about government, and it shows that he knows too much about the governmental structure in New York State. He has been a tax eater in New York too long.

In his introductory remarks, which he did not make, he said (and, by the way, having been furnished with a copy of those remarks as a basis for what I had left to say he has left me rather in the hole, because he has not made most of

those remarks), however--and spoke with pride of the fact--that the state of New York has had a system of public libraries for nearly one hundred years. I could go him one better and say that actually more than one hundred years ago, in 1827, a great practical scientist, Governor DeWitt Clinton, first proposed a system of tax-supported libraries as a part of the system of public instruction or as an adjunct to the system of schools in that state. Not very much later, about 1850, another great political scientist, Edward Everett, several times governor of the state of Massachusetts, was instrumental in the founding of the Boston Public Library, calling it then "the finishing hand in the system of public education."

Also in Dr. Tolman's remarks he cited the name of the last governor but one of the state of New York who, in December, 1932, promulgated a plan for the reorganization of the City of New York in which he duly provided for the free public library systems of that city, grouping them with the other educational activities of the city, so there is plenty of evidence to show that students of government have been interested in libraries, yet I think it is really true that in large measure they have only recently discovered the library. When a text-book on public administration, used as a manual by students of government, by prospective city managers--a text-book 600 pages in length--contains only one page, or less than one page, on the public library, and when a book in the field of my predecessor on this platform, on social planning and social problems in



American cities discusses at great length the subject of adult education and the adequate use of leisure time without, so far as I can see, once using the word "library"--at least without having the word "library" in the index--one really wonders what some of these men think about the public library.

This situation is rapidly changing. The presence of Professor Bailey here, the constructive presence of several political scientists who have addressed the meetings of librarians and are interested in libraries, indicates that professors of political science, of public finance, and students of government in general are really interested in the libraries.

I am not sure just how this interest is going to work out. These men think pretty fast and in some cases they may out-think us slower-witted librarians, but in general I believe these men understand the fundamental problem at issue better than most librarians. They know the meaning of this boycott against government which is affecting the libraries so much; they understand why it is that the library situation is so desperate, why it is that the library's back is against the wall as it never has been in recent time; and I think also that they are likely to have more vision and more imagination in pointing ways out than we.

These men have developed a certain technic. They automatically, almost inevitably, ask certain questions regarding all activities of government, and I am going to try to sum up these questions briefly under four heads. In the first place

I will ask again the question stressed by Professor Bailey. It is this; this is not a new question. The librarian has answered it somewhat in the past, but in recent years he has not had to answer it. I think it would have been far better for him if he had. The question is, is free library service really a proper and necessary function of government? We are in the midst of one of the greatest struggles that we have ever seen to determine what is or is not an essential and proper function of government. Professor Bailey has indicated in some degree how the relative values of these functions are going to be rated, but in spite of what he has said I doubt very much if there is going to be found a real formula for rating the comparative values of the different governmental functions. If it were possible to do this mathematically it would solve the problem very easily.

We need in the library one thing which we do not have. Professor Bailey again mentioned it, but I would like to emphasize it in a different way. We have never had, so far as I know, a real appraisal of the social value of library service. We know a little bit about it, but we know only that little bit rather vaguely. As a matter of fact the average librarian is so overwhelmed in performing service that he has no time to analyze the value of the service, and I would like to suggest as a concrete possibility that such an appraisal, such a survey of the value of library service, be attempted in some one typical American city.

You librarians will say that this is beyond your



capacity, beyond your time, beyond your strength. As an actual matter of fact surveys of that sort have been made in many cases. One of them, Middletown, is known to all librarians. I wonder whether it would not be possible for this Association to find a library Robert and Helen Lynn who might go into some community and survey it from the library point of view, and also whether this Association could not find funds for such a survey. If this were done it would serve as an indication for the entire country. There is no doubt that the work of libraries in general is pretty much the same.

The second question the political scientist will ask is, "Has the public library a real platform, a brief and simple statement of its purposes, of its objectives, of its necessity, which will appeal not only to the administrator but also to the citizen?" Far be it from me to mention one of the platforms of the recent political campaign, but you will recall that one platform had in it 1,000 words and that one of these platforms, in my opinion, was a fairly definite platform. I would like to see drafted a brief platform of 1,000 words or less which would indicate the actual necessity, the objectives, the purposes, and somewhat the accomplishments, of the public library, in terms so simple that everyone could understand it. If such a platform could be drafted the library would be in a far better position in making its arguments before city councils than it has been before.

Now it may be that some of you in this audience

know the answer to that question. I confess that I do not. I do not believe, with all respect to the efficiency of the American Library Association headquarters, that it knows the answer to that question, and I do not know whether anyone here has a platform which really can be made to serve the sort of thing that I have in mind.

The result of the lack of this platform is that the day of the library's first testing, and this is really the library's first great testing, finds this Association still debating whether the American library is for all the people or for some of the people, whether it should supply books of ephemeral nature or whether it should leave such books to the tender mercies of the rental libraries, and so forth. In other words, we really do not know, ourselves, where we stand on a lot of those questions. Am I going too far when I say that no group of public servants seems to be as vague, as indefinite, and as generally inarticulate as is the library in defending and describing the adequacy of its service? For some reason the librarian seems far less sure of his ground when he talks to city councils, when he talks to the public, when he speaks in general, than does glib Miss Education, or the Superintendent of Instruction, or the Police Chief, the Fire Chief, the City Engineer, or Public Health official or any other city official that one might name. I have a good friend who is a Professor of Public Health, and that man has at his finger tips a perfectly marvelous line of arguments regarding the necessity of public health that will



appeal to everyone. No librarian that I know has any such adequate platform which he can use, so that to sum up this point it seems to me we need a real brief appealing platform which may be used in the daily press, which may be used in the municipal journals--one rarely sees an article about a library in a journal devoted to government--which may be used in talks before clubs and organizations, and which may be used in discussion, public and private.

Third, we come to the eternal question of finance. Remember, I was supposed to say something on this subject from the point of view of the public financier. It will not take much research on the part of a professor of public finance to discover the fact that most librarians are not particularly interested in financial matters. In fact, most librarians seem to feel that the spiritual qualities of their work are likely to be jeopardized in some way, or likely to be tainted or contaminated in some way by too much study of costs; hence the librarians are in general rather ignorant on these matters.

On the other hand, the administrative officer positively dotes on finance. He isn't happy unless he has statistics of all kinds before him and he uses financial statistics as one of his principal methods of administrative control. Therefore, he is going to ask the librarian to answer a number of questions on this point. The first question is not one of detail, but rather of policy: "Why is it that the public library insists on having a separate tax levy distinct and entirely

apart from the general municipal levy?" I know that probably half of this audience, if I gave you an opportunity, would rise and defend the policy of a separate library tax, but the best arguments that all of you could make here would fall on deaf ears if you were talking to an expert in financial administration, because he believes that the financial administration of local government should be centralized, both as to budget making and as to tax levying power, and therefore the librarian is under a serious difficulty at that point. "It may be," says the political scientist or the expert in finance, "that with the general property tax crashing about our ears as I am talking, the argument of the librarian for a separate general property tax is somewhat less important, both as a matter of taxation theory and as a matter of actual productivity of such a tax, than he thought it was."

The next question is perhaps the most practical of all that I have to bring before you and it is a very interesting development of very recent origin: "Is it possible to conduct library service," the public financial expert asks, "on a service cost basis? Is it possible to run the library in the same way we run the city water department, the street railways, the telephone company, the gas and electric company, and so on?" I talked for only two minutes with a professor of public finance about a week ago and he said, "The only way out for the library in these days is to charge for its service." Here we have a very attractive, a very alluring and, in my opinion as a librarian, a



very dubious matter. The idea is attractive because if we could make library service pay for itself completely, then of course many of these other questions as to the essential quality of library service would be solved. They would not need to be discussed, and I have noted with interest that a number of libraries have begun to experiment somewhat with this idea of service cost. It seems to me that this idea is so attractive that one should warn librarians that before they accept this principle in whole or in part they should study very carefully the financial implications in their own libraries.

One other thing that needs to be mentioned only briefly is the matter of unit costs. The financial expert finds the library world a virgin field when it comes to unit cost. There are absolutely no data among libraries that are really satisfactory for use from that point of view and I believe that librarians will be obliged to delve into that somewhat.

Finally, there is a group of questions regarding governmental theory under which the library is organized. What is the proper place of the library as an activity of local, county, or state government? Here again the political scientist finds that curious aloofness on the part of the librarian, that rather curious desire for independence which he found in the case of taxation, and he finds that the librarian does not want to be associated with or contaminated by government. We know, as librarians, the reasons for that, but our reasons again are somewhat likely to meet with scant approval on the part of the

theoretical political scientist.

Let us ask this question frankly: Is it not strange, is it not curious, that an institution like the public library, a democratic institution if there ever was one, should seem to be so afraid of democracy in its legally organized form? Certainly the political scientist will ask that question. It may be that the library can afford to devote less time to maintaining this differential and preferential position in the governmental structure and put more time on developing behind it a feeling of the weight of public opinion which will endorse it.

Another very important practical point which was mentioned by Dr. Tolman in his introductory remarks is the expansion today of the units of governmental service. In my opinion I do not think there is any more significant or important or interesting movement on foot in these days. In every state, almost, there is some commission or some committee or some body which is studying the question of the reorganization of local government. In the state of Michigan, for instance, within a week or two there will be published a very important document on that subject analyzing the structure of local government completely, and it seems to me that the library world is not particularly well placed at the present moment to meet this demand for large units of library service, enlarged units of governmental service, either by reason of the existing laws or by reason of the interest of librarians themselves in this important matter. It is true, of course, that we do have county library



laws in almost every state, but the county library is by no means a complete solution of this problem. In fact, I think perhaps undue insistence on the word "county" has perhaps hindered the type of development we ought to have.

Furthermore, I think the average librarian has been rather selfish in a good many of these matters. Perhaps I should not use the word "selfish"; I should say he has been so absorbed in the interests of his own library that he has forgotten the possibilities of his neighbor and has neglected the possibility of expanded service in larger units. The matter of governmental reorganization is coming. It is a vital matter; the library must put itself in line. The truth is that from the administrative point of view the average public library today is a unit so small, so weak, so incomplete in its service, that it is not efficient. We used to hear that the unit was a unit of \$4,000 a year income. Of course those days are gone forever. Such a unit is so small that it is not efficient, yet individual libraries, in a great many communities, as small as that, and in some cases larger than that, are struggling to maintain independence when it would be far better for them if they allowed themselves to be absorbed.

And so it seems to me that the future definitely shows that there will be room for a great deal of unselfishness, room for the abandonment of a good deal of personal ambition by the library in this connection.

In conclusion you can see, obviously, that there

seem to be a number of conflicts between the governmental experts and the traditional point of view of the librarian. I am not pessimistic, however, with reference to the possibility of the reconciliation in large measure of these divergent points of view. I think examination and study will, in many cases, show that it is possible to reconcile these divergencies and to produce a result likely to be more satisfactory than anything we have thought of, and I think, in the last analysis, that when we come to check up whether or not the library is a proper function of local government it will be found that it is, and, as Professor Bailey said, it will be found that it probably will have a better day than seems possible in these evil days in which we are living. (Applause)

PRESIDENT LYDENBERG: There is no need, Mr. Joeckel, to fail to thank you for your questions, to make emphatic that every one of us with ideals welcomes honest questions and, from the day that Socrates walked in the market place and asked questions of everyone he saw, down to the very last minute when the questions are being asked at the various association meetings throughout the country, I am sure every one of us will feel grateful for those questions and grateful for the opportunity of repeating those questions to himself.

With the definition of this problem as Dr. Tolman gave it, with the introduction as Professor Bailey and Professor Joeckel gave it, the topic is now before us for consideration. We hope that a very free, honest, unhesitating response and



comment, may be developed from the floor. To aid in that, without any desire to form it, we have asked Mr. Gallagher, of Chicago, Miss Countryman, and Mr. Ranck to open, each with a self-denying altruistic willingness, agreeing to limit himself to five minutes, and we hope that the rest of you who follow will likewise follow in point of limitation.

