

PUBLIC LIBRARY SERVICE IN MICHIGAN
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PUBLIC LIBRARY SERVICE IN MISSOURI

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A SURVEY



1962

*Summary
Report*

UNIVERSITY OF MICHIGAN
GENERAL LIBRARY

**PUBLIC LIBRARY SERVICE
IN MISSOURI**

A SURVEY

SUMMARY REPORT

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MISSOURI STATE LIBRARY

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NOTE

These abstracts and condensations of research investigations and recommendations completed for the Missouri Library Survey have been prepared for the convenience of Missouri Library Association members for convention use in Joplin, October 11-13, 1962. They should in no way take the place of the unabridged research reports listed below, all of them meriting further serious, thorough study.

Gretchen Knief Schenk
Survey Director

PUBLIC LIBRARY SERVICE IN MISSOURI; A SURVEY

- Chapter 1 - Turner, Duane and Karsch, Robert F. - Fiscal and Demographic Aspects of Tax Supported Missouri Libraries
- 2 - Bundy, Mary Lee - Missouri Library Board Composition and Board Practices and Procedures
- 3 - Schenk, Gretchen Knief - Modern Laws for Modern Missouri Libraries
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Part II - Mary Hanley, Centralized Processing, Recent Trends and Current Status; A Review and Synthesis of the Literature
Part III - Missouri Processing Cooperatives: A Report Based on the Experience of Member Libraries
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- 10 - Schenk, Gretchen Knief - The Missouri State Library; Its History, Progress, Future Library Development and Leadership Role

INTRODUCTION

Nine years ago the Missouri Library Planning Committee presented a program for Improving Public Library Service in Missouri. This committee, consisting of public library trustees, friends of libraries, civic and community leaders, worked with Dr. Lowell A. Martin, then Associate Dean of Columbia University School of Library Service, to "recommend ways and means to bring adequate library facilities to all the people of Missouri."

The committee endeavored to appraise the Missouri situation as it existed and to point out needed changes and improvements. It recognized that there would be differences of opinion but expressed the sincere hope that the discussions, findings and conclusions reached would not be treated as final and dictatorial. Rather, that the ultimate goal - extended, improved and co-ordinated public library service in Missouri - would be achieved by whatever method seemed most suitable to insure lasting benefits.

With the passage of the Library Services Act by Congress in 1956 and the extension of the Act in 1961, the picture of library service in Missouri changed rapidly. Changes promise to be even more pronounced with the passage of an expanded Library Services bill in the foreseeable future, inasmuch as the new bill will provide funds for improving not only rural but also urban public libraries, for expanding and strengthening school libraries as well as libraries in institutions of higher learning. A new study of Missouri's library progress was urgently needed.

The present team of consultants held its initial meeting April 15, 1961, at the Missouri State Library. Though the cost of the survey was financed by the State Library out of LSA funds, surveyors were given full freedom of investigation at all times and in all areas thus insuring complete objectivity in findings and recommendations. Consultants greatly valued this freedom and wish to express their sincere thanks for the confidence it implied.

With the appointment in the Spring of 1961 of a Missouri Library Association Survey Advisory Committee by Gene Martin, then president of M.L.A., the survey took on state-wide interest. The Committee was kept informed by mail and met three times in Jefferson City (September 1961-June 1962) to hear and discuss survey objectives, progress reports from consultants and final recommendations. The Committee agreed to the omission of definite financial figures from the final report so that changing dollar values would not jeopardize the long-term validity of any recommendations.

A survey of this type is always a two-way street. Librarians from the smallest to the largest libraries responded to survey demands by answering questions. Responses were astounding. The massive questionnaire covering services to adults, to children and young adults (including public library service to children in School), and audio-visual services was sent to 169 public libraries - 126 (74%) were returned. Of the 143 personnel questionnaires addressed to tax-supported libraries, 124 (96%) were filled out, even though this involved the completion of a form for each single library employee, a total of over 1100 forms. Consultants were amazed at the excellent cooperative spirit displayed, also in the matter of personal visits,

conferences and other contacts with librarians, trustees, and citizens. Officers and members of MLA showed a strong sense of personal responsibility in regard to all survey-connected problems.

Because survey consultants did most of their work outside of Jefferson City, they depended heavily on State Library staff members, particularly the secretarial staff, and gratefully acknowledge that dependence, especially on Miss Ina Smith, Administrative Secretary.

The survey is a cooperative product. Implementation of its recommendations will likewise require joint effort of a very high order for the benefit of all Missourians who deserve, can afford and will make good, productive use of the best quality library service money can buy.

Echoing the feeling of the first Survey Committee, consultants express the fervent hope that the discussions, findings and conclusions reached will not be treated as final or dictatorial. Rather, that the ultimate goal of extended, improved and coordinated public library service for Missouri will also be achieved in the future by whatever method seems most suitable to insure lasting benefit - and as soon as possible.

Missouri Library Survey Consultants

PEOPLE, MONEY AND MISSOURI LIBRARIES *

The fact that the population of Missouri increased from 3,629,367 in 1930 to 4,319,813 in 1960 is significant in terms of library planning. However, the statistical problems of population with which planners must concern themselves are more complex than the relatively simple task of adjusting library facilities and services to increased numbers of people, for population increases have not been distributed uniformly over the state. There are large areas in the state which have continuously lost population since 1930. Library planning, then, must be concerned with population trends as they manifest themselves in smaller areas than the state, i.e. the counties.

Consideration must also be given to the composition of the population in the various regions of the state. Persons with differing occupational, social, age and personality characteristics expect varying types of reading material to be available in their own local library facilities.

Trends in population gains and losses (Map 1) show that 43 of the state's 114 counties have continuously lost population since 1930, while 31 other counties began losing since 1940. Only 15 counties have gained population continuously since 1930. With the exception of the gains in the Springfield and Cape Girardeau areas, Missouri's population has been concentrated more heavily across the central portion of the state, particularly the St. Louis and Kansas City metropolitan areas and the central area composed of Boone, Cole, Callaway and Audrain counties.

The map also shows that the majority of the counties affiliated with regional systems are relatively sparsely populated. Continuing differences in wealth and population density have increased the necessity for regional library facilities; for despite increased urbanization, hundreds of thousands of Missouri's citizens continue to live in the rural areas of the state where library services are not yet adequate.

The urban portion of the population has increased to the point where it now comprises two thirds of the total state population, covering the city of St. Louis and St. Louis and Jackson counties. In terms of the Census Bureau's Standard Metropolitan Statistical Areas, over 76 percent of the state's population is concentrated in the St. Louis, Kansas City, Springfield and St. Joseph metropolitan areas - a total of 3,316,453 people. The pressure which these figures imply in terms of adequate library services and facilities is tremendous. However, these densely populated areas are much more capable of financing adequate facilities than the outlying counties, which, in addition to a lack of money to maintain good library facilities, must operate over larger geographical areas.

Changing Age Structure

Missouri is experiencing a rising proportion of older men and women which will, in turn, affect the nature of the demands placed upon the libraries of the

* Turner, Duane and Karsch, Robert F. - Fiscal and Demographic Aspects of Tax Supported Missouri Libraries in Missouri State Library - Public Library Service in Missouri; A Survey, Jefferson City, 1962.

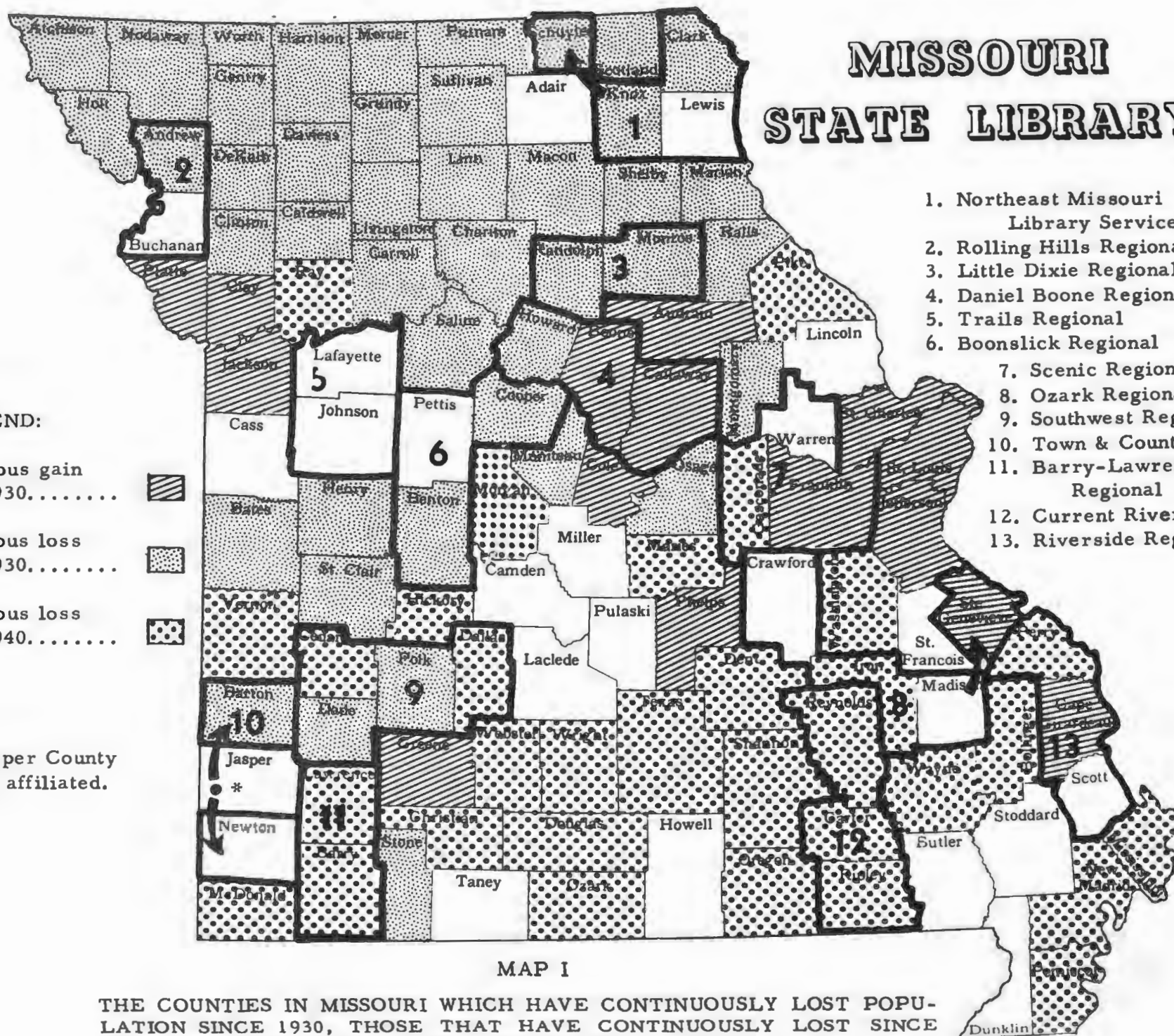
MISSOURI STATE LIBRARY

1. Northeast Missouri
Library Service
2. Rolling Hills Regional
3. Little Dixie Regional
4. Daniel Boone Regional
5. Trails Regional
6. Boonslick Regional
7. Scenic Regional
8. Ozark Regional
9. Southwest Regional
10. Town & Country Reg.
11. Barry-Lawrence
Regional
12. Current River Reg.
13. Riverside Regional

LEGEND:

- Continuous gain
since 1930..... 
- Continuous loss
since 1930..... 
- Continuous loss
since 1940..... 

*Jasper County
not affiliated.



MAP I

THE COUNTIES IN MISSOURI WHICH HAVE CONTINUOUSLY LOST POPU-
LATION SINCE 1930, THOSE THAT HAVE CONTINUOUSLY LOST SINCE
1940, AND THOSE THAT HAVE CONTINUOUSLY GAINED SINCE 1930.

state. The population of the state increased 9.2% between 1950 and 1960 but the proportion of citizens age 65 and older rose from 10.3% to 11.7%. The median age of the population has increased from 19.4 years in 1880 to 31.6 in 1960, and the aging trend is not likely to be reversed. In actual figures the number of persons 65 years and older increased from 407,388 to 503,411 in the last decade. Geographically the outstate counties contain a higher proportion of the population's older citizens than the urban areas:

<u>Area</u>	<u>1950</u>	<u>1960</u>
Kansas City	8.6	9.2
St. Louis	8.5	9.3
Springfield	10.2	11.8
St. Joseph	12.5	14.5

All ten counties which had more than 16% of their population in the over 65 age group in 1950 increased this percentage while in 31 counties the over 65 group climbed to more than 16%. Counties with the lowest proportion of persons age 65 and older are:

<u>County</u>	<u>1950</u>	<u>1960</u>
Clay	9.0	6.4
Jefferson	9.0	7.7
New Madrid	5.2	8.4
Pemiscot	5.5	8.4
Platte	10.5	8.4
St. Charles	9.7	7.3
St. Louis	7.0	7.0

The remaining counties in the state are situated between the extremes presented above.

<u>County</u>	<u>1950</u>	<u>1960</u>
Greene	10.1	11.8
Jasper	11.7	14.0
Bacon	8.8	9.5

At the other end of the age scale, persons under 18 years constituted 31.8% of the population in 1950 and 33.8% in 1960. The age group between 18 and 65 decreased from 58.0% to 54.5%.

The Bureau of the Census predicts that by 1980 the population of the United States will be between a high of 272.5 million and a low of 230.8 million. Just what Missouri's share of this population expansion will be and how it will be distributed over the state remains speculative. Drastic increases in demands for library services are inevitable.

Trends in Public Library Finance

Of the 150 tax-supported libraries existing in 1951, 96 were supported by tax

rates of 1 mill, 34 were receiving support at higher tax rates, while 20 were receiving less than 1 mill. In 1961 the situation is this: of the 146 tax supported libraries, 85 receive 1 mill, 46 get more than 1 mill.

Libraries supported by 2 mill tax rate.	28
Libraries supported by tax rates less than 2 mills but higher than 1 mill	18
Libraries supported by 1 mill tax rate.	85
Libraries supported by tax rates less than 1 mill	13

All of the new regional libraries established since 1951 are supported by a 1 mill tax. It might have been expected that at least a majority of these relatively new systems would have established higher tax rates at their beginnings. The cities of Columbia and Kahoka pay an extra mill to the Daniel Boone and Northeast regional libraries.

A study of individual tax rates reveals that 32 libraries had their tax rates increased over 1951:

Number of libraries with increased tax rates	32
Libraries with identical tax rates.	82
Libraries with tax rates below those in 1951	5
Libraries for which data is lacking	10
Libraries established since 1951	<u>17</u>
	146

Location of the libraries with the highest and lowest tax rates was studied. Of the 28 libraries supported by a 2 mill rate, 18 (67.8%) are located in counties with assessed valuations of \$30,000,000 or below. On the other hand, of the 13 counties which receive support of less than 1 mill, 7 (57.7%) are located in counties with assessed valuations above \$30,000,000.

Ten years ago, local revenue accounted for 94.2% of the total income of libraries in Missouri, while the remaining 5.8% was received from state aid. In 1961 local taxes produced 94.3% of the revenue, state aid only 3.3% and federal funds 2.4%. State aid amounted to \$200,000 from 1950-1951 to 1954-1955; \$250,000 from 1955-1956 to 1957-1958; \$255,538 in 1958-59, and \$257,500 in the two years 1959-61.

Federal aid has ranged from \$40,000 for 1956-57 (the first installment) to a high of \$200,736 for fiscal 1959-60. In percentage terms these funds have contributed 1.8%, 2.0%, 2.6%, and 2.4%.

Another important aspect of library finance concerns the legislature's appropriations over the past decade for bookmobile demonstrations in rural areas:

<u>Year</u>	<u>Total</u>	<u>Counties Served</u>	<u>Year</u>	<u>Total</u>	<u>Counties Served</u>
1950-51	\$70,000	6	1956-57	\$52,500	4
1951-52	67,500	6	1957-58	56,000	6
1952-53	67,500	6	1958-59		6
1953-54	50,000	6	1959-60	56,500	9
1954-55	50,000	6	1960-61	56,900	9
1955-56	52,500	4			

State Aid Distribution

At the present time half of the appropriations made for state grants-in-aid are allocated on a per capita basis in proportion to the population served by the various libraries. Forty percent is allocated on the basis of population to county and regional libraries where existing one-mill or more library taxes yield less than one dollar per capita. The remaining 10% is allocated, again on a population basis, to newly established county and regional libraries.

This establishment grant is divided as follows: 20¢ per capita to a county which votes a 1 mill tax; 35¢ per capita to a county or counties which agree to create a regional library (this may be in addition to the benefits of straight per capita distribution); 35¢ per capita to a county or counties which join an established regional library. The unused balance of monies is added to funds for equal per capita distribution.

In the Missouri Libraries Planning Committee report, Improving Public Library Service in Missouri (1953) it was recommended that

- a. Localities must move steadily toward the legal rate limit of two mills, which is now achieved by only 15% of Missouri units. (p. 50)

Though the number of libraries receiving 2-mill support has increased from 21 to 28 since then, in the strict sense of the Committee's terminology, which said that "localities supporting their libraries at less than two mills "should immediately come up to this level," progress has not measured up to the recommendation.

In regard to the state's financial role, the Committee recommended that the state increase its share of library support from five to twenty-five percent, a sum of \$1,000,000 for local units. In 1960-61 the amount of state aid was \$257,000, representing only 1.3% of total library income.

Trends in the Financial Support of State Programs

Have the somewhat larger sums which have been appropriated for the purpose of aiding public libraries in Missouri kept pace with the increased appropriations for other programs in the state? Trends in this regard were examined for the period between 1951 and 1963

<u>State Programs</u>	<u>Appropriations</u> (in millions of dollars)		
	<u>1951-53</u>	<u>1961-63</u>	<u>Increase</u>
Mental Diseases	\$ 23.1	\$ 54.1	134%
Higher Education	28.4	66.8	135%
Public Schools	112.7	257.1	128%
Welfare	208.2	298.8	43%
Highways	156.4	380.3	143%
Conservation & Recreation	8.2	13.1	60%
Corrections	10.1	14.8	48%
Health	12.4	22.5	81%
Bus., Agric. & Labor	9.5	27.9	184%

Appropriations for state aid to public libraries are funneled through the Division of Higher Education. State aid appropriations to libraries increased from \$400,000 to \$530,184 between 1951 and 1961. The remaining appropriations for the Division increased from \$28 million to \$66.3 million. The increase in state aid amounted to 32.5% while the remaining appropriations for the Division of Higher Education represented an increase of 135%.

Appropriations for state aid have not been increased at the rate which many other state non-library programs have experienced; nor have they kept pace with the increases which the Division of Higher Education as a whole has experienced.

Effects of Federal Grants on State Programs Since 1957

The "Missouri Plan" under the Library Services Act outlined five program objectives:

1. To establish permanent and adequate public library service to unserved areas.
2. To make those uses of federal funds that are best calculated to produce permanent results in library service progress.
3. To stimulate through demonstration permanent improvements in public library service throughout the state by creating a desire on the part of libraries with inadequate resources to take steps required to achieve a definite state of adequacy.
4. To promote the growth and improvement of library service furnished by all public libraries in rural areas in such a manner that will lead to the creation of a "system of libraries."
5. During the course of the program a prime objective shall be the concerted focusing of public attention upon and understanding of good public library service.

The "Missouri Plan" specifies four types of projects which may be financed in part by federal funds under the Library Services Act: (1) library service demonstrations; (2) improved service demonstration grants; (3) establishment grants for co-operative service programs; (4) in-service training projects.

To date a significant proportion of the federal funds have been expended in an

effort to furnish qualified personnel, proper equipment, and circulating resources for the State Library in order that it may successfully fulfill its obligations under the LSA and the "Missouri Plan." Also State Library facilities for providing regional book-mobile demonstrations have been considerably improved. Some nine grants have been allocated to local libraries for entering into systems or regional libraries.

One of the most significant projects has been the bibliographic center in Springfield which opened March 1, 1961. This center, located in the Springfield Public Library is a district inter-library reference and loan facility which expedites the delivery of library materials within the district which it serves. The district is composed of about 26 public libraries located in 20 counties in the southwestern part of the state. Among its services are the teletyping of requests which are not available in the collections of the Springfield Public Library, and storage space for materials seldom used in the affiliated local libraries.

Federal monies have also made a number of scholarships possible which are allotted to potential librarians who will later serve in Missouri's rural libraries. A number of research studies have been undertaken which, when completed, will enable Missouri's overall library system to operate more fruitfully and successfully.

Other important additions to state library programs have been the in-service training programs for practicing librarians and the Governor's Conferences for library trustees.

In general the effects of the federal grants upon Missouri's rural library programs have been weighty and successful. In ten or more counties in the state the establishment of permanent service has added appreciably to the potential of library service within the state. Results of the studies in progress should produce lasting effects upon rural library services in particular and the scholarship and in-service projects will undoubtedly add to the future success and expansions of rural service.

PUBLIC LIBRARIES - CITIZENS' RESPONSIBILITY *

No comprehensive investigation of Missouri's library program would have been complete without a descriptive survey of Missouri library boards. Library trustees in Missouri have been more active than in most states. They have over the years had the benefit of regular trustee conferences and training and have generally thus acquired a broader understanding of their role as library trustees.

The study was conducted by means of a mail questionnaire sent to the heads of tax-supported libraries in Missouri, and was limited by the amount of valid information which could be collected by this method. It was hoped, however, that at least partial answers could be supplied to the following questions:

Who are the men and women who serve on Missouri library boards? What are their occupations, education, age? How long have they been members of a public library board?

How do appointments to library boards get made? How satisfactory do librarians find the present procedures for making board appointments?

How formalized are library boards in terms of holding regular meetings, keeping minutes, etc.?

What do Missouri library boards do? How actively do they participate in the management and operation of their libraries? How do librarians feel about their participation?

What are some of the major problems connected with the board system of government for libraries? What suggestions do Missouri librarians have for making boards more effective?

Can membership characteristics, board practices or the nature and extent of board activity be found to be related to the type of library organization? To the income of the library?

It was felt that information regarding these aspects of board service would help in making recommendations for desirable changes and also in planning trustees conferences, publicity and other efforts designed to increase interest of board members in library service and further successful board practices. The high percentage of questionnaires returned (97 - 69%) is perhaps an indication of the interest librarians have in this subject.

General Background

The state laws of Missouri specify aspects of library board structure, board functions and the appointing procedures for library boards. The size of boards and methods of appointment vary according to the political unit. County library boards

*Bundy, Mary Lee - Missouri Library Board Composition and Board Practices and Procedures in Missouri State Library - Public Library Service in Missouri; A Survey Jefferson City. 1962.

consist of five members appointed by the county court. The county superintendent of schools is automatically a member of the board. The term of office is for four years.

City boards are appointed by the mayor with the approval of the legislative branch of the city. They have nine members and three-year terms. The law for cities between 5,000 and 600,000 sets a maximum of three consecutive terms for board members and designates a two-year interval before re-appointment.

Though regional libraries are allowed to agree upon a joint board to administer the library no regional library reported using such a joint board. Regional library boards are presently composed of county units and have from 10 to 20 board members. One library, composed of three counties and one municipal library, has 24 members.

Board members in Missouri are appointed rather than elected. They are not tax appropriating bodies and in general depend on the popular vote rather than on governmental officials for their support. The consent of library boards is necessary to form a larger unit form of library organization and with city-county units must be further ratified by the local governing bodies.

Board Members and Librarians

One major analysis was made of board composition. Information supplied about the occupation, sex, age, education and years of board service was given for 697 board members in Missouri, was totalled and considered in the aggregate.