We are going to ask one thing more, that when you rise to speak you announce your name and your library. These three names first mentioned certainly need no introduction to this audience, but I will now throw the meeting open to discussion and ask our three friends to open as the spirit moves them.

MR. MICHAEL F. GALLAGHER (Chicago, Ill.): I fear that our meeting of the Trustees' Section this afternoon will be in the nature of an anti-climax, because the vital essential questions before the Trustees have been so ably discussed here this morning. Those questions, as I conceive them, are, "Is library service--public library service--a proper and essential function of government?" and, "Should libraries, through this depression, be adequately supported from public funds?"

I speak as a trustee and naturally take the point of view of the businessman. Now, while the demands today on railroads and factories and public utilities are constantly lessening, the demands on public libraries are increasing. Business was never better; trade is flourishing. Public libraries today are experiencing something in the nature of a boom, a great inflation. This demand emanates from the people. Libraries do

not exist for themselves; they exist to serve the people, and it is self-evident that the people of the community want the library to continue, are making demands for its service. Could there be a more conclusive reason why the government should, therefore, generously support the library?

The last speaker raised some very interesting questions from the point of view of a trustee, especially a trustee in Illinois, and those questions are with regard to the validity or propriety of a separate tax rate for public libraries and whether public libraries should continue to be the separate and completely operating units as they now exist. I can not speak with very great reflection on those questions, but it occurs to me that they are of serious and fundamental importance. Traditionally and historically the library has been, while a department of the city, a separate institution. In recognition of its service it has had its own building apart from the city hall. Its own statute governs its work and function; it has its own self-constituted organization. It has its own separate Board of Trustees. These have always appeared as fundamental in a library organization, and whether any movement should be looked upon with favor that would destroy that separate unit organization, that separate tax rate, and that complete self-control of the libraries as they now exist--whether they should be merged, in other words, with a centralized city or county government, strikes me as a matter that we should very carefully study before coming to any conclusion.



The question of taxation in its connection with libraries, under present conditions, is one of great importance, but I think everyone interested in libraries can be fortified by the fact that the libraries have never participated in the extravagant appropriations of public funds during periods of prosperity. From 1925 to 1929 in Illinois, during four very prosperous years, the expenditure for public libraries from taxes increased in this state \$810,000, but in 1929 thirty-eight more libraries reported than in 1925, and the circulation of books in Illinois increased over 6,000,000, so that it is evident that during prosperity, when there was such an orgy of public expenditures, public libraries did not participate in it. They were held down to their legal income, to their limited economy. They had to operate within the fixed tax rate and the revenues derived from that tax rate, and it strikes me that that is a most cogent argument why public libraries, in this period of depression, should not be singled out for severe economies.

But a greater argument than that, it seems to me, is the fact that today there is such a demand on libraries by the people, by the taxpayers, by the citizens, which must be met if public needs are to be satisfied.

Coming to the fundamental question as to whether libraries are a proper and essential function of government we can go back as far as the state of New York and find, in the constitution of our states declarations in favor of public libraries. Over one hundred years ago such declarations were in

state constitutions. This is a democratic government. It can not function, it can not survive, without the self-education of its citizens. So, could anything be nearer the essence of a government function, more essential, than providing that means of self-education which the library furnishes? (Applause)

PRESIDENT LYDENBERG: Let me thank Mr. Gallagher for his remarks, for his naming himself, and for his loyal five-minute limitation. Now may the others follow him in that respect?

MR. SAMUEL H. RANOK (Grand Rapids, Mich.): The Chair has already announced my name, but it is Ranck, from Grand Rapids.

I would like to remind you here that in nearly every state, so far as I know every state, of this country education has been regarded as a matter of state rather than primarily local concern, and in many of the constitutions of our states the local government is separated from educational affairs. In most of our states, and particularly in the state which I represent today, Michigan, provision for libraries was put in the constitution as early as 1835, the first constitution drafted by that state, as part of the educational function, and that is one reason, I think, why there have been those tax limitations to which reference has been made, because we know from sad experience that before libraries were well established in the community the city hall authorities who had no idea of what the library work meant cut them off and strangled the institution



over night. I might cite many instances of that.

After all, what is education? What is the business of a library as an educational institution? I like to think of a public library not primarily as an institution for the circulation of books but as an institution for the dissemination of vital ideas to the people of that community, for after all, it isn't books--inanimate things--but it is ideas that are the moving forces of the world and of society. Ideas make over people and, they make over communities, and it is these things that we want to keep in mind.

I think we may regard the public library as an institution of enlightened cooperation on the part of the people to disseminate ideas widely among the people of the city, the county, or the state. Just think of the small cost! We have heard something about a dollar per capita in this organization for the last eleven years. Miss Tyler smiles at that. That means (and most of the libraries have less) that library service, books and periodicals, in libraries that have a circulation of ten or more per capita of population, served (and that includes babies who can't read or write) books, periodicals and various other things for less than half the cost of many of our novels for a whole year. I call that enlightened cooperation.

Reference has been made here to the overlapping of government and the cost of small units of government. I should like to throw out some concrete figures. I like to think concretely about some of these things and just what they mean.

In Michigan we have a number of counties with less than 2,000 population, with a whole set of officers from the sheriff and other things down. In Kent County, my county, there are 241 treasurers of public funds. The city of Grand Rapids collects in county and state taxes about eighty per cent of the total and there is one treasurer for that group, and there are 240 treasurers for the other groups in that county. That is the sort of thing that is going on all over the state, and the reference made to the wastefulness and the extravagance of that kind of organization is a very pertinent one.

Then, what are we doing about the kind of books we are circulating? We have made a fetish of numbers in circulation. In the last few years I have had some interesting correspondence with Professor Monroe, of Harvard, calling attention to some omissions, as I conceived it, from his reference to libraries or misunderstanding in books, and I am now in correspondence with Professor Pitkin, of Columbia School of Journalism. He said in his last letter to me, "The trouble with public libraries is that they are appealing only to the juvenile mind." I do not agree with him on that, but that is the opinion of a man of influence and importance in the opinion-making bodies of this country. He was citing some instances. He said, "What difference does it make to the community to circulate a couple hundred thousand books of Hollywood love or the mystery stories, or that sort of thing?" What difference does it make? It may make some difference in the divorce court proceedings,



but what vital influence does that have on the life of the community?

Then one thing more, before I close, as an illustration. Some years ago the representative of one of the great international investment banking houses of this country, which has branches in many of our cities, came to me and said, "You fellows up here at the library are losing a great opportunity. You might save several times to the people of this town the cost of the library every year if you put in something that would help people to learn how to invest their money. The money that has been lost in bad investments (and this was before 1929 and before the fall of Midwest Securities) is appalling. They don't believe us, but if you had an intelligent person trained in economics and finance at the University of Michigan to help you and to head up that department, it would save a great deal of money."

As a result of that we put in Moody's and Poor's and a lot of those things, and the way those things are being used! We have to go beyond the idea that a library service is to be measured simply in terms of the number of novels it circulates. (Applause)

MISS GRATIA COUNTRYMAN (Minneapolis, Minn.): Mr. Chairman: I sat up until late last night putting my ideas down and I don't propose to lose them. I think it is a great and a new experience to the librarians to hear an outsider say that we need inflation. We knew that all the time and it comes with a

refreshing feeling to me to have outsiders say it.

I am not going to talk from the political side or give figures or sociological deductions. You have had all those and you would not expect them from me anyway. All of us here are fairly agreed that tax reduction is necessary, and especially we who live in the agricultural states. We are reminded of it constantly. But we also are agreed that the present drastic sweep is frenzied and I think we are agreed that our budgets should be scanned, and that not a single dollar should be spent by any public agency that it would not spend if the institution were the private property of the Governing Board. We are willing to live, as others are doing, on shortened rations.

But I think where the rub comes is that the springs of life can be dried up by underfeeding and growth can be arrested. The great agencies are suddenly being asked to dry up the springs which fed the social, educational, and spiritual life of this nation, which after all are the measures of real prosperity and happiness of the nation.

I have been recently reading with considerable interest President Coffman's report to the Regents of the University of Minnesota, and everything he says about his university applies equally well to libraries. I should like to quote some of his exact sentences: "There are two kinds of deficits, one financial and the other social. One is a matter of balance sheets and the other is a deficit in the life and the opportu-



ities of the people." And again he says, "It is a wise and courageous people which dares to build a democracy in which the training of youth does not fluctuate up and down with every shift of the stock market," and he asks, "Shall we surrender to this depression our spiritual vision, our intellectual outlook, and the social hopes for the youth of this generation?" In other words, shall we accept the paralyzing cuts which are threatening the hopes of some of our libraries--almost their very existence in some cases?

We all know that the cost of constructive agencies has been enormous, and it is perhaps no wonder that this large sum has attracted the attention of a well-organized and sudden movement for tax reductions, but however large it seems, John Erskine declares, in a recent article, that it is not too great for the result, that there is no measure of the cost of being civilized. We believe that civilization is on the march and that, regardless of whether there are big ups and downs occasionally, as there are now, it is permanently on the march.

President Coffman also reminds us that it is in the course of great business depressions that we test our intelligence and inventory our convictions, that during and immediately following other great economic depressions there has been a gradual educational reawakening. We know in the library movement that soon after the severe crisis of 1873 the American Library Association was organized. Out of the chaos of other depressions has always risen a firmer foundation for the future.

I believe that history will repeat itself and that, following this crisis, there will come a period of unprecedented library growth just because we are being examined, investigated, and studied as we never have been before. But it won't come by surrender to the situation; it will come by looking forward to the new day and working unceasingly toward it.

Professor Tolman's paper, which we were asked to discuss and which you will read in next month's "Bulletin," contains some very fine paragraphs at the close. This paragraph I especially wanted to discuss. He says, "Librarians are in a detached, impartial position and may well serve as a rallying center for many groups and individuals. Librarians should issue an invitation for a discussion of a well-considered platform on which all associations and groups can agree and unite to continue the eternal service and immortal values of a worthy civilization."

Oh, it seems to me that Mr. Tolman's paper is a challenge to action. What we can not do alone as one of the social organizations to maintain the things we value we can perhaps do in conjunction with other similar organizations. We can not spend much time deploring our situation and we can not sit in watchful and resentful waiting, else, when the shouting and tumult die, where will we be?

To quote again from President Coffman, clearly this is a time when a frenzied and unreasoned appeal should be replaced by constructive programs. We need a program; that has been suggested here before. We need a platform. Mr. Tolman's



suggestion of concerted action among the educational and cultural agencies looks to me like the beginning of a constructive program.

We have no apologies to make for waste and extravagance. We have no apologies to make for the self-sacrifice and the labor which we have put into our institutions, and I believe we must and can demonstrate specifically and convincingly the economy which we have practiced and the value of our service. We have a good case and we can not wait too long. The years are passing for our young people and we can not restore lost years to youth. We are told that 300,000 youths, young boys of high school age, are out on the road begging their way from city to city, becoming vagrants. One gentleman told me that the men were calling this "the lost generation," and this lost generation may cost the nation more than all the taxes involved in the trimming from the social agencies.

There is a tomorrow and there are many thoughtful citizens, growing in number constantly, thinking of that tomorrow and stressing the need of sustained support of the social agencies. To mobilize such sentiment, to do some constructive planning together, or, in Mr. Tolman's words, to take the field in the defense of the things of the spirit and the cultural services of the government seems to me to be our next forward step. (Applause)

PRESIDENT LYDENBERG: The meeting is in your hands.