Occupation

A rough grouping was made of the various occupations named. Those having the highest representation on Missouri boards were: housewives and club women - 30.2%; educators (including teachers, principals and county superintendents) - 19.8%; and local business men - 15.5% (including merchants, 10.2%, bankers, 4.9% and morticians). All other occupations were represented by less than 5%. These include lawyers, 4.9%, and other professional people: doctors, clergymen, librarians. There were a few white collar workers - accountants, salesmen, secretaries and civil servants - primarily rural mail carriers.

Farmers comprise about 9% of the membership of county and regional boards. These groups also have a higher percentage of educators, explained in part by the presence of the superintendent of schools. City libraries have a higher percent of local business men.

The percent of housewives decreased slightly with an increase in income group. The two highest income groups had a higher percent of lawyers on the boards. The proportion of executives increased with income. Differences noted, however, are less than 10% except for the difference between the percent of housewives on the low income boards, 37.2%, and the high income, 25.6%.

Sex and Age

Men constitute 44% of Missouri board membership. City libraries had the lowest percent of men on the boards, only 39.2%. The proportion of men increased with income group:

<u>Income</u>	<u>Percent with Men</u>
Under \$5,000	34%
\$5,000 - \$24,999	40.6
\$25,000 - 74,999	53.5
\$75,000 and over	57.0

Board members in this survey fell into the following age categories:

<u>Age</u>	<u>Percent</u>
Under 35	7.1%
35-50	46.8
Over 50	41.5

The regional libraries had a higher percent in the 35-50 age category and fewer in the over 50 group. The over \$75,000 income group had the highest percent of over 50 years of age - 50.5%.

Years of Board Service and Education

Of the total group 49.8% had been library board members less than 5 years, 32.9% between 5 and 10 years, 8.9% between 10 and 25 years. Information was not supplied about another 8.4%. County libraries reported the highest percent over 10 years on the board, 26.6%, as compared with 6.6% on the city boards and 5.1% on regional boards.

Two-thirds of the group have college education reaching a high with the regional libraries of 80.3%. The percent by income group was as follows:

<u>Income</u>	<u>Percent with College Education</u>
Under \$5,000	60.5%
\$ 5,000 - 24,999	63.5
\$25,000 - 74,999	75.7
\$75,000 and over	70.8

The two board members with elementary education only are on the boards of high income libraries.

Librarians

Head librarians were also asked to supply some information about themselves, their age, sex, education, years as head of a public library, years in their present position and number of years they have lived in the community. This biographical data served to orient the reader to the librarians giving this report of their boards and in combination with the characteristics of board members described the present public library leadership in Missouri.

Women librarians predominate, accounting for 86% of those responding. Two-thirds of the head librarians are over 50, only 13 percent are under 35 years of age. 79% have been to college and 46% to library school. Three-fourths have held their present position

less than 20 years, and almost half have lived in their communities over 30 years. The percent of male heads increased with income:

<u>Income</u>	<u>Percent with Male Heads</u>
Under \$5,000	0
\$ 5,000 - 24,999	3%
\$25,000 - 74,999	17
\$75,000 and over	42

Board Appointments

Librarians were asked, "Do you or your boards have anything to say about the appointment of board members?" 78% reported that they do; city libraries - 70%; county libraries - 90%, and all the regional libraries. The under \$5,000 income group had the highest percent (88%) and the over \$75,000 group the smallest (67%).

In answer to the questions as to what they knew about how library appointments get made, librarians told of the legal procedure, of submitting recommendations, of being asked for suggestions by mayor or court. In some cases the board decided and then informed the mayor, some give occupations they wish to have represented, rather than names. One mentioned that the mayor had a letter suggesting desirable qualifications for board membership - one of the proposals made at a Governor's Conference for Trustees.

A few librarians described the procedure followed by their boards or the basis for recommendations. In some instances the procedure was of a very personal nature, such as individual board members making arrangements, finding replacements, or asking friends. Some commented that the board generally got the people they recommended. Some commented on having good working relationships with the city. In some cases, the problem seems to be getting qualified people who are willing to serve. A few librarians, both with city and county boards, mentioned political party influence as entering into appointments, while a few others noted that their boards had not been involved in local politics, that library appointments were likely to go through when others did not.

Board Procedures

Only six small municipal libraries reported that they did not hold regularly scheduled meetings. Over 75% hold monthly meetings. Four city and one county library hold bi-monthly meetings, while 10 city libraries, one county and one regional library hold quarterly meetings. All but four librarians attend meetings regularly, except possibly when their salary is discussed. All but four keep minutes regularly.

Librarians were also asked to give the topics discussed at their last board meeting. The total times topics were mentioned on various aspects of library service were as follows:

Building and plant maintenance (39)	Board practices and procedures (10)
Finance, business (27)	Library regulations (8)
Personnel (14)	Collections (8)
Services (12)	Cooperative ventures (7)
Publicity and public relations (11)	Outside library activities (2)

Committees

Of the city libraries 62% reported the use of regular standing committees with only 5% (1) of the county libraries and 30% (3) of the regional libraries. The number of committees ranged from one to six with a few noting occasional or temporary use of a committee. Two or three committees are most common. The most frequently named committees were:

Book Committee (28)
Building and Maintenance (25)
Finance and Budget (18)
Publicity (6)
Personnel (5)

Some 22 committees were named less than 5 times, including hospitality, room service, outdoor, indoor, physical, libraries and librarians, administration, executive, memorials, staff welfare, insurance, periodicals, complaints and others.

Other Practices

The following libraries reported having by-laws: city libraries, 81%; county libraries, 90%; regional libraries, 80%. Having by-laws increased with income group:

<u>Income</u>	<u>Percent having By-laws</u>
Under \$5,000	72%
\$ 5,000 - 24,999	82
\$25,000 - 74,999	91
Over \$75,000	100

Those with county boards were also asked if the by-laws contain a limitation on board terms. One county and three regional librarians reported that they did. One reported no board member eligible for reappointment after serving a four-year term until one year has elapsed; three reported "two full (four-year) terms." one noted:

"We have been advised by a lawyer that such a limitation in the by-laws cannot be effective since this would put the board in the position of dictating to the appointive body who is given the authority by state law."

Written policy statements were checked as follows:

<u>Policy Statements</u>	<u>City</u>	<u>County</u>	<u>Regional</u>
Statement of objectives	33%	65%	80%
Personnel policies	36	60	90
Book selection	34	55	90
Service programs	22	35	90

The percent of those having personnel and book selection policies increased with income.

Board Participation in Library Affairs

Librarians were asked what their boards had to do with: book selection, service matters, personnel, finance, plant maintenance, publicity and promotion, and government contacts. Answers were analyzed by type of library.

Regional Boards

Book selection activities here seem restricted to approving general policy. A few noted committee help to prepare policy. The board also acts mainly at the policy level in regard to service matters. On personnel matters, the board functions chiefly to approve appointments and raises.

Regional boards also approve bills and the budget. Two had committee help with budget preparation. Three reported board consideration of major repairs and equipment, others had little to do with maintenance. Three librarians reported being responsible for promotion, being "the public relations officer". Individual board members help with personal contacts and sometimes in speaking to groups. Board contacts with local officials included presenting reports, talking about appointments and "acting as liaison".

County Boards

Some of the county boards seem to function in a way similar to the regional boards in the study. The board approves bills and the budget. A few, however, described their activities as "board has final say", "advises, counsels", "discusses and revises budget."

Four librarians said board members sometimes submitted suggestions for book purchases but in general the board's contribution is at the policy level. Answers seem to indicate that board approval is given for equipment purchases prior to making them. The majority of boards accepts the librarian's recommendation in hiring staff. Some boards set hours, raises and pay scales.

Four librarians commented on lack of government contacts, "have had none". One mentioned "superintendent of schools on board in court house is our government contact." One stated, "they will help when asked for some specific reason."

Seven county librarians indicated satisfaction with the operation of their board, five would like to see more board participation in library activities, two felt the board was making decisions which the librarian should make. Two mentioned the problem of having the superintendent of schools on the board.

City Libraries

Although it was recognized as an arbitrary grouping, for this analysis libraries with income under \$10,000 were analyzed separately. In general, this group tended to indicate either "board", "committee" or "librarian" beside the various aspects. This could indicate a more complete division of labor but librarians could have had in mind either who makes the final decision, or who does the most actual work.

In this group 12 librarians reported that book selection was handled by a committee,

some indicated the committee and the librarian together. Several did say that selection is left to the librarian.

One-half did not answer the section regarding service matters. Twenty-five noted "board" under Personnel. Three libraries mentioned a finance committee, several specified only "board". Seven librarians reported a committee handling plant maintenance, 15 specified "board". Other board activities named were: "relations with local public", "property that has been given to us", "their responsibility to work for library tax increase or building fund."

Eighteen of the small municipal libraries did not answer the question regarding their satisfaction with present arrangements. Sixteen indicated varying degrees from "I think we are doing alright" to "I feel we have a wonderful board." Two had suggestions: one wished the library treasurer instead of the city clerk could pay the bills; the other "would like to see the library board have new members every three years as they should instead of same ones staying on till they drop dead."

Medium and Large City Libraries

The chief difference noted between these libraries and the county and regional libraries is in their use of the board committee, particularly building and grounds committees, but also finance and book committees. (A few with book committees noted, "Does not do much work".) Although they may be of an automatic nature, municipal libraries reported more government contacts than county and regional libraries. Except for book selection, board members in the larger municipal libraries do not do the actual work of the library. Generally speaking, these public libraries enjoyed fairly typical board-librarian divisions of responsibility in book selection, service matters, personnel, finance, plant maintenance, publicity and promotion, and government contacts. In matters requiring council action, board members appeared before the council.

In answer to a question regarding the number of board members who attend meetings regularly, city librarians reported three to all nine of their members, all but two ranging between five and nine. Twenty-five percent of the county librarians reported three members, 25% four, and 50% all five. The range for regional librarians was from 7 to 21. Five reported 10 who regularly attended meetings.

Respondents were also asked to give the number of their board members who are active in library affairs, besides attending meetings. Forty-one percent of the municipal libraries had at least one board member who attended a trustees conference; 80% of the county libraries had at least one and 55% more than one. All the regional libraries have been represented at a trustees' conference, 80% have had more than one trustee attend. Three reported having 10 or more members attending. Only 28% of the city libraries had had a board member attend an M.L.A. meeting compared with 55% of the county and 80% of the regional libraries.

The activity of board members in library affairs, trustee conferences, M.L.A., attendance at national meetings and a general statement of activity outside of the local community was analyzed by income. Representation of a library at conferences was as follows:

<u>Income</u>	<u>Trustees' Conference Attendance</u>		<u>Trustees Interested Outside Lib. Affairs</u>
	<u>Trustees' Conf.</u>	<u>M.L.A. Meeting</u>	
Under \$5,000	31%	16%	16%
\$ 5,000 - 24,999	59	41	41
\$25,000 - 74,999	74	56	78
Over \$75,000	75	67	92

Making the Board System Work

A separate question solicited advice on ways to keep a library board interested and informed. Answers included what are probably fairly common practices - reporting on library activities including specific suggestions, such as use of a monthly report form, monthly board letters, monthly memoranda and bulletins. Some mentioned ways to handle library meetings, the value of personal contacts, topics which seem to interest boards, and opportunities to involve board members in library affairs. The use of professional literature was named, bringing activities of other libraries and state activities to the board's attention, and attendance at state-wide or area library meetings.

The last page of the questionnaire was reserved for additional comments and suggestions. Rather than summarizing the replies given, the full report devotes 6 1/2 pages to quoting as many attitudes and opinions as possible concerning the appointive procedure; limitation of terms of office of board members; the position of the county superintendent of schools; the problem of getting library board members to participate in library affairs; the desirable potential contribution of library boards; the political and personal influences exercised by board members; inter-personal relationships of the board, and other comments.

Implications of the Study

Missouri librarians and trustees can be proud of many aspects of board service found to generally exist in Missouri. There are obviously many harmonious board-librarian relationships and also a cooperative attitude on the part of local officials. (These seem not necessarily related to the amount of support accorded the library.) Missouri libraries have many trustees who through the years have given long hours of their time and talents to library board service. They must understandably be proud of what they have been able to accomplish.

The study also suggests the types of situation which are most in need of correction. The greatest problem does not appear to be the undesirable political aspects of library board service, but rather the need to attract capable people into board service and give them a concept of library service and of their functions which will elicit active efforts on their part.

The study suggests for further investigation some of the multitude of factors which may be related to successful board practice. The suggestions offered may also provide some immediately practical help for other libraries.

There are obvious differences of opinion on various aspects of board service. They should provide the content of fruitful discussions among both librarians and trustees. Those more familiar with the Missouri situation and with efforts to improve board service

to date may see other needs and other possibilities suggested by this report.

But this study should also serve to remind the library profession that the heads of our public libraries are public administrators, managing an agency of government which requires them to have not only intimate knowledge of and ability to work with their own local situation but also background understandings of local community and governmental operation and the political process as it relates to libraries.

It is long past time that our training programs, our professional literature, and our research sources direct major attention to the role of the librarian as public administrator.

This is not a reflection on our present public library leadership, but library administrators need the same professional backing given to the heads of other public agencies with whom they must share the tax dollar. The results of this continued neglect of the social and political aspects of librarianship cannot help but be reflected in our success in winning popular and governmental support for libraries.

GOOD LAWS - FOUNDATIONS FOR GOOD LIBRARY SERVICE *

The basic purpose of modern library legislation of Missouri is to provide for all residents of the state, regardless of the jurisdiction under which they happen to live, such library laws as will allow them to obtain the best possible library services for themselves.

Equality before the law in this case would mean removing differentiations in library government, representation and support between urban and non-urban residents. It would mean simplifying and streamlining the library's legal structure for easier comprehension by citizens statewide.

As pointed out by Martin in Improving Public Library Service in Missouri (p. 45), the legal basis for free public libraries has been firmly established in the state. "The Constitution specifically affirms the responsibility of the State and its subdivisions for providing library service for all the people. Statutes governing city libraries, county libraries, state aid to libraries and the State Library stand on the books... Appropriate adjustments in law are necessary, however, if outmoded prescriptions are not to stand in the way of the expanded program of library service... While basically sound, the statutes need revision and supplementation at various points."

Variations Within Present Code

At present Missouri's library laws are oriented toward eight types of libraries - the State Library, regional libraries, county district libraries, city libraries, libraries in first class cities, libraries in cities of over 300,000 population, city-county libraries and school district libraries. There is, however, no overall section dealing with public libraries per se.

These differentiations have lead to some odd legislative oversights. City libraries have legal recourse in protecting library books and property, but county and regional libraries have no such express protection. A general provision, making the keeping of library property a misdemeanor after suitable notification has been given, would cover all types of libraries since library property is public property no matter from which type of library it is taken. In lieu of such a provision in the library statutes a reference to an overall provision governing public property needs to be included.

One of the earliest provisions still on the books makes it mandatory for county librarians to attend state library meetings and district library institutes with all actual and necessary expenses being a charge against the county library fund. Depending on the point of view this provision might be construed as a discriminatory charge against county library funds or an unfair discrimination favoring county library personnel. If this provision is necessary and essential for the good of county libraries, it ought to apply equally to regional and municipal libraries as well.

* Schenk, Gretchen Knief - Modern Laws for Modern Missouri Libraries in Missouri State Library - Public Library Service in Missouri; A Survey. Jefferson City. 1962.

Library Government

In first class cities a board of nine directors is "chosen from the citizens at large with reference to their fitness for such office." In other cities and in cities of over 300,000 population substantially the same provisions hold true regarding "fitness for office" though the latter board must also be bi-partisan with not more than five members chosen from one political party. This is the only instance in which political parties are mentioned in the law. "No member of the municipal government shall be a member of the board" in either case.

All cities, no matter how small, are required to operate with a library board of nine members. This provision has proved to be a definite hardship on the small municipal library boards whose libraries could more easily and just as effectively be governed by a board of five members.

Except for Kansas City and St. Louis directors are appointed for three-year terms, may serve for three successive full terms (9 years) and are then not eligible for re-appointment until two years after the expiration of the last term. No member of municipal government may be appointed.

County District Libraries

County district libraries are governed by a board of five members appointed by the county court. In contrast to city library boards of which "no member of municipal government shall be a member", county superintendents of schools automatically become ex-officio members of the county library board regardless of whether they are interested in public libraries or have the time and inclination to serve. Four other members (none of whom shall be elected county officials) are appointed by the county court for an unlimited number of 4-year terms. No procedure is specified whereby a fifth board member may be appointed when the ex-officio member moves away or dies and is not replaced by official appointment. This works a distinct hardship on county libraries as an uneven number of board members is necessary to break tie votes. The problem could readily be solved where the county court given legal permission to make a non-ex-officio appointment should the ex-officio member resign or a vacancy occur in that office which is not filled within twelve months.

Regional Library Boards

Though the organization of regional library systems has consistently been emphasized in Missouri in the last decade, no provision has so far been made or used to establish a true regional library district board. The present governing body approximates a federation of library boards. All board members of participating county district and municipal libraries function as active board members of the regional library board, according to the contract establishing the regional library system. This has resulted in creating very large boards (up to 24 members - 1961). When regional libraries eventually reach their potentialities in size, it is quite conceivable that this contractual arrangement will prove a serious handicap.

Were a legal method provided whereby, after a specified time, the present federation type of board could evolve into a true regional board, regional library government would become sounder and would denote a greater faith in the democratic

principle of representation where a few are obligated to represent the many.

Legal Stability of Regional Library Systems

Another matter that ought to be of grave concern to citizens of Missouri is that their regional federations of county library districts shall achieve permanent legal stability through a sound regional district law. Within the last decade only one region disbanded. Two counties withdrew from the regions to which they belonged. The stability of present regions, however, is still based too frequently on successful individuals, on personal favorable attitudes of those in key positions, on board members convinced of the value of a regional type of library organization.

The long, slow growth of a truly united regional attitude in library service ought not to be jeopardized through lack of a good regional district library law. Too much time, money and energy have been devoted to the creation, maintenance, upbuilding and improvement of regional library service in this state to have present or future Missourians penalized for lack of forethought on the part of today's leaders.

District Taxing Ability

Missourians have a distinct advantage in that their modern county library law was conceived as establishing a district (political subdivision like a county) to administer library service. Political subdivisions have the power to tax but contrary to other taxing districts (cities, counties, school, water or fire districts) the present library law requires that funds voted on "shall be levied and collected from year to year" regardless of actual need. Other political subdivisions ordinarily prepare a budget within the limits allowed by law, and then collect only the amount needed to provide the services required. Since any district is a political subdivision in its own right, no other legislative body is empowered either to raise or lower the budget submitted.

At present the district library tax is limited by both a floor and a ceiling. Survey findings reveal that Missouri libraries are vastly under-supported to do the work that needs to be done. Yet each time additional funds are required, they must be voted, even if only for 1/10 of a mill, instead of budgeting and then levying a tax sufficient to cover the budget within the 2-mill ceiling.

There is a distinct appeal to taxpayers in the knowledge that district library service may not cost less than one mill but that, having voted the full two mills once, the second mill will always be subject to a district library board budget covering the cost of the proposed service. This eliminates having to pay for a revote on a second mill or any part thereof at any time in the future. It is conceivable, too, that better business procedures might result were the second mill always subject to the complete budget process.

State Aid Law

It is extremely difficult and legislatively highly unpopular as a rule to change provisions of a direct grants-in-aid program such as the State Aid for Public Libraries law (1945). Regulations embodied in the law are rigid and no longer realistic in view of present costs. Of the fund 50% is allocated to libraries on a per capital basis;

40% allocated to county and regional libraries where the tax of one mill or more does not amount to \$1.00 per capita; 10% is distributed as establishment grants.

In addition the legislature has not seen fit to increase the amount of the present direct aid to libraries fund beyond \$265,000 (\$200,000 in 1950-51). The total budget for direct aid rose from \$400,000 in 1951-53 to \$530,184 in 1961-63 as pointed out in the first chapter.

Due to the consistent, accelerated shift of population in Missouri and growing urbanization, a changing emphasis is being thrust on the state's library program. A different type of aid program will need to be developed, possibly leaving the present state aid law in tact so that small public libraries will not be harmed. Called the Library Development Fund, for example, such a fund could be used to strengthen and develop urban and rural libraries together, so that they could meet modern library standards and provide good quality library service. This fund could be used to assist in welding together all types of library service within the state for the benefit of all people wherever they may live and whatever their library needs might be. Such a fund could be more flexibly administered and would be more amenable to the requirements of changing conditions. It should be established in an amount large enough to make really significant strides in remedying the drastic shortcomings in service revealed in the current survey.

Certification of Professional Library Personnel

Despite repeated set-backs and failures to secure passage of a certification measure, efforts to achieve this goal should and must continue. Support of the proposal on the part of those who would be most directly affected - or fear they would be affected - has been lacking. It could be achieved if each librarian were personally visited, according to one member of M.L.A. who carried out such a program in another state. The lack of an independent, experienced legislative advocate working together with the M.L.A. Legislative Committee, has been one of the difficulties in securing passage of the certification bill.

State Library Law

The State Library Law is broad and flexible, unhampered by outmoded provisions. However, the list of functions 1 to 8 is so specific that the legal rule "what is not listed is not permitted" might some day be invoked. For future use it would be wise to include some wording as follows: "(9) Conduct and promote such other activities and make such rules and regulations governing the administration of the library as may be deemed necessary and beneficial by the board." Were such a section added now any eventualities arising in the future could readily be met.

Students of library management and board organization will find the six-member State Library board puzzling when an uneven number is usually recommended.

Recommendations

To simplify and streamline the legal structure of libraries throughout the state so that citizens may benefit from one broad overall modern public library law, it is recommended that

1. The revision, supplementation and redrafting of the whole library law as repeatedly recommended become M.L.A.'s first legislative effort in 1963.
2. The passage of the certification bill receive complete and concentrated attention in 1963 so that certification may be included in the recodified library laws to be adopted in 1965.
3. The various differences in structure, government, representation and financing between the eight different types of libraries be reduced to a minimum for easier comprehension and operation throughout the state.
4. Provision be made to insure the legal stability of regional libraries.
5. Library districts be enabled to exercise their own independent taxing power between the mandatory one mill and the permissive two mill limit.
6. Instead of revising the present state aid law, a different type of fund be established to meet the changing emphasis being thrust on the state's library program through the accelerated shift in population shown by the 1960 census.
7. An inclusive final section be added to the list of functions of the State Library and board membership increased to seven with five being appointed by the governor.

PERSONNEL - BACKBONE OF LIBRARY SERVICE *

In an era of expanding technical demands an increasing number of library personnel must be vastly more knowledgeable and better prepared than formerly. Those who practice librarianship in the last half of the twentieth century must be conversant with a much larger body of knowledge than their predecessors, yet never forgetting the basic needs of the individual as a human being.

This is true whether the library is located in a village, town or metropolitan area. Space explorations, moon shots, atomic bomb explosions or Telstar visits to Europe are seen on television screens in the Ozarks as well as in St. Louis, Kansas City, Columbia or on the farms along the Missouri river. The state's public library service will be only as good as the people who render this service are capable, understanding, flexible in their thinking and well trained.

Personnel Study

This personnel study was the first one ever to be undertaken in the state as far as could be learned. The investigation gathered facts regarding those working in Missouri's public libraries and on the personnel provisions presently in force in the various libraries.