MR. GEORGE A. DEVENEAU (Secretary, Governor's Unemployment Committee, Chicago, Ill.): As one of your Association members and one who has been on the firing line of our nation's problems for the last sixteen months with President Hoover's Unemployment Commission, I want to bring a few realistic facts to you and make a few suggestions to you as librarians which may be helpful in this particular emergency. There has been, in the lifetime of all of us, no emergency that quite equalled this in its ultimate significance to the cultural and economic life of the nation. Let me illustrate by stating that out of 1,500,000 gainfully employed in 1930 in the city of Chicago there are 800,000 now out of employment--facts that are too terrible to get into the press. There are 175,000 heads of families in the city of Chicago alone that are on relief.

Perhaps in view of that fact and the realization that unemployment throughout the nation is 14,000,000, and that technocracy, with statistics that no one has yet been able to knock down, predicts 24,000,000 out of employment within sixteen months, you may realize that there is very definite opportunity for the cutting of your library budgets. But that is not the fact that I want to suggest to you. This unparalleled economic depression brings about definite demands on the cultural agencies in our society and offers to the libraries of the nation an unparalleled opportunity to show that in adult education they are the primary effective social factor.

We are going through a series of economic and



social changes that will demand the very utmost of intelligent citizenship. You, as librarians, have the opportunity to place in the hands of your intelligent people the books which are going to enable them to think straight and to think effectively.

Secondly, the reason this machine age has not been serious before this has been not only the ingenuity of men inventing machines but the ingenuity of men in discovering occupations. Over seventy per cent of our employed in 1929 were in other than the so-called essential industries of manufacturing, mining, and farming. That seventy per cent is very likely to increase, consequently there is a greater interest in new vocations and new vocational opportunities than there ever has been.

Third, there is doubtless going to be a new leisure, a thirty-hour week, and if that does not represent to you men and women a superb opportunity for new service I do not know what could. With a thirty-hour week the problem of leisure is going to be a serious one for the nation and in that problem the libraries can offer a very definite contribution. (Applause)

MR. SIDNEY B. MITCHELL (Berkeley, Cal.): While someone else is thinking of something more valuable to say may I use this moment to express an opinion of agreement? No one doubts, who has been associating with me in recent years, that I have an infinite capacity for disagreeing with people, so that I may be pardoned in this particular instance for again picking out Mr. Joeckel as a person with whom, in this instance at least

I am in perfect agreement?

I am the Director of a school of librarianship training the majority of its students for public library service. I am now faced, under a difficult series of conditions, with the task of presenting to them the function, the platform (to steal Mr. Joeckel's phrase), of the public library. I am faced with the necessity of interpreting to them the task of the public library in the selection of books under the present stress, and when I appeal to my friends in the public libraries I find the utmost variety of opinion not only as to what is the function of the public library but as to what books, under present conditions, should be supplied, and which of these should be given free and which the public should be expected to pay something for.

I therefore appeal to this Association to somehow, in some way, but quickly, define its platform and its policy. (Applause)

PRESIDENT LYDENBERG: If there is no further discussion we will ask Mr. Milam to give some announcement on matters that have come up since the opening of the meeting.

SECRETARY MILAM: Mr. President, I think Mr. Brigham is prepared at this time to present an annuity pageant of some variety.

PRESIDENT LYDENBERG: Mr. Brigham, the Chairman of the committee that has done and is doing such valiant work on annuities and pensions.

MR. HAROLD F. BRIGHAM (Louisville, Ky.): The com-



mittee will wait until tomorrow to present formally the new retirement plan to the Council for christening and launching, and until tomorrow afternoon for an opportunity to discuss the procedure. At this time the committee would like to do two things. I first of all refer to a conference room which we are maintaining on the mezzanine, Room H, immediately above the registration desk. That is for personal interviews of delegates with representatives of the committee and of the Metropolitan Life Insurance Company, which will underwrite the plan. People will be there to consult with you today and for the balance of the week, so feel free to call on them.

I should like, in the second place, to introduce first the members of the committee who are present, so that all may know them and see them either in the conference room or later. Mr. Metcalf (absent). Miss Prouty. Mr. Gilchrist (absent).

Now may I present the representatives of the Metropolitan Life Insurance Company. I will ask them to come to the front of the room so that we may all see them. First is Mr. Davies, representing the New York office of the Metropolitan; Mr. Larson, representing the Chicago office of the Metropolitan, and Mr. Gillis. These three gentlemen are only three of many who have made it possible to obtain the retirement plan which is about to be announced. They have won the perfect confidence of the committee. We commend them to you for these personal interviews.

PRESIDENT LYDENBERG: I declare this meeting adjourned, but before you go let me express once more, on behalf of all of us as librarians, our pleasure, our satisfaction, at knowing we have had so many of our good friends the trustees with us this morning. (Applause)

... The meeting adjourned at twelve-thirty o'clock ...

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## FRIDAY MORNING SESSION

December 30, 1932

The meeting convened at ten-fifteen o'clock, President Harry Miller Lydenberg presiding.

PRESIDENT LYDENBERG: The Council will come to order, if you please.

Our first order of business is a statement from the Committee on Annuities and Pensions. It is a pleasure to turn the floor over to the chairman of that committee, Mr. Brigham. (Applause)

MR. HAROLD F. BRIGHAM: The Committee on Annuities and Pensions is very happy to announce that the A. L. A. retirement plan has been adopted and the committee is presenting it officially to the session at this hour. We hope that this hour may have, in the future, some real historical significance from our point of view.

To go back to the New Orleans meeting, you will remember that the Council took action authorizing the Executive Board to adopt the plan as submitted in general to the Council at that meeting. After the Executive Board had had the approval of the Association's attorneys then the final work of the committee on the details was approved. The Executive Board has since obtained the Association's attorneys' approval and the plan stands adopted, but we feel that we must mention especially that it has been possible to bring the plan to adoption only through the interest of the Carnegie Corporation of New York,

which had faith in the plan sufficient to give us a special grant that enabled us to have a meeting of our entire committee this past September, when we could agree on details and prepare the plan in condition to obtain the Association's attorneys' report.

The Metropolitan Life Insurance Company has been selected by the committee and the Executive Board to underwrite this plan, and it is the feeling of all of us who have been close to the project that the Metropolitan, as the largest insurance company in this country, is best qualified to underwrite such a plan as this by its financial standing and the extent of its organization and the experience it has had over a long period of years in group annuity business.

The work entailed in bringing the annuity plan to the present point goes back over a period of years. It is not a thing that has evolved quickly or in any sense carelessly. Eight years ago the Salaries Committee undertook, within its own organization, to make a study of the subject of annuities for librarians. To Mr. Compton, the Chairman of the Salaries Committee, the present Committee on Annuities and Pensions pays high tribute for his interest and all that he has done in making possible what has since occurred. I see that Mr. Compton has just come into the room and is losing all this that we are saying for his benefit, but personally I would like to pay that tribute to Mr. Compton.

In 1930 President Strohm of the Association ap-



pointed a special committee so that intensive work could be done. In the following year Miss Rathbone recognized that the project was developing to a point where the subject of annuities could be included as one of the three major objectives of the Association administration in that year, and during the present administration of the Association the committee has had such helpful support in all it has done as to make possible the presentation of the plan today.

I will attempt, in general, to outline the provisions of the plan so that all who are here may have some definite understanding of what is offered, and following the presentation of the plan in general there will be a period given to questions from the floor which we will attempt to answer with the help of other members of the committee and with the help of representatives of the Metropolitan who are here.

We should say at the beginning that the chief purpose of the A. L. A. retirement plan is to provide for retirement exclusively. We have made every effort to steer clear of entangling alliances which would complicate the issue. It has been the conviction of the committee that the retirement problem alone is sufficiently important to warrant our exclusive attention at the present time, and to that end we have confined our efforts, to provide a retirement plan. In our purposes we have also held foremost that of obtaining a retirement plan which will benefit all types of libraries and all sizes of libraries and all classes of librarians. It is an all-inclusive

plan, and benefits even the smaller libraries. We are particularly proud of the fact that that can be said today because at first it seemed that, as usual, the small library would have to be left out, but the small libraries are all included and we should say, too, that the plan is distinctly a librarians' retirement plan. It is the A. L. A. plan, distinctly, not simply an annuity contract underwritten by the Metropolitan Life Insurance Company.

I think it is safe to say in the hearings of representatives of the Metropolitan that they could not recognize the A. L. A. retirement plan as simply a standard Metropolitan annuity contract. It has been devised to meet the needs of librarians and adapted to the requirements and problems of librarians, and we hope it will always be referred to as the A. L. A. retirement plan.

The plan, in general, is a two-fold proposition offering annuities to librarians on either the employe-pay-all basis or on what is known as the contributory basis. In the first place, the employe-pay-all plan means that the librarian pays the entire costs of the annuities purchased. The contributory plan means that the library, as employer, joins with the librarians of that library in sharing the costs of buying the annuities. It is the hope of the committee, and the definite intention of the committee, that the contributory plan, in which the library shares the costs with the employes, will be the predominating plan, ultimately. It is realized that with financial



conditions today as they are probably very few libraries will be able to join the plan on the contributory basis, but we still hold that up as the chief objective of the whole plan and recognize that under present conditions it may be expected that the employe-pay-all plan will be the one that may be most generally adopted for the next few years.

It is expected that if a library staff joins the plan on the employe-pay-all basis this will be an entering wedge to bring the library into the plan later on the contributory basis.

The things I will say next will have to do with the employes' part of the plan without regard to the library's sharing in the cost. The employes' part of the plan will be the same whether it is on the employe-pay-all basis or the contributory basis, so please remember that the details I am about to go into refer to both parts of the general plan.

First, as to eligibility, any person engaged in library work for a period of three years is eligible to enter the retirement plan. The reason for the waiting period is to eliminate from the plan people who may drop out very quickly and involve a lot of work that would be costly without helping at all to promote the purposes of the retirement plan. Those who are eligible will include members of a library staff, of an institution which is an institutional member, or members of the Association who are really engaged in library work, and employees of the headquarters staff or the headquarters of the A. L. A.,



rather. There are a number of questions about eligibility that the committee admits are not yet entirely settled, but there will be precedent established as we go along and we expect to have even those kind of details very quickly settled.

Next, as to retirement age, the normal retirement age will be sixty-five. There are provisions in the plan whereby a participant may retire at an earlier age providing they have been contributing in the plan for at least ten years. There are provisions also for retirement after age sixty-five with the consent of the library administration, and of course those who retire after sixty-five will receive a larger annuity and those who retire before must necessarily receive a smaller amount.

Next, as to contributions, the normal contribution of the employee is five per cent of salary according to a salary schedule included in the plan, and I should have mentioned that the provisions of the plan have already been drawn up in this printed booklet which is available for distribution both in our conference room above the registration desk and this afternoon at the meeting. The contributions are five per cent of salary with a \$3 a month minimum. It would work this way, that a staff member with a salary of less than \$70 a month would pay the minimum of \$3 a month, and a staff member with a salary of from \$70 up to but less than \$90 a month would pay \$4, and the staff member with a salary of more than \$90 up to and less than \$110 a month would pay \$5 a month. That will give you an idea of the amount involved in the lower salary ranges.



It is possible, as salaries change, for the contribution of the employe to change accordingly. Changes must be made only once a year. It will be necessary for all contributions to be made through the employing library or, if necessary, through some other organization. It must be emphasized that individuals can not pay their contributions directly to the Metropolitan or to the A. L. A. It must be done as a library matter and it is planned that the contributions should be sent in as salary deductions by the library. That is quite necessary in order to keep the costs of administering the plan down to a minimum. In the case of at least one state, where it is illegal to make salary deductions, we have included a provision whereby the staff of a library may organize into a staff association and let that association serve in the place of the employer to send in the contributions of that staff in bulk.

The plan provides for additional contributions. That is, if a librarian has a nice nest egg which he wants to put into the retirement plan, looking to the future, that may be done in a lump sum so that it will earn a larger annuity at age sixty-five. It is also possible for a person to contribute more than five per cent by simply declaring in the regular way the amount that that librarian intends to contribute.

The amount of the annuity to be provided by these contributions will depend on the age of entry of an individual into the plan, on the sex of the individual, and on the amount of the contributions. The whole plan has been set up on a sound

actuarial basis so that the annuity will be absolutely guaranteed, and the guarantee is based on special group annuity rates. This is one of the chief advantages of the entire plan. The plan makes available to the library profession annuities that can not be purchased on the retail basis by individuals simply because this is a group plan that offers low group rates.

The plan provides options for librarians who have dependents to consider. They can take a smaller annuity, for example, and provide that half of that annuity will continue to a named dependent for the life of the dependent after the librarian himself has died, and it is possible to take a still smaller annuity which will continue in the same amount to the dependent of the librarian after the librarian's death.

Next, as to withdrawal. The plan provides for the withdrawal of any librarian from the plan for any reason. In case of withdrawal the librarian has three options. He may take a cash settlement, and that cash settlement is the amount of the librarian's own contribution to the plan. If the withdrawal takes place in the early years, within the first five years, there is a small surrender charge; in other words, in the first year, if the withdrawal took place in the first year, the librarian would receive ninety per cent of his total contributions into the plan; if in the second year, ninety-two per cent; if in the third year, ninety-four per cent; and in the sixth year he would receive the full one hundred per cent. It is important to note that the withdrawal provisions or the cash surrender value



in this plan are much more generous during these early years than the ordinary cash surrender value of other kinds of individual annuity contracts.

In place of the cash surrender value the librarian may choose between these two other options; that is, he could leave in the plan the amount of money that had been contributed to date and simply take a paid-up annuity which would be effective at age sixty-five, making no further contributions. Or, the librarian could continue paying at the same rate and continue to build up his own retirement annuity. That is another special feature of this plan. That means that if a librarian once enters and should leave the profession he can still continue paying on his annuity contract at the same low group rate, even though he may later leave the profession.

We should say a word here about the cash surrender value. This is refunded without interest and the committee had a very long and hard debate on that point. The result in a choice of a cash surrender value without interest represents the combined best judgment of the committee. By that provision it is possible to provide a maximum annuity and yet at the same time to provide a reasonable settlement in favor of the people who may withdraw. The emphasis throughout has been on what we call permanent savings for the definite benefit of old age and not on immediate savings that might or might not be justified. We are not interested in immediate savings that may mean the accumulation of funds with interest. We are interested in provid-

ing for retirement and by providing cash surrender without interest we have a maximum retiring annuity.

There is provision in the plan for transfer from library to library, which is another distinct library feature. That is, a person once in, even though he may transfer to another library, can continue, and it is possible and will be increasingly possible for a librarian who leaves a library on the employe-pay-all basis to enter a library which is on the contributory basis and have not only the benefits of all contributions previously made but also the benefit of the library's contributions in the new library transferred to.

There is, finally, provision for death benefit. That is, the librarian will receive, in case of death (or the librarian's dependents will receive), the total amount of the librarian's contributions, again without interest, but it is the total amount without any surrender charge. If death should occur before retirement the total contributions are returned, but if death should occur after retirement the beneficiaries of the librarian will receive the difference between those total contributions of the librarian and the total annuities that have been paid up to the time of death.

So much for the general provisions of the employe-pay-all plan. We can summarize much more briefly the provisions of the contributory plan; that is, the plan under which the library pays part of the costs. Under eligibility we would stress the fact that the library makes its own eligibility rules



and they may be as liberal as the library desires. They may include the building maintenance force as well as the professional staff and the clerical staff, because after all, in the committee's judgment, the janitors are as much a part of the library's retirement problem as the professional staff. Of course, when a library adopts a plan, entry of staff members must be on an optional basis. It can not be compulsory, but it is the hope and the intention of the committee--and I want to stress this emphatically--that every library which enters the plan at least on the contributory basis will make membership in the plan compulsory on the part of all future new employees. In other words, if a library is to get, itself, the benefit of the plan as an economic and social advantage it must look forward to the day when its entire staff will be included and it can make entry into the plan a condition of employment for all future new employees.

The library's contributions under the contributory plan are four per cent of the salary of the employer rather than five per cent, but it is important to note that this smaller contribution of the library will yield approximately the same annuity as that purchased by the five per cent contribution of the staff member. This is because the library's rate includes in its reckoning the death provision; that is, when the person dies the library does not receive the contributions it has made as a refund. Those are left in the plan and therefore it is possible for the library's four per cent contribution to yield

an annuity equal to that of the annuity provided by the employees' five per cent contribution.

The next point is past service, and this is an important consideration for a library entering on the contributory basis, because the library has this special obligation to provide for present older employees. The older employees presumably can not purchase their own annuity for past years of service, therefore the library is under obligation to make some provision as far as possible. Personally (and on this point I am speaking only personally) it seems to me that it would be much better for a library to enter the plan today even though it could not make any contribution for the past service of present employees, because then it could at least end the accumulating obligation for past service. It would cut off the provision it must make some day for past service so that it affects only the present older employees, and it may be that later the library could make some special contribution into the plan to provide for these present older employees.

The plan provides many ways for a library to take care of past service obligations. It can be done on a very moderate basis or it can be done on a generous basis, according to the convenience and the financial condition of the library, and it can be arranged so that payments are also convenient and according to the library's condition.

Under withdrawal in the contributory plan it must be noted that the library's contribution is, on behalf of any



employe, to remain to the credit of the employe. In other words, the employe has received this benefit from the library's contributions as something equivalent to additional pay and therefore it is the committee's feeling that that credit for the library's contribution should go with an employe when he transfers to another library.

That benefit, however, does not go in cash. It goes only in the form of a paid-up annuity. Again we are emphasizing the retirement feature of the plan. In case of transfer the library's contributions are retained by the employe in the form of a paid-up annuity available at age sixty-five as a life annuity.

When a librarian makes provision for dependents this involves only the librarian's own contributions. If Mr. Davies is here I will ask him to check me on that. In case of the option where an employe wants to provide for a dependent, does that reduced annuity apply only to his own contributions, or does it include also the library's contributions?

MR. DAVIES: Only the librarian's contributions as the plan is now drawn, but it may, at the request of the library, also apply to the library's part.

MR. BRIGHAM: But in case of the death of an individual we do know that only the librarian's own contributions are refunded to the beneficiary of the librarian, and in case of the library's contributions as employer they do not even come back to the library, as I noted before. So much for the

provisions of the contributory plan.

May we now mention just these two or three points in conclusion, before we have questions from the floor: Many librarians, we find, do have their own individual annuity contracts now and there are a few library groups that may have them. We make the point that nothing in the A. L. A. retirement plan is to be construed as implying that any existing annuity contract should be scrapped in favor of the A. L. A. retirement plan. It is realized that many of those individual contracts have special features--life insurance features, disability features, double indemnity features, and cash values--that are so great that it would be unreasonable to discontinue or to scrap them, but there are some cases where it would be an advantage to at least consider the merits of the A. L. A. plan by comparison with an already existing plan. In that case, again, we urge that nothing be done until the agent of the company from whom the original contract was secured has been consulted.

This A. L. A. retirement plan will be effective and in actual operation when at least two hundred librarians from at least ten libraries have signified their intention and readiness to enter. We have every reason to believe, from the conferences we have already had in the room upstairs, that we will have that number within the next thirty days.

The last point I mention has to do with the legal question. The committee has realized from the beginning that



some libraries will be unable to enter the plan because of legal restrictions, either due to local ordinances or to state laws. We are now taking steps to obtain from all state library extension agencies a legal opinion on two points; that is, whether a library may enter the plan on the employee-pay-all basis and legally put into effect the salary deduction arrangement (we are told that that can not be done legally in California, for instance); secondly, a legal opinion on whether a library, a public library at least, can legally use its general income to pay into a retirement plan of this nature for the benefit of its employees. Those two points will have to be looked into. We will get opinions and it may be, in time, that we will have to draft some standard law which would be applicable in all states. That question is under way.

Before we go into the question period, inviting questions from the floor, may we urge that all hasty judgment on the A. L. A. retirement plan be avoided. I think it was in the last number of the "Bulletin" that we saw something by Newton Baker about suspended judgment. It seems to me that that might apply here, because there are still a few questions--at least a few--that have not been settled, and there are so many possibilities of misinformation as you hear about the plan from another librarian who does not know exactly what the provisions are. And so we urge that you obtain your information from the most reliable sources and even then get a check on something that you are in doubt about or that seems unreasonable or unacceptable

to you. Then we will be able to launch the plan with the best advantages possible.

May I just take a minute to introduce again the representatives of the Metropolitan, so that they may join in the discussion to follow and so that they will be known; Mr. Davies, from New York, who has just spoken, and Mr. Larson. The other men are not here now.

Mr. President, we would invite questions.

(Applause),

PRESIDENT LYDENBERG: I am sure I voice the feeling of all when I express our appreciation of the work of this committee. So far as the present administration is concerned, I feel that we ought to inscribe high here the sentiment that others have planted and cultivated and we have reaped. We do appreciate what the committee has done; we do appreciate the realization and the support of its work given by the preceding administrations, and now it is a pleasure to say that here is an opportunity for each of us to settle our questions, to answer our doubts, and to get our information in a way that has not been possible before.

The meeting is yours.

MR. E. R. PERRY (Los Angeles, Cal.): Mr. Brigham has stated, as I understood it, that it would not be legal to make deductions from payrolls in California libraries. I do not see how he could know that that would apply to all California cities; that is, in the case of Los Angeles I think it would be



necessary to get an opinion from the city attorney of Los Angeles. Has that been done, Mr. Brigham?

MR. BRIGHAM: We were told by Mr. Kaiser that the state law would prohibit deductions from salaries.

MR. PERRY: I do not think the state law would necessarily apply in charter government cities.

MR. BRIGHAM: We hope you may prove that and let us know about it.

SECRETARY MILAM: The important thing, however, is that the contract makes a provision that will not keep any California library staff out, even if the worst interpretation is maintained.

MR. BRIGHAM: The question has been raised as to whether it applies to Canadian libraries. We have, from the beginning, hoped and assumed that it would, but only when I arrived at the meeting here did I have a letter from Mr. Sykes in which he states that it seems impossible to hope for the inclusion of Canadian libraries because of some special problems peculiar to Canada. I have no other information. Maybe Dr. Locke can explain that.

DR. GEORGE LOCKE (Toronto, Ont.): I fancy that what will happen with us is that if librarians are included in a pension it will be under a Provincial Pension Act, which takes in teachers, because the tendency has been to put the libraries on the same basis as schools all the way through. The teacher has a preferred position in Ontario. The teachers pretty nearly

own the place and we would like to get along side of them. What Ontario does the rest of Canada more or less follows, but there is not great unanimity on the part of my people for a pension. My people, except for the Chief Librarian, are quite young people and they look forward to other spheres. I have no other sphere.

MR. BRIGHAM: But may it not be hoped that the plan would be acceptable to university and college libraries; that is, private university and college libraries, and special libraries, in Canada?

DR. LOCKE: I hardly know what to say about that. The university librarian in Canada (I am speaking now as the Chairman of the Senate of the University) is on the basis of a professor or associate professor or assistant professor, and therefore comes on the pension himself. As for the others, except in the case of McGill and Toronto, I suppose there has been no pressing question, because our universities and colleges are rather small from the library point of view. I do think it would be a wise thing to have the question discussed by the colleges and universities in Canada so as to bring them closer to the A. L. A., because that has been my objective--to have them take an interest in what we are doing over here and to more or less ally themselves with it.

It has always been difficult to get college and university libraries to take an active interest in things of that kind, especially if the public takes an active interest.



We have to bring them up gradually .

MISS ADAH FRANCES WHITCOMB (Chicago, Ill.): How about libraries that are already contributing to plans?

MR. BRIGHAM: Those libraries that have their own group pension fund may consider the plan by comparison with their present plan, or we have thought of the possibility of considering the A. L. A. plan as a supplementary plan if their own is inadequate.