Personnel Returns Received

A total of 1149 employees returned their questionnaires. The 19 tax-supported libraries which did not report had a total of 28 employees according to the State Library's Annual Report, 1960-61. Maintenance personnel and reports from 14 non-tax-supported libraries were not included in the analysis. The populations served by tax-supported libraries number 3,626,319. Returns were received from library workers serving 3,490,782, or 96.1%.

Analysis by Population Group

<u>Population Group</u>	<u>Number of Tax Supported Libs.</u>	<u>Returns Received</u>	<u>Population Represented</u>
Under 5,000	61	47	75.8%
5,000 - 9,999	28	25	87.4
10,000 - 24,999	30	28	93
25,000 - 99,999	19	19	100
Over 100,000	5	5	100

Professional Librarians - Where are They?

An analysis was made of the positions held by the 1149 library employed persons serving 3,490,782 Missourians. The 296 professional librarians were classified as fully trained (college degree plus one or more years of graduate study in an accredited library school); professionally trained (college degree with a major

*Schenk, Gretchen Knief - Missouri's Public Library Personnel in Missouri State Library - Public Library Service in Missouri; A Survey. Jefferson City. 1962.

in library science or a certificate from former library schools or training classes); and untrained professional (those carrying major professional responsibilities, participating in state-wide professional activities and otherwise exhibiting a variety of professional characteristics). Other classifications were: sub-professional and clerical.

Professional Librarians

<u>Fully Trained</u>	<u>Trained Profess.</u>	<u>Untrained Profess.</u>	<u>Sub-Pro- fession</u>	<u>Clerical</u>
154	56	86	272	581

Of this total of 296 professional librarians, Kansas City and St. Louis, serving 34% of the population of the state, employed 66% of all fully trained librarians, 53% of the trained professional librarians, and 42% of the untrained professional librarians, 13% of the sub-professional workers and 36% of the clerical employees.

St. Louis County and the 11 municipalities therein, serving 723,532 people, employed 46 professional librarians - 21% of the population served by 15.5% of the librarians. In 11 regional libraries 21 librarians served 389,061 persons - 7% of the librarians serving 11% of the population. In 17 county libraries serving 573,189 - 10% of the librarians (29) served 16.4% of the people.

The remaining population receiving library service (752,493 - 21.3%) was scattered throughout the state and had the services of a total of 32 professional librarians. Maps 1 and 2 show the distribution of all library employees throughout the state and the location of professionally trained librarians.

Variations in Population Served

Just as other professions have established certain norms (e.g. one physician per x population; one classroom teacher per x pupils), the library profession has established the figure of one library employee (exclusive of maintenance personnel) for every 2,500 persons, one professional librarian for every 5,000 persons. Kansas City's 75 professional librarians each are serving 5,840 persons, closely approximating the norm. St. Louis with 93 professional librarians serving 750,026 people provides one librarian for every 8,065 persons.

Among the 28 county libraries, 14 employ a single professional librarian, 3 employ more than one, and 11 employ only sub-professional personnel. The 14 single professional librarians serve approximately 16,500 persons each.

The newer regional libraries, many of them established during the current shortage of trained librarians are attempting to give professional service to the following population:

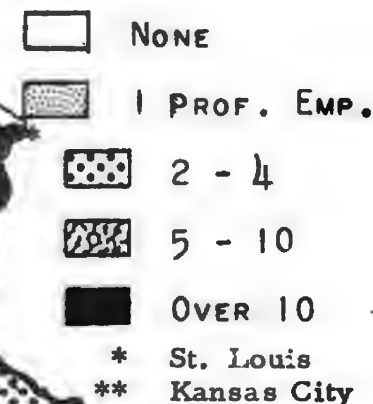
<u>Regional Libraries</u>	<u>Ratio of Professional Librarians to Population</u>	
	Norm: 1 - 5,000	
Barry-Lawrence	1:31,133	31,133 persons
Boonslick	2:35,431	17,715
Current River	1:16,809	16,809
Daniel Boone	5:71,094	14,219
Little Dixie	1:16,037	16,037
Northeast	Not organized in 1961	
Ozark	2:38,030	19,515
Riverside	1:41,957	41,957
Rolling Hills	Not organized in 1961	
Scenic	2:21,572	10,786
Southwest	4:38,994	9,749
Town & Country	2:31,737	15,869
Trails	2:46,267	23,134

MISSOURI STATE LIBRARY

PROFESSIONAL EMPLOYEES

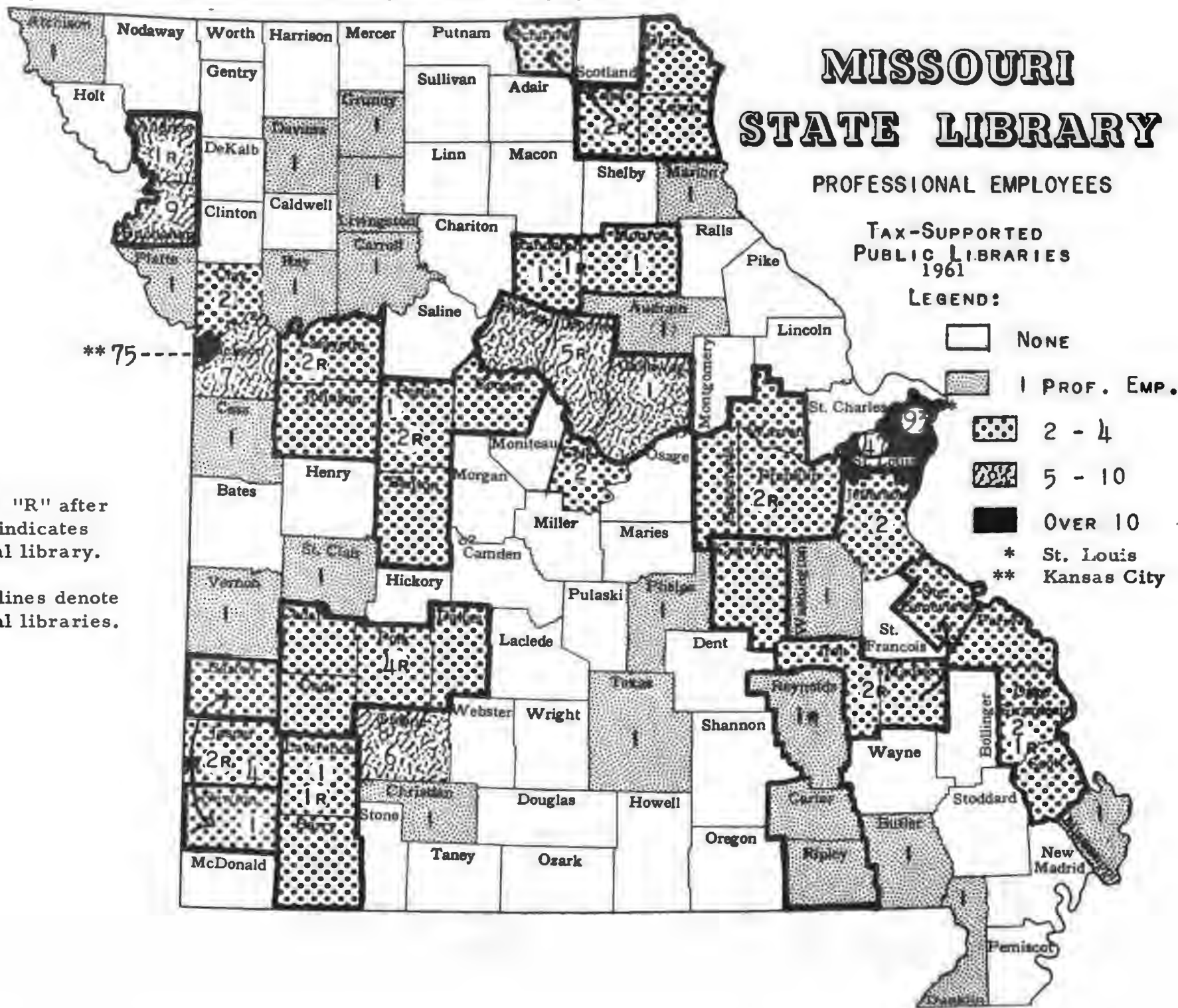
TAX-SUPPORTED
PUBLIC LIBRARIES
1961

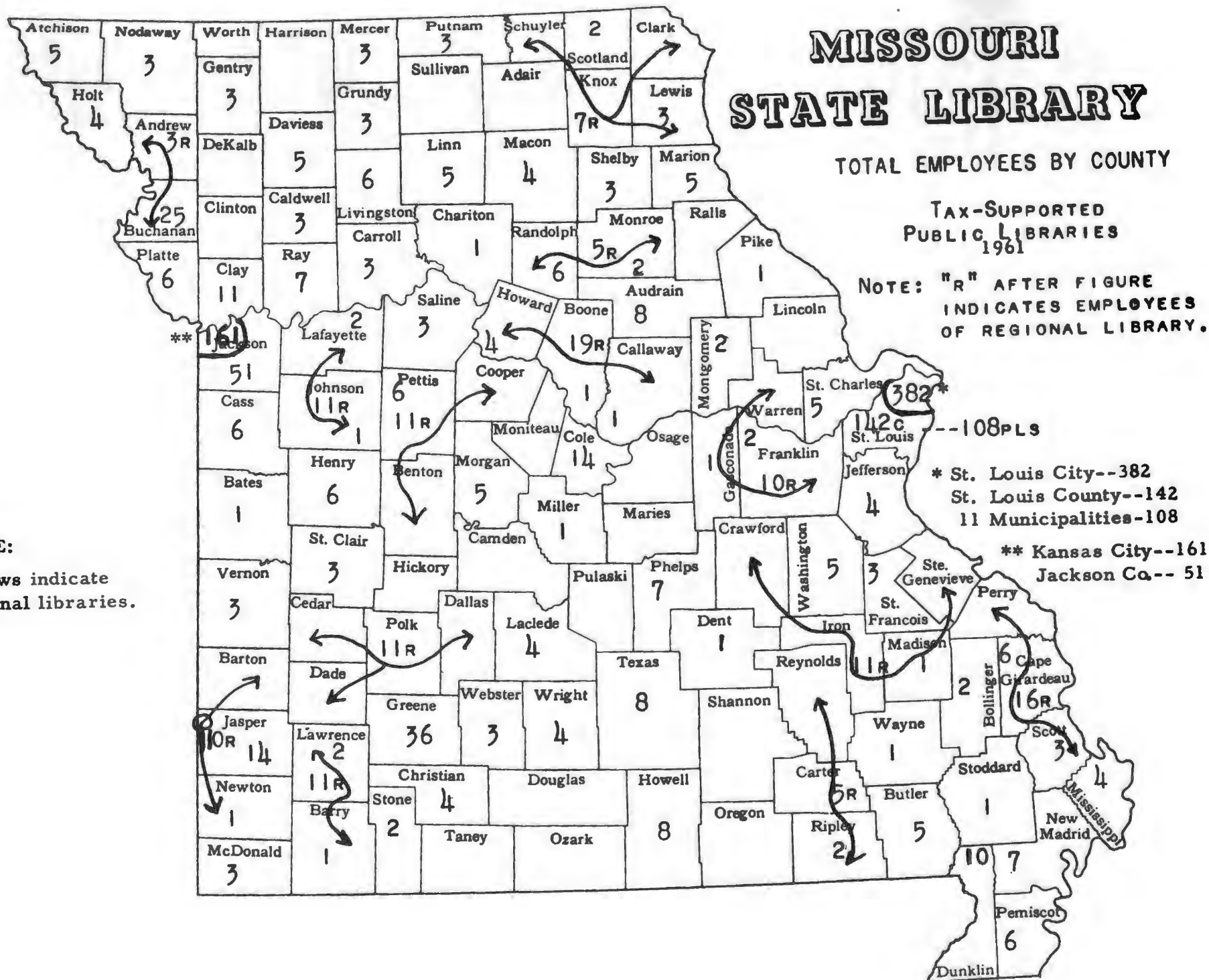
LEGEND:



NOTE: "R" after
figure indicates
regional library.