PRESIDENT LYDENBERG: Mr. Brigham, if a question of sex is happily detached we may come, if we come into the plan, where we aspire to a change in our marital condition, and if that change does take place we are not thereby estopped from continuing our contribution. Is that right?

MR. BRIGHAM: That is just right.

PRESIDENT LYDENBERG: Irrespective of whether we used to vote before a certain amendment or after?

MR. BRIGHAM: The withdrawal provisions would apply in the case of a librarian who married. She might take the cash value of her own contributions, or might stop paying but leave her contributions in to receive the annuity as a paid-up annuity at age sixty-five, or she might continue paying and get the larger annuity at age sixty-five.

PRESIDENT LYDENBERG: And they might pass it on either to husband or wife?

MR. BRIGHAM: Yes.

There is an answer to that question

of libraries where many of the staff are young, because the younger one comes into the plan the very much greater the returns are. It seems to me that it is part of the education of library staffs that the heads of libraries should start a plan of that kind as early as possible, particularly because in this plan the withdrawal benefits are large, larger than in other plans, so that there is a good benefit for those who do withdraw as well as a very great benefit for those who continue.

PRESIDENT LYDENBERG: Let me explain that the segregation of Council members from non-Council members does not imply any disinclination to receive queries from non-Council members. It is open; this is your chance to get your questions answered as never before, no matter where you sit.

MISS MARY ELIZABETH DOWNEY (Chautaugua, N. Y.): I should like to ask whether there is a tendency on the part of those who pay toward annuities (the organizations) to reduce the salaries of their employes to the extent of the annuity being paid, so that the beneficiary pays all of the contribution rather than only a part.

MR. BRIGHAM: As I understand the question, the contributions are deducted from present salary. I look on that in the opposite way, that some time the library will definitely increase salaries to provide for the contributions into the plan, but in no case will the employe have a reduced salary because the deductions will be based on the salary he is now receiving.



MISS DOWNEY: Would there be any tendency toward that, however?

MR. DAVIES: I might say that Dr. Pritchard, of the Carnegie Foundation, before he retired from the Carnegie, issued a very fine pamphlet (his own personal work) on "The Philosophy of Pensions" (retirement plans to us), and in that work he does indicate a feeling, not based on fact and admittedly not based on fact, that sooner or later salary scales will be adjusted by employers so that the personnel, the beneficiaries of the retirement benefits, will in fact be paying all of the cost of retirement plans. That is an extreme position and it has not been published, I think, anywhere else, including the literature in the British Isles on the subject.

The experiences here in this country today are contrariwise. There is more the feeling that the employer should, indeed, pay, over and above any other compensation, retirement allowances. The striking illustration is the fact that the Bowery Savings Bank, in the city of New York, the largest savings bank in the country, actually did increase its employees' salaries by the amount of their contribution, so that as a matter of cold fact this cooperative plan, so called by the Bowery Savings Bank, insured with the Metropolitan Life Insurance Company, is fully paid for by the employer, and the employees have had an unknown, unrecognized salary increase.

MR. RANCK: As some of you know, the salaries of librarians as well as other public employees have been cut very

seriously in the last year or two, and 1933 is still a problem with many libraries. In some cases there are libraries where the salaries have been cut fifty per cent and more. What would happen in that case, say where the librarian gets a salary of \$1,200 a year and the city authorities, even outside the Library Board, as has been done in some cases, or quite a number of cases, in order that the library may get any budget at all insists that all salaries be cut by a certain amount. Then the salary of the person who got \$1,200 this year next year would be cut to \$600 a year. How would that affect the payment?

MR. BRIGHAM: That would mean that the contribution of the employee would be reduced proportionately. The five per cent would still apply to the amount they actually receive. That change can be made every year, if necessary.

MR. RANCK: Would it reduce the total amount of the benefit?

MR. BRIGHAM: Necessarily.

SECRETARY MILAM: Mr. Brigham, is it not appropriate to answer the question implied in Mr. Ranck's statement concerning guaranteed benefits? What do you mean by saying that there is a guaranteed annuity?

MR. BRIGHAM: I could attempt to answer that, but I would prefer to have Mr. Davies do so.

MR. DAVIES: The publications on this plan all presume a continued contribution from any given starting age up to retirement age. That is for simplicity only. It is easier



for you to imagine yourself continuing at your present pay and pay, say, five or seven or eight dollars a month regularly in the future with that basic assumption--look at a table and read off the amount of income that you may expect for yourself per month for life after age sixty-five. As a matter of fact, every year's transactions is a completed transaction unto itself. Every twelve-month period that you complete a payment of \$5 a month actually buys a little bit of retirement annuity and that is put up on a shelf where nobody can touch it. Old Man Compound Interest goes to work on that while you continue or discontinue or change for the next twelve-month period. Each twelve months there is a completed transaction.

That is my own homely way of thinking of this thing. It is actually, technically, actuarially the way it is done in group annuities. That is not quite so true in individual annuities, and I think that is the best answer that I could give to the question that has been raised, plus the fact that the basic schedule of rates on which any of you commence now, at age thirty, forty, or twenty-five, is guaranteed by the Metropolitan Life Insurance Company to continue for your full lifetime. There can be no increase in those rates at any time. The only increase, the only loophole that the Metropolitan Life has on the rate schedule as published here is a change with regard to new people entering the plan five years hence.

To me that is rather a strong long-time guaranty and it is a thing that you must have; it has been forced on the

insurance companies by people like yourselves, who want that thing above all else. It must be safe; it may not increase; you must be sure of this thing. Everything is sacrificed, almost, to security, in this plan.

DR. TOLMAN: Mr. President, I wonder if it is possible for a comparison to be made between the actual benefits of the A. L. A. plan as compared, for instance, with the state retirement plan of California or New York, or other states where municipal employes are eligible for membership in the state plan. The statement has been made that the employe's contribution to this plan is five per cent. In California and New York, both I think, about 4.2% is the contribution, with compulsory entrance to the pension plan on entering the service required. The average retirement after thirty-five years of service is about half the final salary of the last three or five years.

Now, in New York State, we are going to be asked very definitely the question as to whether libraries should prefer the A. L. A. plan to the state plan, and how the relative returns in annuities compare. Is any such comparison, in definite terms, available?

MR. DAVIES: No such definite comparison has been made nor will it upon specific request be attempted by the Metropolitan Life, because we obviously must not go into open competition with existing sound, satisfactory plans. Particularly is that statement true with regard to the Teachers Insurance and Annuity Association of the Carnegie Foundation. We would



not, for worlds, be seen competing with the T. I. A. A. We have the greatest admiration and respect for the work they have done for teachers all over the country, and we help and support them all we can.

The question might be carried a bit farther, however. Individual annuities as well as group arrangements conceivably will in your minds be contrasted with this A. L. A. plan. My one urgent plea to you is that you compare apples with apples, and not oranges with apples. Annuities are the most confusing, involved, and difficult things one could imagine, almost, as they are marketed today in various forms, and it is almost impossible to relate some of the plans.

I am thinking in terms of the New York State plan for the moment, to relate that plan to this. A close approximation can be made by an expert, but my suggestion is that you have an expert try it and do not rely too much on a banker's judgment, for instance, to whom you turn on other financial matters. It can be done and it will be done. We suggest that it be done by the authorities of the second part, not the Metropolitan Life but the others to whom you would like to have the relationship refer.

Am I right, Mr. Brigham, in so interpreting the committee's desire and intention?

MR. BRIGHAM: That is going to be a real problem with Dr. Tolman, and therefore he must have a comparison made, but it should be done, not by you but by them.

While I am on my feet may I mention two things that should have been brought out? It is the intention of the committee that the A. L. A. plan shall be available not only to librarians but to institutions which furnish essential services to libraries, such as the Wilson Company, Gaylord, certain library binderies and so on, and certainly also to the faculties of library schools. It is all-inclusive in that way, too.

The second point I might mention has to do with dividends. The plan is a participating plan and dividends will be declared, in the language of Mr. Davies, if and as earned. Dividends apply to our group as librarians primarily, but it has been the purpose of the committee to provide that dividends be returned to participating members in the form of paid-up annuities, that the dividends will not be distributed until the Executive Board of the Association is satisfied that some good can be done by distributing a sufficient sum, and they will be distributed in the form of paid-up annuities so that again the retirement feature will be emphasized.

MR. DAVIS: Mr. Metcalf (if I may take the floor again) reminds me that in making comparisons with state plans, particularly municipal and state plans, great care must be taken in thinking about the advantages they have that you do not have. They have an indefinite taxation power, financial power, behind them for the future. There is no need, really, to have a state or municipal plan as secure actuarially as this plan can be.

Then, too, the states are able to pay, and do pay



in some years, a good bit more than the four per cent that is here suggested for the employing library on the contributory plan. That relationship of your contribution and the library's contribution must be made with the contribution of the employee and the state under the public plan in mind.

PRESIDENT LYDENBERG: The committee will continue its work this afternoon, and the representatives of the insurance company will be at your service in the usual room. If you have no further questions and there is no further action with regard to the work of the committee, we are prepared to go ahead.

MR. MATTHEW S. DUDGEON (Milwaukee, Wis.): I feel that what is probably needed is some resolution somewhat in the following form:

"Whereas, The Executive Board has adopted the retirement plan formulated by the Committee on Annuities and Pensions and authorized by the Council, and

"Whereas, The Secretary has executed the contract with the Metropolitan Life Insurance Company with the approval of the Association's attorneys and of the Executive Board, to the end that the retirement plan is now fully available to the profession, therefore be it

"RESOLVED, By the Council of the American Library Association:

"1. That the A. L. A. retirement plan is recognized as a vitally significant benefit to librarianship, meeting an outstanding personal need of individual librarians and solv-

ing certain serious economic and social problems of libraries of all types and all sizes;

"2. That the importance of the opportunity afforded libraries and librarians to obtain the benefits of a sound retirement plan at especially advantageous terms calls for the serious consideration of all libraries and librarians, to the end that wide-spread adoption may be achieved at an early date with resulting benefits to the profession at large."

I move you the adoption of this resolution. This is a policy resolution. I think, when we vote for this, that we will mentally accompany it with a large bouquet of roses to the committee which has done such excellent service. That is not in the resolution, however.

MR. RANCK: I second the motion. I would like to suggest that you say "library boards" instead of "libraries", however. I think you said it was recommended to libraries and library staffs, near the end of the resolution.

MR. DUDGEON: "calls for the serious consideration of all library boards." I think that is a very good suggestion.

PRESIDENT LYDENBERG: Assuming that the amendment is incorporated, are you ready for the question?

SECRETARY MILAM: It might be wise to use both, because there are libraries without library boards.

MR. DUDGEON: Then it would read "libraries, library boards, and librarians."

... The motion was voted upon and carried ...



SECRETARY MILAM: Mr. President, it may not be fully understood that the committee is holding an open meeting this afternoon in this room. The committee is holding an open hearing on the annuity plan. Aside from that meeting you can go at any time to the offices immediately over the registration desk for information, literature, and for the answers to your questions, but the important meeting is this afternoon, and it is important because now that the committee has done a good job, now that the company has been chosen and the contract agreed upon, the committee wants as quickly as possible to have some librarians participating in this plan so that we can say that we have actually inaugurated an annuity scheme. Every library that is represented here ought to take back the full information to the other members of the staff, which information can be had this afternoon.

PRESIDENT LYDENBERG: Thank you, Mr. Milam.

The next item for consideration is a statement from Mr. Compton on, "The Present Situation in Regard to Unemployment." Mr. Compton. (Applause)

MR. CHARLES H. COMPTON (St. Louis, Mo.): Many of you were at the open meeting held under the auspices of the Board of Education for Librarianship and the Salaries Committee on Wednesday evening, in which we discussed very fully both salaries and the unemployment question. I do not intend, this morning, to give you more than a brief digest of findings at that time, with some recommendations.