Heavy lines denote
regional libraries.





While the personnel shortage is responsible for much of this imbalance in persons served, it must be pointed out that the oldest county library still employs only one professional person to serve over 23,000 persons. Some of the oldest regional libraries are also simulating a variety of professional services with only one trained person on the staff.

General Educational Qualifications

A total of 325 library workers, roughly one-third, reported a college degree. Another 219 had attended from 1 to 3 years of college. Of the 325 college graduates, 174 (53.5%) were employed in Kansas City and St. Louis. Another 51 (16%) were head librarians elsewhere. An appreciable number of the remaining 100 were employed in small community libraries. Of the 219 listing some college training, 64 worked in the two large city libraries. Many others were employed on bookmobiles and again in small community libraries doing clerical work.

Identification of Positions

Distinctly noticeable in the listing of positions, except in the larger libraries, was the absence of identifiable jobs, such as reference, adult services, or children's librarians. There appeared to be little differentiation as to responsibilities. This is hardly surprising when so few trained librarians are attempting to provide a full range of services to so many.

Salaries Paid

A sampling of head librarians' salaries, as reported in the survey and published in the State Library's Annual Report, 1960-61, indicated that they generally tended to reflect responsibilities, had improved since the mid-fifties, but were still too low in view of current inflation and in relation to the salaries received by recent library school graduates today.

Personnel Provisions

The survey again showed that the larger libraries provide job satisfaction in the form of definite annual salary ranges, definite pay plans, vacation and sick leave policies, retirement provisions, job descriptions and classifications.

The dates of adoption of job descriptions and job classifications coincided with the emphasis given these personnel policies at trustee workshops in the late 1950's. Only St. Louis County Library had adopted them in 1947.

Conclusions and Recommendations

Any discussion of personnel in the early 1960's is certain to be colored by the continuing personnel shortage under which library boards and administrators have labored since the Second World War.

Furthermore, pressure to develop an expanded public library program in urban areas is growing, while library development in schools, universities, colleges, and special libraries is clamoring for attention. The rapidly increasing demands for

<u>Title</u>	<u>Number of Libraries</u>	<u>%</u>
Readers Digest	106	85%
Better Homes and Gardens	103	82
Good Housekeeping	103	82
National Geographic	102	82
Ladies Home Journal	100	80
Life	95	76
Saturday Evening Post	95	76

Ten titles, excluding the above, were reported by more than half of the 126 libraries. Almost half (17 out of 35) of the titles in the Abridged Readers Guide are available to patrons of 50% or more of the libraries reporting. Although one cannot ignore the fact that less than half of the libraries provide their patrons access to such magazines as Atlantic (45%), Current History (30%), Harpers (48%), or Scientific American (31%), the reports indicate an awareness of the importance of periodicals and consideration of popular demand in their selection. They indicate less consideration of the stimulation and reference value of the quality periodicals.

Pamphlet Holdings

Pamphlets constitute an inexpensive, easily available source of up-to-date information, and of points of view on current issues. They are an indispensable adjunct to both reference and circulating collections. In all of the 35 subject areas selected for study, some libraries reported holding pamphlets suitable for adult use. The ten most popular and frequently mentioned were:

<u>Subject Area</u>	<u>Number of Libraries</u>	<u>%</u>
Agriculture	74	59%
Conservation	69	55
Home repair and Gardening	65	52
Global Geography and Travel	63	50
Health and Safety Education	62	49
United Nations	62	49
Arts and Crafts	52	41
National and World Affairs	52	41
Recreation	50	40
Business and Economics	49	39

Only in the first four subjects out of 35 did more than half of the libraries report any holdings. Of the last 18 subjects listed only 1/3 reported holding any pamphlets.

Significant differences again become apparent when the findings were examined in relation to the type of library organization, the number of professional staff reported and the size of the population served. Again excluding the two large cities, no more than 49% of the municipal libraries held pamphlets in any subject area. A third or more reported holding some pamphlets in the first eight subjects. Of the county libraries, half or more reported holding some pamphlets in the first eight

highly trained, technologically oriented library workers will inevitably create further demands.

This understaffing is noticeable in medium and small-sized municipal libraries, even more so in county libraries but most of all in regional libraries where instances exist of one trained librarian attempting to serve 20, 30 and 40,000 people.

The norm of one professionally trained librarian serving 5,000 persons is not unduly high as an eventual goal to be reached in this decade. (In 1961 Kansas City 1:5840; St. Louis 1:8065 persons). This would mean that Missourians would employ some 450 to 500 additional trained public librarians over a period of eight to ten years, compared to the 128 now serving people outside of Kansas City and St. Louis.

To alleviate the present and future personnel shortage the following programs are recommended:

1. Continue or stimulate investigations studying the feasibility of organizing a fully accredited graduate level library school at the University of Missouri, and take appropriate actions to insure its establishment. Experience has proved that wherever an accredited graduate library school exists and public library service is actively being developed as in Missouri, positions are more readily filled and on a continuing basis. In those states the percentage of graduates accepting positions in municipal, county and regional libraries exceeds the average (31% - 1961). Examples:

Carnegie (Pa.) - 38%	Pratt (N.Y.) - 50%	West. Mich. - 56%
Florida - 35%	Rutgers (N. J.) - 36%	W. Reserve (Ohio) - 56%
Louisiana - 36.4%	T.C.U. (Tex) - 36%	

Even if only 50 graduates were available per year for work in public libraries (a higher percentage) Missouri could readily absorb them so that every citizen of the state would eventually have the same quality of professional service as that now enjoyed by the residents of the two largest cities.

2. To provide better financial support for all libraries but particularly for regional library systems, so that each system would be large enough to warrant employing one professional staff member for each of the following elements of library service:

- Administration
- Organization and control of library materials
- Information and advisory service to adults
- Information and advisory service to young adults
- Information and advisory service to children
- Extension services

3. Provide additional incentive payments for the employment of professionally trained personnel to meet more competitive salary levels.

4. Encourage the further adoption and development of up-to-date personnel provisions and salary schedules throughout the state to include particularly the employees of smaller public libraries.

PUBLIC LIBRARY SERVICES *

I. ADULT SERVICES

The basic service any library gives is to make available to its public a useful collection of materials. The amount of book selection activity devoted to adult interests is of utmost significance in the assessment of general service to adults.

Of the 126 libraries surveyed, 91 reported on the amount of total selection activity that is devoted to adult books. In 57 libraries (62%) less than half of the book selection activity is devoted to adult books. Of the libraries reporting less than 1/3 of the book selection activity devoted to adult books, regional libraries accounted for 15%, county libraries for 54%, and municipal libraries 31%.

No clear picture emerges here except that no libraries with 6 to 10 professional staff members or serving over 100,000 people fell into this limited category. The only clear conclusion is that in only 1/3 of the libraries reporting does adult book selection get at least as much attention as is given to the selection of books for children and young adults. The 9 libraries that devoted from 70% to 100% of their attention to adult selection are obviously not providing a book collection of use to the entire community, which leaves 25 libraries or 27% of those reporting who maintain a reasonable balance in the selection of books for adults and children and young adults.

Current Book Selection

Examination of the total collection of Missouri public libraries was a manifest impossibility. Current buying practices were assessed, therefore, as a guide to the nature of materials selected and a forecast of the total collection.

Of the 232 titles listed in "Suggestions for Small Libraries" from the Booklist and Subscription Books Bulletin, January through December 1960, no title was reported as held by all of the 126 respondent libraries. Four titles were reported by more than 3/4 of the libraries:

<u>Title</u>	<u>Number of Libraries</u>	<u>%</u>
Michener, James A. - Hawaii	116	91%
Dooley, Thomas A. - The Night They Burned the Mountain	106	84%
Chase, Mary Ellen - Lovely Ambition	100	79%
Kerr, Jean - The Snake Has All the Lines	98	78%

Twenty-two other titles, excluding the above, were reported by half the libraries. Thus only 11.2% of the titles recommended for small libraries in 1960 by the reviewing journal of the American Library Association were available (exclusive of inter-library loan) to patrons of at least half of the 126 libraries. Ten titles included in the

*Warncke, Ruth, Lohrer, Alice, and Goldstein, Harold - Public Library Services in Missouri in Missouri State Library - Public Library Service in Missouri; A Survey. Jefferson City. 1962. (Section I - Warncke, Ruth - Adult Services)

ALA Notable Books for 1960 were included in the Booklist "Suggestions for Small Libraries" for 1960.

Titles from ALA Notable Books of 1960 Held by Libraries

<u>Title</u>	<u>Number of Libraries</u>	<u>%</u>
American Heritage - American Heritage Picture History of the Civil War	86	68%
Adamson, Joy - Born Free	85	67%
Teale, Edwin W. - Journey Into Summer	66	52%
Cousins, Norman - Lambarene: Dr. Schweitzer and His People	59	47%
Priestley, John B. - Literature and Western Man	50	39%
McGinley, Phyllis - Times Three	45	36%
Sergeant, Elizabeth - Robert Frost, Trial by Existence	40	31%
Graves, John - Goodbye to a River	28	22%
Bates, Marston - The Forest and the Sea	27	21%
Grant, Michael - The World of Rome	25	20%

The patrons of almost 1/3 of the 126 libraries had none of these titles available to them. Three titles were available to patrons of slightly more than half the libraries; and the other titles were available to patrons of 1/5 to 2/5 of the libraries.

A comparison was made on the basis of professional staff members employed. The picture there was clear. A significantly larger proportion of libraries employing professional staff members than of libraries employing none, had added the ten titles.

To determine whether or not the selection of adult books differed by type of library organization, comparisons were made of municipal, county and regional libraries. Excluding the two largest libraries, in every instance a larger proportion of county than of municipal libraries held a title, in all but three instances a larger proportion of regional than of county libraries did so. To determine whether or not the selection of adult books differed by the size of population served, comparisons were made on the basis of four groupings: serving less than 1000 people, serving less than 10,000, serving less than 100,000 and serving over 100,000. Without exception, the proportion of libraries holding these titles increased in relation to the size of population served. Since these titles were taken from "Suggestions for Small Libraries" the fact that all four of the largest libraries reported holding all but two of them seems to indicate their suitability for libraries of all sizes.

Periodical Holdings

Periodicals provide a variety of up-to-date information and current creative literature, thereby enriching the collection of a library. Of the 35 periodicals, all suitable for adult users, indexed in the Abridged Readers Guide, no title was reported as held by all of the 126 respondent libraries. Seven titles were reported by more than 3/4 of the libraries.



<u>Title</u>	<u>Number of Libraries</u>	<u>%</u>
Readers Digest	106	85%
Better Homes and Gardens	103	82
Good Housekeeping	103	82
National Geographic	102	82
Ladies Home Journal	100	80
Life	95	76
Saturday Evening Post	95	76

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subjects and in library skills; 82% reported holdings in global geography and travel and in conservation; and 73% in agriculture.

Over 75% of the regional libraries reported holdings in the ten subjects listed plus family and consumer education and marriage and family life, except for national and world affairs (59%) and recreation (61%).

Of the libraries reporting no professional staff, 40% reported holdings in agriculture; 41% in home repair and gardening; 37% in conservation, and 34% in United Nations. In no other area did a third of the libraries report holdings.

Those with six to ten professional staff members reported holdings in the first ten subject headings, the highest being global geography and travel, 71%, and conservation, 69%.

All libraries reporting more than 10 professional staff members reported holdings in 22 of the subjects, and four out of five reported holdings in all of the other areas except literacy in which only two reported holdings.

In terms of population served a definite pattern emerges. Only two out of five libraries serving under 1000 people reported holdings in any subject area. One-third of the libraries serving less than 10,000 report holdings in agriculture (46%), conservation (39%), home repair and gardening (30%), and health and safety education (35%)

Over half of the libraries serving 10,000 to 99,999 reported holdings in all of the first 26 subject areas except religion and philosophy (43%), and labor relations (22%). The range of 24 areas is from 50 to 76%. All of the libraries serving over 100,000 population reported holdings in 24 subject areas.