We sent questionnaires to some 286 libraries, the libraries that are included in the June "Bulletin", including public, college, normal school and high school. Two hundred twenty-seven of these libraries responded. Of those librarians responding they gave these figures, that in their cities there were at the present time 1,044 unemployed trained librarians. In these 227 libraries the vacancies that occurred this year were such that for every vacancy there were available fourteen trained librarians. That is, you could have filled your positions fourteen times.

We also sent out questionnaires to the library schools. Thirty-two library schools reported 1,177 graduates unemployed. That is over one hundred per cent increase from the record of a year ago. It should be noted that for the first time there is a large over-supply of children's librarians, catalogers, and school librarians. Seventy per cent, which I think is very significant, of 1,177 unemployed are from the classes of 1931 and 1932. We may think that so far as we are concerned, we have our positions, and that is very significant, but I can assure you that in the future any such condition is going to be serious for the profession as a whole.

There are enrolled in thirty-three library schools this year approximately 1,475 students, or 298 less than last year. In spite of this there are six library schools that have a slightly larger enrollment than last year.

As to salaries, the graduates of the class of



1932 who got positions (those without experience) received salaries ranging from \$615 to \$1,440. The median salary was \$1,200. The graduates of the class of 1930, without experience, received from \$1,100 to \$1,685, with a median salary of \$1,482. You see, there is a cut there of nearly \$300. It is a reduction in salary of nineteen per cent. Most librarians have not received a nineteen per cent reduction.

I want you to remember this one fact, if nothing else--one that I have already stated and which I want to repeat--that at the present time for every position available there are fourteen trained librarians available, and it is a safe estimate that all these figures are understated rather than overstated, and that after graduation from school this year there will be twenty-five trained librarians to every position.

I think that it is perfectly fatuous for us to imagine that conditions a year from now are going to be better than they are now. I think that in all probability, so far as trained people are concerned, so far as the number of positions that are open is concerned, they are going to be worse rather than better, and what is going to happen if we go on as we are?

We have certain definite recommendations to make to the Council, and to Mr. Wyer, as Chairman of the Board of Education, goes the privilege of presenting them to you.

MR. JAMES INGERSOLL WYER (Albany, N. Y.): Mr. President: The Board of Education for Librarianship and the Committee on Salaries jointly recommend the adoption of the

following resolutions by this Council:

"That data on unemployment among librarians be collected annually as they have been for the past two years, and that a report on the unemployment situation be made to the Council as long as the abnormal oversupply of librarians continues.

"That the Council requests the cooperation of the Junior Librarians' Round Table in the efforts of this Association to find a solution to the unemployment problem which so especially affects the younger members of the profession.

"That the Council recommends for the consideration of the Executive Board the appointment of a Committee on Unemployment and Methods of Relief for Unemployed Librarians, or that these duties be delegated to an existing committee.

"That the Council, in the light of previously collected data showing that thirty-two library schools reported 1,177 unemployed graduates, go on record as in favor of the radical reduction of the enrollment in library training agencies by placing greater emphasis upon personal qualifications and experience before admittance."

PRESIDENT LYDENBERG: You have heard the resolutions.

DR. HENRY BARTLETT VAN HOESSEN (Providence, R. I.):  
I move their adoption.

I think, to a certain extent, although this is professional training of a special sort, that we are faced with



the same sort of problem that faces any other educational institution. If people are unemployed what can they better do than continue their studies? If studies represented by the library school curriculum are the subject of their chief interests, why should they be discouraged from doing that?

MR. COMPTON: I should like to say a word on that. I think that something can be said for what Dr. Van Hoesen has said. On the other hand, I think that we are a very small profession, limited, and perhaps other professions have not been able to handle this situation. I think it is very evident here what will happen to the profession, with the standard of salaries that we have had (which have been, among professional salaries, by far the lowest), if we go on decreasing. I think there is certainly one responsibility that every library school has. I am not saying that it is being filled. That responsibility is to make very plain to persons entering the profession what the scale of salaries is, what chance they have for positions, and similar information. I think they ought to know that for every position available after June there will be twenty-five people available.

I think that perhaps that is all you need to tell them if they want to go on with their studies for the joy of it.

MR. S. B. MITCHELL: May I call attention to the great difference in the time required to train for librarianship and for such other professions as medicine and law. To encourage

a young man to begin the study of a five-year course in a medical school today means that he will have some chance, five years from now, of conditions being different; but to take additional students into library schools and to encourage the starting of new schools would mean the turning out in one year of large additional bodies of students when we, as tax-supported institutions, can see that we can not possibly find places for them in one year. We will create much more rapidly a tremendous backlog of persons engaged in librarianship than is likely in the longer training required for other professions.

DR. VAN HOESEN: I thoroughly agree with what Mr. Mitchell has said, and also agree thoroughly with the resolution so far as it recommended the raising of standards. Surely a student who goes into any professional school at this time should recognize, should be made to realize, the state of affairs and prospects, but I think there was one clause in the resolution which went beyond that matter of reducing the enrollment. I am quite in agreement with reducing the enrollment by raising the standards.

MR. COMPTON: I think the thing that is objected to is the most important thing before us--that it is necessary to radically reduce the number of persons entering the profession. I am not particular about how that is done.

MR. PERRY: Could that particular clause be read again?

PRESIDENT LYDENBERG: "That the Council, in the



light of recently collected data showing that thirty-two library schools reported 1,177 unemployed graduates, go on record as in favor of the radical reduction of the enrollment in library training agencies by placing greater emphasis upon personal qualifications and experience before admittance."

... The motion was voted upon and carried ...

PRESIDENT LYDENBERG: We next have a statement by the Committee on Recruiting, to be presented by Mr. Hopper.

MR. FRANKLIN HOPPER (New York City): The Chairman of the Committee on Recruiting, Mr. Reece, of Columbia, unfortunately found it impossible to come to Chicago. He asked me to read to the Council a statement which he, in behalf of the committee, had prepared. The statement, admirable and thoughtful in the way you know that Mr. Reece would make it, proved too long to read this morning.

However, the statement, in its thoughtfulness and suggestiveness to librarianship, its importance at this time, should be perused by every member of this Council and every librarian. The Secretary told me last night that it would be printed in the next number of the "Bulletin", the February issue I believe, and I certainly commend it to your attention.

Mr. Reece did prepare for me to read a very brief one-page statement which summarizes the whole point of view, but he is so compact that it is difficult, if not impossible, from the brevity of the statement, to get the full implications.

Before reading it let me make one or two informal

remarks that may elucidate the whole thing. The Committee on Recruiting, according to the definition of the Council, has two duties: first, to present the claims of librarianship as a vocation to young people, and second to report on the problems involved in interesting (this is not the exact phraseology) in the profession the class of men and women needed.

Obviously, under the conditions of oversupply in the profession, whether mediocre or not in quality, and in spite of the well-known fact of a dearth of people who are to be recommended for the outstandingly important positions of the profession, it was apparent to the committee, as it would be to any of us, that Anno Domini 1932 was no year in which to go into recruiting. Rather, it seemed to us, it was a year in which to consider the problems involved and to report thereon.

It was apparent to the committee that the permanent correction of employment conditions was a prerequisite to the intelligent enlistment of desirable people for the library profession; in other words, the first job of the Committee on Recruiting. In the opinion of the committee the only way to avoid shortage and misfits, as well as oversupply--the only way to permanently do it--the only way permanently to adjust the situation, is to ascertain the field needs, the needs of the profession for new people now and over a period of years to come, and to fit the personnel specifications to them.

Mr. Reece, as an individual, is very keenly interested in the study of personnel in libraries. Heaven knows



the need of the library schools to have something of the sort available in order to make a wise application of the admirable resolution which was just adopted.

Mr. Reece is about to have a Sabbatical leave of absence, for which we all envy Mr. Reece. He considered very carefully the suggestion that he himself should devote his Sabbatical leave to a study of personnel conditions in libraries, but Mr. Reece's friends very strongly advised him not to do that, but to go ahead with his first program of going abroad and doing something very different.

The Committee then considered whether it might not be possible to suggest to the Council certain other ways of having a study made which we believe must be made. One suggestion--and it seemed for a time as if it might be practicable--was the appointment of a sub-committee to put into the hands of a research organization, to wit, in this particular case, the Library of the Metropolitan Life, which knows the methods of research and is skilled in the procedure, and seemed for a time interested and willing to undertake the whole thing under the supervision of the Committee on Recruiting, possibly associated or probably associated with the Board of Education and the Association of Library Schools. That suggestion, however, fell through.

But the committee still feels that the need of this personnel study should be presented to the Council whether or not it is thrown back on the doorstep of the Board of Educa-

tion and the Association of Library Schools, who, after all, feel the immediate problem most and who must have this material to make a wise permanent adjustment of their personnel problems, problems of selection in library schools.

Now, with that, I might read this brief statement.

... Mr. Hopper continued by reading Mr. Reece's prepared statement, original of which was retained by Secretary Milam ...



PRESIDENT LYDENBERG: I do not think that that requires any formal action to secure incorporation in the minutes. I suppose, Mr. Secretary, it will be proper to note the presentation and acceptance, I assume, with your approval.

We now have two important statements, one from Mr. Ranck and the other from Mr. Metcalf. The time is growing short and I will ask each of them to limit his time to fifteen minutes.

Mr. Ranck will talk to us on "Dollar per Capita Libraries in Time of Depression."

MR. SAMUEL H. RANCK (Grand Rapids, Mich.): Mr. Chairman, Members of the Council: What do we understand by depression? It is a relative term. I suppose it refers to the lowering from a standard of so-called prosperity. The other day I saw in the New Orleans "Times-Picayune" a statement of what prosperity really is. It was as follows: "When a man clutters up the kitchen in the morning, that's unemployment. When he comes home early in the afternoon, that's leisure. But when he comes home at three o'clock in the morning or thereafter, that's prosperity."

I should like to remind members of the Council and the "young fry" who are here that this day, this very day--December 30--is the eleventh anniversary of the adoption by this Council of the so-called dollar per capita resolution as a reasonable minimum standard for the support of public libraries. The resolution was presented to the Council at its meeting in

the Hotel Sherman, this city, eleven years ago yesterday. There was a long discussion. I see only two or three here whom I recognize as having been present and taken part in that discussion eleven years ago. There was a good deal of objection and it was sent back to the committee to be redrafted in view of the discussion, and Mr. Wellman, of Springfield, and I sat up on that blizzard night, after the heat was turned off--long after midnight--with our overcoats on, to put that thing into shape, which was adopted with one objection eleven years ago this morning.

I should like to call attention to the fact that in that resolution most persons recall only the first paragraph, and I am not going to read the resolution as a whole, but I would like to remind you and request that you all read the whole resolution, because there are certain limitations and evaluations that are there referred to which are generally forgotten.

Public libraries are supported almost entirely by taxation or the income from endowment or trust funds. In the long run taxes and the income from endowments are paid out of production. If production slumps the ability to pay taxes and the ability to pay income (we call it interest, dividends, or rents) usually also slumps.

There has been and is now a great world-wide slump in production which has resulted in a world-wide decrease in the ability to pay taxes and income on investments. These things, therefore, affect individuals, governments, and govern-



ment services alike. I propose to discuss this effect on public libraries of the country, and particularly the better-supported libraries, namely those that have been receiving one dollar per capita or more.

I referred to the resolution a moment ago as being adopted at that time. It was based on a study that was presented at the Swampscott meeting in 1921, in June. At that meeting it was shown that out of one hundred of the leading libraries of the country only four had one dollar or more per capita income--Gary, Indiana; Newton, Massachusetts; East Cleveland, Ohio; and Kenosha, Wisconsin. In Michigan at that time, of twenty-four cities of 10,000 population or more, only six had more than fifty cents per capita. Cleveland and Boston were two libraries of the larger group that had incomes eleven years ago of between ninety cents and one dollar per capita, but less than one dollar.