Comparable to the other findings of the study, these data indicate that pamphlets are provided by fewer libraries serving small areas and populations and reporting no professional staff than by those serving beyond their municipal boundaries, having professional staffs and serving larger populations.

Considering the usefulness, the accessibility, and the low cost of pamphlets, the fact that not more than 59% of the libraries reported holdings in any subject field reveals a serious lack in the materials collection of 40% of the libraries reporting. More serious are the lacks in certain subject areas. Fewer than 20% of the libraries reported holdings in self-study, high school diploma study, and literacy, and except for the very large libraries, these categories are at the bottom of the list in every breakdown of the reports. In an era that has had a bitter awakening to the consequences to individuals and to society of lack of education, the public library as an institution geared to self-education might be expected to be better equipped to meet its responsibilities.

Local government pamphlet holdings were reported by 28% of the libraries. To an extent this can be attributed to the fact that very small units of government rarely publish reports of their affairs except as required by law in newspapers. This may account for the fact that only 27% of the county libraries reported holdings in this area, although the regional libraries listed 46%.

Although the Missouri State Library publishes a list of state government publications every two years, only 28% of the libraries reported holdings. Even though 36% of the county libraries, 46% of the regional libraries and 48% of the libraries serving populations of 10,000 to 100,000 reported holdings in this area, the picture is disturbing, scarcely redeemed by the fact that all of the large libraries serving over 100,000 people reported that they are meeting their obligations to provide the citizenry with access to state publications.

Other figures also require comment. In a time of tremendous interest in and concern about world affairs, almost half of the libraries in the state are not acquiring any of the enormous number of excellent pamphlet materials on national and world affairs (52%) and United Nations (49%) that are available at little or no cost. The subject area of inter-group relations and understanding in which only 29% of the libraries reported holdings, is of special significance. This area represents one of the most crucial problems the world and this nation face today. The need for reliable, current information and responsible presentation of points of view on the issues involved is obvious. The public library's responsibility to provide such information is equally obvious. The most poorly supported library can afford pamphlets and the best supported library cannot afford to omit pamphlets on this subject as a supplement to other materials in the collection.

Local History Collections

The public library has a special responsibility to its community to collect and make available the materials of local history. Of the 104 libraries answering the question concerning local history collections, 78 (75%) reported that they had such collections, and 26 (25%) reported they did not. The local history collections consisted of books, clippings, micro-films, pamphlets and other materials. More held books, clippings and pictures (in that order) than held letters, manuscripts, documents or microfilms.

Service to Adults

Everything that is done to make patrons aware of materials and their uses and to help them to select appropriate materials and use them effectively, constitutes a service of the library. Whether this is done in the library or out of it, for an individual alone or in a group, by the library alone, or in cooperation with others does not change the situation. The greater the variety of services the library provides, the more likely it is to meet the many needs and interests of the community. Of the 23 services listed, the ten most frequently mentioned were:

<u>Service</u>	<u>Number of Libraries</u>	<u>%</u>
Help to patrons selecting materials	100	79%
Answers to reference questions	97	76
Displays of materials in the library	89	71
Lists of materials published in the newspaper	82	65
Collections of books assembled for use of special groups	67	53
Lists of materials distributed in the library	55	44
Book talks to groups and organizations	51	40
Individual counselling with program chairmen of organizations	46	36
Groups visiting libraries	45	36
Displays of materials at meetings of organizations	44	35

Activities by which the services of the library is interpreted to the community vary in their frequency. Aside from those mentioned above, the following are less frequently provided:

	<u>Number of Libraries</u>	<u>%</u>
Lists of materials prepared for organizations and distributed at their meetings or through their publications	39	30%
Displays of materials in public places other than the library	34	27
Lists of materials distributed outside the library	12	9

Although one-third of the libraries reported planning programs cooperatively with other groups and organizations, several other joint activities lag:

Community program planned with other groups and organizations	43	34
Meetings and conferences with other educational agencies or departments of government concerning needs and interests of the community	26	21
Participation in community studies sponsored by other organizations or institutions	24	19
Community studies sponsored by the library	4	3

In group services, library interpretation and community relations, the study revealed that the percentage of county, regional and metropolitan libraries is greater than the percentage of independent municipal libraries. Lack of professional staff has the same effect - no staff, few or no services. In Missouri on the whole the middle group of libraries offers its communities more organizational and interpretation services and establishes the widest working relationships with the community.

Since a public library has responsibilities for service to children and young adults as well as to adults, it is significant to know how many libraries provided over one-third of each type of service to adults. In only 45 (36%) libraries was more than one-third of the reference service provided for adults, and in only 40 (31%) was more than one-third of the individual reading guidance service provided for adults. All other services listed proved that Missouri libraries on the whole were providing less service to adults than for young adults and children, although out-of-school adults have no institutional resources for service other than the public library.

The fact that in the majority of cases the responsibility for adult services rested with the head librarian is inevitable, considering the limited personnel of so many libraries. This circumstance also explains the larger number of responsibilities assigned to general assistants rather than specialists who are few in number.

The analysis further revealed that the head librarian, in addition to all responsibilities previously indicated in rendering service was appropriately involved in selection of materials, planning, staff selection and supervision, compilation of statistics and preparation of reports, planning and utilization of the building, and

budget preparation.

More libraries (59%) reported that head librarians were involved in circulation routines than reported (55%) that clerical staff did this work. 51% reported that the head librarian did such clerical routines as typing and filing of catalog cards, compared to 55% reporting on this work for clerical staff. On the other side of the coin, 46% of the libraries reported that clerical staff were involved in services to patrons such as reference and reading guidance. With the heavy load of responsibility the head librarian carries in the administrative and service duties plus his involvement in work of a purely clerical nature, it is more remarkable that most of the libraries of Missouri offer any services beyond the minimum than that they offer so little. The quality or the depth of service to individual patrons is suspect when so much of it is left to the clerical staff.

One other point emerged from the analysis, namely, that 68% of the head librarians attend library meetings and workshops. Over 90% of the head librarians of county and regional libraries and 75% of the heads of the metropolitan libraries take advantage of this opportunity. The fact that such a high percentage of head librarians participate in meetings, institutes and workshops may account in part for their ability to carry the fantastic range of professional responsibilities they do. It is reasonable to suppose that those who encourage the attendance of additional staff members reap rewards in increased enthusiasm and efficiency.

Interviews

In the interviews with librarians and trustees during the surveyors' visit to Missouri in November, 1961, a rather limited view was frequently (but not always) expressed. The people interviewed invariably revealed extensive knowledge of the nature of the community served, and the economic and social changes that were taking place. In many instances they could not report any changes in materials selection and program development to meet the changing situation.

Not all, but a disturbing number, accepted the burden of direct service to schools as a normal function of the public library. Too many accepted totally inadequate financial support as more or less inevitable.

When asked about the future, the interviewees responded in three ways. A few were determined to increase the development of larger units of service, and were already involved in plans to join a larger unit or to cooperate with neighboring units. Several were interested in enlarging or improving buildings, or making better use of space. Most of those queried wanted more books and more staff, but when the direct question was asked, could not visualize any services other than those they were already providing. In some instances this was reasonable; in most instances it revealed a lack of awareness of what a public library should be.

Conclusions

On the whole, although individual libraries provide brilliant exceptions, adults in most Missouri communities are deprived of the services they should be able to expect from public libraries. In general those who use regional libraries and metropolitan libraries contracting with county libraries receive a greater variety and a

slightly better quality of service than those who use independent or county libraries. The picture changes in relation to the population of the community in which they live. For the most part, the larger the population, the better the service, although three out of the four libraries serving the largest population share with libraries in the smallest communities their failure to provide group services or to cooperate with other community agencies. Again, for the most part the patron has access to more and better service if his library employs professional staff members that if it does not.

The following changes in the total picture are essential:

1. Improvement in the materials collections in terms of quality, breadth, subjects covered, and variety of types of materials.
2. Greater emphasis on services to adults, who not only outnumber children and young adults in any given community, but for the most part, have no library resources other than the public library.
3. Better definition of staff positions, in order that adult services based on the study of community needs as well as the accepted standards may be carefully planned and efficiently carried out. In many cases this presupposes release of the head librarian from many of the tasks that keep him from performing administrative duties adequately, release of other professional staff members from clerical duties, and more appropriate use of adult services specialists.
4. Greater equality of services among those using the main library, branches, and bookmobiles.
5. Development of an effective plan for in-service training for those employees who are expected to provide reader guidance and reference service, but who have not had formal library education. Although it may be hoped that the situation will eventually change, the possibility of employing only professional staff for professional service in every situation is still remote.
6. Increased understanding of the nature and value of services to groups and organizations, and wide extension of these services.
7. Greatly increased cooperation with other educational agencies in the community.
8. Full and effective use of the resources available on the state and national levels.
9. Development of extensive, focused programs of interpretation of library services, particularly emphasizing significant materials, and directed to those segments of the community whose members have special needs and interests and are least likely to know that the library can be of use to them.

To better the total situation, legislative and administrative action, dealt with elsewhere in this survey report, must be taken. Obviously the public libraries in Missouri need better financial support, many of them must be relieved of the inappropriate function of direct service to the schools, all of them must have more staff members appropriately educated, and many of them must join larger units of service or units to form new ones.

Of greatest importance is the need for further study in depth of Public Library Service: A Guide to Evaluation with Minimum Standards, A.L.A. 1956. The present limitations of public library service in Missouri are grave; a limited vision of what the service should be will prevent real progress. The library leadership of Missouri has on more than one occasion successfully pioneered, as in the rapid

development of county and regional libraries, the establishment of the film cooperative, and of technical processing centers. These achievements in organizational matters are invaluable, and will no doubt be expanded and increased. The goal, however, must be the provision of a higher quality of service than is at present available. Every citizen of Missouri should have access to a library system that provides, as stated on pages 3 and 4 of Public Library Service,

-- Materials:

- to facilitate informal self-education of all the people in the community;
- to enrich and further develop the subjects on which individuals are undertaking formal study;
- to meet the informational needs of all;
- to support the educational, civic, and cultural activities of groups and organizations;
- to encourage wholesome recreation and constructive use of such

--services as:

- logical organization of materials for convenient use through shelf arrangement, classification and cataloging;
- lending of materials so that they may be used in the location and at the time suited to each individual;
- provision of information services designed to locate facts as needed;
- guidance to individuals in the use of educational and recreational material;
- assistance to civic, cultural, and educational organizations, in locating and using materials for program planning, projects, and the education of members;
- stimulation of use and interpretation of materials through publicity, display, reading lists, story hours, book talks, book and film discussions, and other appropriate means either in the library or in community organizations.

A commitment on the part of librarians, trustees, and the citizenry to the achievement of such collections and services is the essential first step in the development program for Missouri public libraries.

A second and equally important step is the determination of priorities for the state as a whole, and for each library system. The public library exists not only to serve the patron who finds his way to the service unit. It exists for the improvement of the civic, cultural and educational life of the entire community.

Therefore, Missouri must decide whether its libraries will continue to give day by day service based on the expressed wishes of current clientele without taking time to determine the needs and interests of all the people of the community; to give the bulk of time and attention to one segment of the population (children and youth in school) without making an immediate effort to improve and extend services to adults; to continue to center attention on the value of library service to the individual without considering the value of library cooperation with agencies and organizations for the good of the entire community.

A commitment, and a plan based on progress toward a goal rather than on expediency should develop the kind of public library service that all of the people of Missouri deserve, and have within their power to achieve.

II. SERVICES TO CHILDREN AND YOUNG ADULTS

Historically library service to children and young adults has long been considered a significant part of the public library program in the United States. In many states and areas the only library service available to children is that provided by the public library, while the young adult of school age is more apt to be served by both the school and public libraries. Missouri libraries recognize their responsibility and provide direct services (1) through collections of books, periodicals, pamphlets, and audio-visual materials selected for use by children and young adults, (2) by staff time devoted to services designed for this age group, (3) by special services to schools, and (4) by special services provided for individuals using the library and its facilities.