The Bowker Company published, in 1930, the American Library Directory, giving the income and various other information of 12,480 libraries in the United States and Canada. A large majority of these were public libraries. To that group in the last few weeks I sent out a letter asking a few questions--what the income was, the highest per capita income they had and when, the income per capita this year, their expenditures, and what the prospects were for the next fiscal year.

I got a most amazing and most interesting group of letters, more so than I had ever received on any subject,

from the librarians of the United States and Canada. I wish some of you could go behind the scenes and see what is happening in hundreds of libraries all over this country, particularly at the present time. But first of all I should like to ask you how many have any idea of what state in the Union has the most libraries, as shown in the Bowker list, that received one dollar or more per capita? Make a mental note; it was a surprise to me.

There are nine states that have no libraries that have ever received one dollar or more per capita income; four have one library, five have two, and so on down the list. Massachusetts has seventy-eight, Illinois has ninety-five, California has ninety-seven, New York 126, and there is one higher--Indiana. I believe that is due to the work, largely, of the organization of the Indiana Library Trustees. Of course many of them are small libraries, but this has demonstrated to me more than ever before the importance of the trustee work in the financing of public libraries.

The high peak in library income for most public libraries was in the year 1930-31. Few libraries received any cuts in their income in 1930; more had increases. A considerable number of the libraries received cuts in 1931, but for 1932 and for 1933 the libraries that have not received a cut are the exception. Most libraries find the prospects for 1933 far less promising than they were a year ago, and this is true of public libraries with large endowments and a small income



from taxation, or even those entirely supported by endowments, up to this time, no less than for the libraries entirely or almost entirely dependent on taxation for their supporting revenue. Cuts vary from two or three per cent of the total previous income to as high as eighty per cent. A number of libraries have been closed; many of them are working on half time. Staffs have been cut in half and salaries have been cut in half along with a great amount of extra work for the days that they are open.

There is complicated with this, in certain sections of the country, the failure of banks that have in them public moneys or the money of a large part of the people of the community so that they could not pay their taxes. Think of what happens in a town when twelve of the thirteen banks are in the hands of receivers. There are such towns, and there are smaller towns where every bank has gone broke and is still broke. Many libraries complained and said that their chief difficulties were on account of bank failures.

I received, as I said, a great many interesting letters. I wish I had time to read paragraphs from some of them. A few of them were from Secretaries or members of Library Boards, and here is one from the Secretary of a Library Board in Illinois which I like very much. He said that a large part of their income was from endowments, and adds, "They came to us in the form of farm mortgages originally drawing five or six per cent. In all cases where these rates caused hardship we have

reduced the interest, in some cases to four per cent." I wonder how many boards holding trust funds in banks have voluntarily reduced their interest charges two per cent or more because of such situations. "It is the conviction of the controlling majority of our Library Board that the library is part and parcel of the social and economic fabric of the community and that it must adjust itself to the shrinkage of the fabric if it wishes to retain the respect and good will of the people." I think we will all agree to that.

In his closing paragraph--I said something about the courage and the optimism of the pioneers--he says, "In your closing paragraph you appeal to the spirit of the pioneers. Permit me, in closing, to submit that those pioneers did not make our country great by living beyond their income nor by spending more wealth than they produced."

Ohio and Indiana libraries have, perhaps, suffered more than the libraries of any other part of the country because of the difficulties in the tax laws and the intangible tax law, particularly in Ohio, which was not a hostile law but which was an effort to get on the tax rolls a large part of the great amount of intangible wealth of this country which pays little or no taxes.

I wish I had time, Mr. Chairman, to say something about this whole subject of taxation, which is very vitally connected with this whole subject, for us as librarians as well as for citizens as a whole. I pay taxes in three states. I am



interested now in this state and I have some notion of just what these things mean and how different and varied they are in three states.

A good many libraries state that there are campaigns going on in their communities to discredit all forms of public service and particularly public utility service that is operated by the municipality. That is particularly the case referred to in California. Here is a letter about that, but that is only a small proportion of the whole. Even where the cuts are made they state that the feeling on the part of the community is one of regret. They simply have not got the money to pay their taxes and therefore the libraries suffer.

Here is one from one of the states where that happened: "There has been a rather wide-spread campaign not only in our community but pretty well throughout the state against almost all forms of governmental activity, especially as it relates to rates of taxation and uses of the money so raised. The agitators usually call themselves 'Taxpayers' Protective Associations.' They are strong for sweeping reductions in salaries and for the abandonment of public works. As one mayor put it, 'People read too damned much anyhow. You had better close the library.' That puts ideas into the heads of people and those ideas make trouble. We have to recognize and deal with those ideas, and I think it is well for us to take them into consideration."

As I said, I wish I could quote from some of these

interesting letters. Here is another letter from a librarian: "No matter how good the defense, during these times the economic distress has struck so universally that there is resentment against most public employes who appear to be safe in their jobs and unaffected as others are. There is one other consideration which you did not mention in your letter but which I think exceedingly important to our profession, and this, may I say, has cropped out in a number of places around the country, as I have noticed in communications to the press and so on, and I think it is of particular interest to an organization such as the American Library Association, where so large a proportion of its membership is composed of women.

"There is another consideration which you did not mention. I refer to the depreciation of the economic standing and worth of women in the professions and industries. The tendency is not only to discriminate against married women, but against all women, especially women in public positions. This is not a local matter. It is likely to affect the economic and social life of women for the next generation. They should be alert."

That is a far-reaching subject.

Mr. Chairman, I have one more minute and I can not complete this matter, but I would like to quote from Professor Merriam, of the University of Chicago, with reference to this campaign of abuse and vilification that is going on in certain sections. It is not as bad now as it was six months ago



because I think they are pulling in their horns a little on account of the come-backs they are getting. Professor Reed, of the University of Michigan, Professor Merriam, and a number of others have given definite statements of what is involved: "I do not hesitate to say that the most expensive luxury in America today is the wide-spread opinion that government is necessarily weak, ignorant, corrupt, and contemptible. This attitude costs not only millions but billions of dollars annually, because it poisons the springs of government enthusiasm and service. The continuing denunciation of the uselessness of government and its agents will tend to discredit the public service at the very moment that it might well be built up and made still more serviceable to the community."

I brought along a few cartoons illustrating that, which you can see on this screen at the end of the table.

Mr. Chairman, my time has expired, and if the "Bulletin" of the American Library Association wants to print the rest of my remarks you will have a chance to read them. Thank you very much. (Applause)

PRESIDENT LYDENBERG: We surely appreciate the time and thought that Mr. Ranck has given to the collection of these important statistics and to the sanity and breadth of his comment on them.

MR. DUDGEON: Just at the close Mr. Ranck spoke of one or two answers to this undoubtedly well-organized campaign of vilification of everything that is drawing a salary in

part or whole from tax resources, and the vilification of all public services. There are, of course, well thought-out sound replies to that sort of argument, and I am wondering if there could be some bibliographic citation of some of the pungent things that have been said in response to that sort of thing. I wonder if Mr. Ranck has made any collection and if there could be some citation of some of those responses or replies to that sort of campaign. I do not mean to quote them in detail, but it would be well if we had in our hands references to this sort of thing, as it might arm us somewhat in a defensive warfare, if not an offensive warfare, against that.

MR. RANCK: We had some of that up at New Orleans, but I think the average librarian does not realize the widespread campaign that is going on, the amount of money that is behind it, and everything of that kind. If I may have a minute or two more, I have saved a great many of these references from the newspapers and other places, and many of the librarians sent me clippings. I imagine I have one or two hundred clippings that the librarians sent, as well as cartoons, of this campaign in the local communities--all very interesting and illuminating.

I spoke further on in my paper of the importance of librarians answering these things in their own communities. A large part of this material comes from the United States Chamber of Commerce. I pay \$25 a year to an organization that is affiliated with that organization, and I get the dope from them straight. They come to me and tell me all their plans. I



suppose they think I am a traitor to the cause.

Professor Reed, of the University of Michigan, quoted the editor of "Nation's Business" at length. Then there is Colonel McCormick, of the Chicago "Tribune"--and some of the cartoons here are from the "Tribune." Then there are others--two men whose names are familiar to all Chicagoans--Martin and Samuel Insull, writings in publications that were subsidized by them and in radio talks that they gave. That is the sort of campaign that is going on.

MR. DUDGEON: I did not quite get an answer to my question.

MR. RANCK: I have kept the references.

MR. DUDGEON: I do not care to read repetitions of the vilification. We have to be good sports. We know that we are under fire; we know we have to economize, but I would like to be armed with some sound statements on the other side and I would like to know if he has such, and if it would be possible to get a very discriminating brief list.

PRESIDENT LYDENBERG: You have in your head, Mr. Milam, something of the ammunition that Mr. Dudgeon has in mind, I believe.

SECRETARY MILAM: It is not in my head, perhaps, but it is before me. I have an announcement which is, I believe the direct answer to that.

... Announcement with reference to literature in lobby with regard to governmental expenses ...

SECRETARY MILAM (Continuing): Let me also say that on a recent visit to the Public Administration Clearing House and to the library which represents that as well as the other organizations named I was assured that it was the business of that library to serve other libraries with bibliographical information of exactly the sort that Mr. Dudgeon asks for.

There is also, Mr. Dudgeon, another answer to your question, with which you and other members of this audience --some other members of this audience--are perhaps entirely too familiar. It is the resolution which was adopted yesterday by the Trustees Section. In adopting the statements on reduction of public expenditures and increased demand for library service (and you will all find these resolutions on the chairs beside you or beneath you) the Trustees Section adopted these resolutions and recommended that these statements be adopted by the Council of the American Library Association.

Mr. President, is it your wish that I should read these resolutions?

PRESIDENT LYDENBERG: I think it would be very desirable.

... Secretary Milam read the three pages of mimeographed material immediately following, with the interpolations as noted:

Interpolation No. 1. Following the first paragraph on page one Secretary Milam said, "I ought to have said by way of introduction that this first page is an attempt to make a



statement which any organization for good government, any organization representing any cultural educational or social institution, might adopt. This first page is not a library statement alone."

Interpolation No. 2: Before reading the second page Secretary Milam said, "The second page is a library statement. I should like to have you know, for your own encouragement and for the further answer to Mr. Dudgeon's question, that this first page statement has been approved by the executives of all those organizations whose names were mentioned in connection with the library and the exhibit outside. It has also been approved by many educators individually, by many men in public life, by representatives of other organizations interested in good government, both the professional and the citizen type. I do not mean that it has been adopted by the organizations but that it has had the approval--in fact, it was drawn by some forty or fifty of us, each of us attempting to represent our own points of view, and the next step is to have it adopted and promulgated by all organizations, nationally, regionally, and locally.

"The second resolution concerns libraries."

Interpolation No. 3: Following the reading of the second page statement, and preceding the reading of the resolutions, Secretary Milam said, "I present these statements on behalf of the Trustees Section, which adopted them yesterday, and I propose, Mr. President, for someone to move the adoption

of the following resolution, which is also based on the resolution adopted by the Trustees Section."



### Reduction of Public Expenditures

The continued existence of a democratic society depends upon the maintenance of those educational, cultural and social institutions which have been created to promote general education and wholesome living. The service of such institutions must not be destroyed.

The need for economy is recognized. In many cities, counties and states the unit cost of governmental services can and should be reduced. All taxing units should be required to live within their incomes except for permanent improvements and emergencies.

A wholesale horizontal cut applying to all departments and activities is one of the least desirable ways of reducing, for it cannot be assumed that all departments are equally efficient and all activities equally important. Before reductions are made there should be a study by disinterested specialists and citizens to determine (1) what cuts can be made without limiting important services, and (2) the relative importance to the public of the various activities. We will welcome such investigation of the institutions and activities we represent.

We pledge our cooperation to forward-looking public administrators in their efforts to find permanent solutions for the taxpayers' problems, through the complete elimination of the spoils or patronage system in all governmental activities where it exists; through the improvement of the personnel; through the reorganization of areas and functions of government; and through improved methods of taxation. The elimination of waste should precede any curtailment of socially useful services.

### Increased Demand for Library Service

Libraries were created by our democratic society in order that every citizen might have throughout life the means of self-education.

More people used libraries, more books were borrowed from libraries and more books were used in library reading rooms in 1932 than ever before. Sample reports from 33 cities representing only one-tenth of the total population of the United States show that the number of books borrowed from their libraries in 1932 was 81,663,423, an increase of 37% since 1929.

Economic and social insecurity has led men and women to attempt to understand through reading the fundamental and current problems which confront them as citizens. Books on the business of earning a living are in great demand. So also are the books of many kinds which contribute to the maintenance of a spirit of hope.

Library expenditures are a small part of the public budget. With few exceptions libraries have been operated without extravagance, with an intelligent regard to the public interest and the tax-payer's burden. It is nevertheless the duty of library administrators to re-evaluate the library's services in terms of present conditions, to distinguish sharply between essentials and non-essentials, and to seek new ways of carrying on the most necessary activities at the lowest possible cost.

Libraries are more needed today than ever before. There is much to learn which was not taught when the present-day adult was at school. Never was the average adult driven to the printed page and to the library so repeatedly in order to become reasonably well informed about matters which are of vital concern to him. In the interest of an intelligent, understanding citizenship the library's essential services must be maintained.



Resolved, That the statements on Reduction of Public Expenditures and Increased Demand for Library Service be adopted by the Trustees Section of the American Library Association.

Resolved, That the Trustees Section recommend that these statements be adopted by the Council of the American Library Association; That they be given wide publicity; That all library boards in the United States and Canada be requested to adopt them and to give them local publicity.

Resolved, That the President and Secretary of the Association, and the Chairman and Secretary of the Trustees Section be requested to solicit the cooperation of other national and regional educational, cultural and social agencies and organizations for good government, in developing, adopting and promulgating a citizens' platform in consonance with the statement on Reduction of Public Expenditures; and that library boards seek similar cooperation on the part of local groups.

MR. RANCK: I would like to move the adoption of those resolutions.

MR. CARL B. RODEN (Chicago, Ill.): I second the motion.

... The motion was voted upon and carried ...

MR. RANCK: I should like to say, for the benefit of the people here, that I am still an optimist about this whole situation. I did not get to that part of my talk.

PRESIDENT LYDENBERG: It is a unanimous vote, and the Secretary will so record it.

As one method of eliminating waste, let me call upon Mr. Metcalf to speak on behalf of the Committee on Co-operative Cataloging. Mr. Metcalf. (Applause)

MR. KEYES D. METCALF (New York City): A detailed report of the committee was presented in this room last night before the meeting of university and reference librarians and it will be unnecessary for me to use all of the fifteen minutes assigned to me this morning.

The Cooperative Cataloging Committee was appointed in June, 1931, to make an investigation of the possibilities of cooperative cataloging among libraries dealing with research material. The committee has been at work during the past eighteen months, financed by a grant of \$13,500 made for the purpose by the General Education Board. The committee has tried to keep members of the Association informed as to its progress by reports printed in the A. L. A. "Bulletin" in December, 1931,



and April and December, 1932; by papers at the Midwinter Meeting here in December, 1931, and at the New Orleans conference last April, as well as by reports before meetings of the Regional Catalogers in New York in December, 1931, and Eastern College Librarians in New York in November, 1931, and again in November, 1932. We have tried to keep the Association informed.

At New Orleans the Council authorized the Executive Board to pass on a plan to be recommended later by the committee. It also authorized the Executive Board, if these plans were approved, to solicit funds to support the plan, and, if the funds were obtained, to establish the enterprise proposed.

Under this authorization the report of the committee and the plan for a cooperative cataloging enterprise were presented to the Executive Board in September of this year and approved by the Executive Board unanimously. The report and the plan were then submitted to the General Education Board and application made for funds for the support of the enterprise. In October the General Education Board approved the application and made a grant of \$45,000 to be spread over four years, 1933 to 1936.

The committee that made the investigation was then requested by the Executive Board to continue and to take charge of the proposed enterprise; with assurance of financial support and with the approval of Dr. Putnam, Librarian of Congress, headquarters for the enterprise were set up on November 1 at the Library of Congress, with Miss Winifred Gregory in

charge.

The work has been carried on on an experimental basis during the past two months, supported by the original grant made for the investigation. Beginning January 1, 1933, it will make its formal start supported by the new grant of the General Education Board and by the receipts from the sale of cards. The report of the committee which was presented to the Executive Board and the General Education Board included more or less detailed studies of (1), the use now made of Library of Congress cards and the types of material for which printed cards are not now available; (2), the potential use of the union catalog at the Library of Congress for cataloging purposes; (3), the duplication of cataloging work now going on; (4), the savings to libraries through the use of printed cards; (5), the expenses included in cooperative cataloging and the income that might reasonably be expected from the sale of cooperatively printed cards; (6), the various methods of producing and reproducing cards; (7), possible methods of cooperative cataloging, this study being carried on through experiments with certain classes of books.

As a result of these studies the enterprise now in operation was planned and organized. Their organization covers at present new foreign books and monographs in series. Thirty-two libraries send to the Library of Congress copies of orders for new foreign books. Arrangements are made there which prevent, so far as possible, more than one library cataloging



the same new foreign book. In the case of monographs in series the analyzing of all the volumes in any one series selected is assigned to one library. Three hundred fifty monograph series have already been assigned. A cooperatively prepared copy is printed and sold by the Library of Congress.

Just a word about the financial arrangements.

The expenditures involved are, first, the salary and expenses of the executive assistant in charge; the payments to the co-operating libraries for the extra work they do in preparing copy from which the Library of Congress prints; payments to the Library of Congress for the work which it does; receipts to help cancel the expenditures will come from charges for cards sold amounting to ten cents more than the regular price for each set of cards.

The subsidy from the General Education Board makes up the deficit, which it is hoped will decrease year by year as the sale of cards increases. The plan as it stands at present is a small beginning. It seems best to start on a small scale but one giving reasonable assurance of success. The fields selected cover the material where the duplication of cataloging is now greatest, and while they seem small it is hoped that within a very few years we will bring about a real increase in the percentage of books for which printed cards are available.

The committee realizes that at best it has made only a start and that its task is not finished. It does not claim that it has the only possible plan. It has welcomed and

will always welcome suggestions and constructive criticism. It wants to be told when it makes mistakes and it hopes that no one with questions will hesitate to present them at any time.

(Applause)

PRESIDENT LYDENBERG: Thank you, Mr. Metcalf.

Is there any comment on this?

Is there any further business to come before the Council?

MR. A. L. HILL (New York City): I could not find Dr. Locke, but I have been wondering when I was going to throw a dash of cold water on this meeting. The moment before adjournment seems a mighty good time.

It has been my privilege to attend nearly all of the meetings of the Council. I want you to note that I did not say all of the sessions of all of the meetings, but never before have I seen such a crowd of librarians and trustees together at one of these Council meetings as I saw here yesterday morning. In spite of that fact, or because of it, there is discussion of only one subject--depression. The attendance of this large number of librarians and trustees looked to me as though there was very little depression among the librarians if there was among the libraries themselves.

We have been rather pessimistic, it seems to me, but as I have talked with the individual librarians there is a great deal more of optimism than there is of pessimism among them, and I hope that we will go home with the feeling that we



have a work to do in the world and that our salaries (mine is going to be cut) are not going to be reduced so much but what we can keep on living and can come to these Council meetings.

The real dash of cold water that I wish to throw out at this time, in spite of Dr. Locke, is that as I look at the program I find there are thirty-six sessions, and twenty-one of them are closed. I presume that next year thirty-five out of the thirty-six will be closed. I have never been able to see any advantage in having closed sessions of any of those groups with the exception of the Executive Board. We are all interested in what the others are doing and I have gathered in my experience a good deal of information and benefit from having outsiders like Dr. Locke come into one of my meetings. I hope next year that instead of about three-fourths of the sessions being closed, three-fourths of them will be open. Answer that, if you can. (Applause)

MISS COUNTRYMAN: May I say that at the meeting of the Librarians of Large Public Libraries last night we voted that our next meeting will be open. (Cries of "No")

MR. HILL: If they did not vote that they ought to. I say that with reason, because at one time we agreed that the meeting of the Librarians of Large Public Libraries should be open, but two or three years after we got out of the management of that group some of these older people got hold of the crowd and got them to change it to a closed meeting, which I think was very unfortunate.

MR. DUDGEON: May I second the remarks made by Mr. Hill? I want to suggest, aren't we all taking ourselves too darned seriously in these things that we are concealing?

MISS DOWNEY: Will there be any opportunity for another informal session where we can have a free discussion of some of these problems that are so important?

PRESIDENT LYDENBERG: You can certainly have an opportunity for an informal discussion of insurance and retirement this afternoon, and the lobbies of the hotel will certainly give us opportunity for gathering together. I don't think it will be possible for us to arrange any more formal gatherings for this session.

MISS DOWNEY: The session yesterday was so perfectly wonderful and did offer such opportunity for further discussion. Now this problem of Mr. Ranck's, if we could have an illumination of that it would be perfectly marvelous.

PRESIDENT LYDENBERG: Is there any further business, Mr. Secretary?

MR. MILAM: Mr. President, Ladies and Gentlemen: Mr. Lydenberg has thought it wise to have read a very brief statement about the financial situation of the A. L. A. and particularly the A. L. A. Endowment. A year ago the Council approved a program of work for the Association. The Executive Board prepared a schedule of activities indicating how it will use an annual income of \$125,000 for general purposes. This figure assumed a five per cent return on \$2,000,000 of endowment.



and \$25,000 from special memberships.

Instead of \$125,000 we have had, in 1932, about \$62,000, and we expect to have in 1933 about \$80,000. It will, therefore, be impossible for the Executive Board to undertake in 1933 the new activities which were envisioned a year ago on the basis of \$125,000. As a matter of fact, its expenditures for present activities are greatly curtailed. The reduced receipts in 1932 were due to several facts. Only \$350,000 of the second million-dollar endowment has been received and that was not invested in time to produce much income. Some dividends on endowment fund securities were passed. The receipts from special memberships were \$16,500 instead of \$25,000. It is expected that \$150,000 of the endowment money will be received about January 1, thus completing the first half million, and that the other half million will be paid later in 1933.

We have lost many sustaining and contributing members during the year and many sustaining members have transferred to contributing memberships--that is, from the \$100 to the \$25 basis.

There has always been a very considerable number of new members. Thirty-nine of these new members are individuals or organizations outside the library group; fifty-eight of these are libraries and library organizations. We know that these latter represent personal sacrifice and devoted loyalty to the profession.

The grant of the second million was voted to the

Association because it had "shown the solidity of the foundation on which it rests by effecting substantial increase in its annual income from sources other than the Carnegie Corporation."

The Membership Committee, the Special Membership Committee, and the Executive Board are making every reasonable effort to maintain the increase as a means of keeping faith with the donor of the endowment fund.

PRESIDENT LYDENBERG: That statement, I feel, is due to all of us to show where we stand today, to show what has been accomplished and to drive home to every one of us the realization, the heart-felt realization, of our individual responsibility to see that the membership of the Association is maintained. We owe it to the Association, to ourselves, under any circumstances, but far and above that it seems to me is our liability, our responsibility to the Carnegie Corporation to demonstrate the solidity of the foundation of the Association, which was the basis for the granting of this second million. We have got the car up the hill and there is only one way for it to run without power, and we are certainly not going to see it run down. We have to keep it up and the responsibility for that rests on each of us.

If there are no further homiletics I will now entertain a motion to adjourn.

MR. HILL: I move that we adjourn, before Dr. Locke gets up.

PRESIDENT LYDENBERG: To avoid that danger do I



—  
hear a second?

... The motion was seconded, voted upon, and  
carried, and the meeting adjourned at twelve-thirty o'clock ...

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