Book Resources

In establishing the pattern and quality of services available to the children and youth of Missouri, it is well to look first to the resources provided by the public libraries of the state. These include books, periodicals, pamphlets, films and recordings selected for the specific use of the young. A sampling of the buying pattern of children's books by public libraries was sought by providing a short checklist of 103 titles of books representing the complete list of books recommended for this age group for small librarians in 1960 by the ALA Booklist and Subscription Books Bulletin. Another list used was the ALA list of Notable Children's Books of 1960.

All of the 103 books were found in at least 13 (10%) of the 126 libraries but 60% had only a single title. Of the 11 titles on the list of Notable Children's Books for 1960 seven were found in only 25% of the libraries. Only two in slightly over 50%. These two titles were the new edition of Grimm's Sleeping Beauty and the Newberry winner, O'Dell's Island of the Blue Dolphins, both of which titles would have had wide publicity in many book reviewing sources. Excepting St. Louis and Kansas City, municipal libraries held from 29% to only 57%, while the range of book holdings for the county libraries was from 45% to 77%, for the regional libraries from 54% to 100% for one title.

The study revealed further that of the 21 titles selected, the percentage of libraries holding any one title increases in direct proportion - with only four minor exceptions - to the increase in population and the increase in size of the professional staff members.

Book Selection Aids

To determine how many book selection aids, listing the children's titles checked, were found in the libraries of Missouri, a list was compiled. The ALA Booklist from which the titles were taken was subscribed to by 93 or 74% of the libraries. The Children's Catalog was found in 108 or 86% of the libraries. In addition 35 or 28%

*Warncke, Ruth, Lohrer, Alice, and Goldstein, Harold - Public Library Services in Missouri in Missouri State Library - Public Library Service in Missouri; A Survey. Jefferson City. 1962 (Section II - Lohrer, Alice - Services to Children and Young Adults)

of the libraries subscribed to Book Bait, 33 or 26% to the Horn Book Magazine, and 23 or 18% have the Bulletin of the Center for Children's Books. This would indicate that many of the libraries having no professional staff members are not making use of the excellent buying sources which they have at hand in selecting books for the children's collection. The study shows that in quantity and quality the larger libraries do a better job of selecting children's books.

Children and Young Adult Specialists

Specialists in work with children and young adults are to be found in the large cities, in the suburban areas of the large cities and in some of the county and regional libraries which serve large populations. These are also the libraries with large professional staffs and whose book stock represents 83% of the total book stock in the public libraries of the state.

Thus a larger percentage of the children have available to them books of quality than would at first have been indicated, all of them in the heavily populated areas. The rest of the children in the state who live in sparsely populated areas have available and accessible to them in their public libraries only a few books of quality. The percentage of children to be served is smaller, but the percentage of the libraries of the state which do not provide quality book collections for children is much too large. If the state believes that equal opportunities for quality education and quality library services should be available to all children of the state, then even one child inadequately served is too many.

Book Selection Activities

Whether grouped by type of library, population served, or the number of professional staff members employed, libraries spent about the same percentage of time in selecting books for children and young adults; the majority spent only approximately one-third of the time in book selection for each of these groups. When the percent of time spent is over 39%, it is found to be in the smallest libraries and in selecting books for children. One can only speculate as to how this time is spent when it does not result in quality books for children.

In regard to magazine holdings, the quality of these holdings seems to be stronger than books, but there are fewer titles from which to choose.

Pamphlet Holdings for Children and Young Adults

In the small towns under 1,000 there were practically no pamphlet or vertical file materials of any type for either children or young adults. In libraries with no professional staff members there was some but very little. Even in larger libraries where pamphlet material is available not more than 38% of the libraries had material on any one subject and the median was 21%. Large libraries serving the greatest percentage have the richest collections to supplement the book collections. Equality of resources available to all children is not the pattern in Missouri. Nor do the libraries which have the least money and staff available, and have the greatest need for enriching their holdings, have the staff or "know-how" to select wisely inexpensive materials in pamphlet form to enrich the information and reference holdings of their respective libraries.

Services Provided for Young Adults and Children

An analysis of the services provided shows that while Missouri libraries are not always providing all the services that one would hope they would provide, yet they are providing, proportionately speaking, the services one might expect for adults in contrast to services for children and vice versa. For example, more groups of children are brought to the library than adults or young adults. More library instruction is given to children than to adults, but more book talks are given to adults, more lists of books are provided for adults, etc. From the tables prepared it was found that, in general, equal attention is given to each age group for each service provided, except in providing reference service for young adults.

Types of services provided at the larger libraries were tabulated and included the entire gamut of work with children and young people, the annual reports indicating that much use is made of these resources and services and is increasing. Even in the large libraries there is insufficient staff with adequate professional preparation to handle the requests for service. They further indicate that as school libraries increase and improve, the demands for service by children and youth in the library and its branches correspondingly increase.

Staff Responsibility for Service to Patrons

In the two large libraries and in only eight other libraries in the state are there specialists to work with children and young adults. This is a very small number for the state. Again, as in service to adults, the head librarian carries the brunt of the work aided by the general assistant, where there is one. Only in regional libraries this pattern varies where branch and bookmobile librarians also shared in the services to children and young adults.

This all means that Missouri is denying to portions of its children and youth reasonable opportunities to develop in the same way that is provided for another part of the population living in larger centers. Few library systems are providing adequate services to children and youth.

Services to Children and Young Adults with Special Needs

Special library services to children or youth in farm families, gifted children, those physically or mentally handicapped, those new in the community, non-English speaking groups, or adults working with children such as authors, child study groups, juvenile courts, and similar groups, were studied. Only a third of the libraries of the state give service to a few of these special groups. The pattern remains the same. The evidence is overwhelming that much needs to be done to plan for new ways to equalize opportunities for this age group.

Service to Schools

Just as public libraries have a long tradition of providing service to children and young adults in the communities, so have public libraries provided services to schools, particularly in areas where there have been no school libraries.

Unlike the paucity of services and resources to children and youth in the libraries

themselves, services and resources to schools rank very high for the state as a whole. Although services to elementary schools rank somewhat higher than to junior and senior high schools, the difference is not very significant. County and regional libraries provide more service and resources than do municipal libraries, but 40% to 60% of the municipal libraries provide individual teacher loans, while 75% to 90% of the county and regional libraries provide the same service. More of the libraries of all types provide short term classroom collections than provide long term school deposits to the schools. Regional libraries again provide more of this type of service than do county or municipal libraries. For elementary schools the range is from 92% for the regional libraries to 73% for the counties and 43% for the municipal libraries in providing classroom collections. School deposits are provided by 41% of the county libraries compared to 23% of the regional libraries and 11% for the small municipal libraries.

Since most of the schools have their own texts, the number of libraries of all types that supply supplementary texts is very small. However, for resource unit collections which reflect school demands for curricular materials, the large municipal libraries provide more of these resources than do the other libraries but they have the larger collections from which to draw upon for these resources. About 50% of the municipal libraries, 36% of the county libraries, 15% of the regional libraries and 6% of the small municipal libraries provide such unit collections for schools. Preprimers, primers, and supplementary readers are provided by 77% of the regional libraries, 64% of the county libraries and 31% of the small municipal libraries. How any public library can justify spending its limited funds on instructional materials which the school itself should provide is hard to see in light of the previous statistics relating to book purchases which are legitimate resources a public library should provide and which are not available in these same Missouri libraries.

Since it was not possible through this questionnaire to establish the nature of the collections that are sent as classroom collections or school deposits to schools, it is possible that these collections reflect general reading interests of children and youth and supplement the curricular collections in schools themselves. However, preprimers, primers, readers, sets of texts and resource units do not constitute this type of resource and are a legitimate responsibility of the school to provide for pupils for use in mass assignments. If the classroom collections and school deposits are also of a curricular nature, the total resources which the public library is furnishing to the school can be questioned and should be thoughtfully analyzed. National and state standards as well as most of the professional literature state emphatically that the public library activities should be designed to encourage the growth of school libraries and should not substitute for them.

It is much easier to buy for school needs because they are specific and demanding, the books are extensively used, and can be bought in quantity for mass needs. But if public libraries are right in saying that they provide for the needs of the individual child and youth, then these needs are not met by buying to satisfy the demands of the school curriculum, the school administrator, and the school teacher. These school library needs should be provided for by school library funds and serviced by school librarians. The public librarian needs to work with educational and community groups to stimulate and improve school library programs so that the public library can concentrate its attention on developing its own resources and services which are not now provided as revealed through the survey.

Most bookmobiles provide service to schools. This is true of all the regional libraries of the state, and from 82% to 91% of the county libraries. Most of the libraries that have bookmobiles stop at schools on a monthly basis, only a few have weekly or semi-monthly schedules. The size of the collections for the county and regional libraries is usually over 50 volumes while the deposits from the smaller libraries range up to 25 volumes.

Libraries without bookmobiles serve teachers by having them come to the library and get collections for their classes. This is true in 61% of the libraries. Teachers also get their own books for class use in 50% of the county libraries, 38% of the regionals and 25% of the larger libraries. In 18% of the counties of a school vehicle stops for the collections while in a few libraries they provide messenger service. More books are sent monthly or upon teacher request in 85% of the regional libraries and 64% of the county libraries.

Classroom loans are sent for from 4 to 7 weeks in county, regional and larger libraries. Smaller libraries usually loan collections from 1 to 3 weeks.

Planned visits by primary and intermediate grades are scheduled by all types of libraries ranging from 44% of the small to 75% of the large libraries. The county libraries plan visits by junior and senior high schools as well; less is done in regional libraries. Of all the libraries in the state 17% plan no regular visits of school groups to the library.

Altogether, public libraries of Missouri should plan to reevaluate carefully the services and resources they provide to schools and limit service to schools to those resources which supplement and enrich the school library collections but do not serve as substitute school libraries.

Conclusions and Recommendations

Sufficient evidence is provided by this survey of the services and resources provided by the public libraries of Missouri to serve the children and youth of the state to indicate that quality programs and resources are provided where there is specialized staff to plan and provide such service. Token service is provided where there are non-specialist but professional staff to administer a program, and no service or inadequate resources are available in small libraries with untrained staff.

The study further provides evidence that the public libraries of Missouri are providing resources to the schools that the schools should be providing for themselves. The state, therefore, has personnel that understand the role of the public library in serving youth and could provide leadership through the professional library and educational organizations to devise plans for equalizing service and improving the quality of resources which the library system should offer. Granted that the specialists are overburdened with their own programs, yet their professional leadership is needed in the state to consider ways to solve the problems of the state as a whole. Some specific recommendations for the Missouri Library Association and the Missouri State Library to consider include the following suggestions:

1. Assistance is needed in many libraries to understand how to use the basic selection tools that are available in selecting wisely quality books for use by children and youth.
2. A study and evaluation are needed of the buying policies of libraries in securing books, pamphlets, and other resources to meet the needs of this age group.
3. A reevaluation should be made by the state of the resources now provided by public libraries to schools.
4. A policy statement of the responsibility of the state to equalize opportunities of resources and services of the public libraries through the provision of staff specialists for children and young adults needs consideration.
5. An experimental guide or demonstration might be undertaken to determine whether specialists in work with children and youth should be added to the state library staff or to locally supported larger units of library service in order to provide the best direct service in areas not now served by specialists.
6. Professional librarians and association members should work continuously to implement plans previously drawn up to increase, improve, and support the school library program at the elementary, junior and senior high school level.
7. Libraries that now provide services to children and youth need to reevaluate the services now offered and consider services not available but which are the recognized responsibility of the public library particularly to the preschool child and the out-of-school youth, and those with special interests and needs.

PUBLIC LIBRARY SERVICES *

III. AUDIO-VISUAL AND REFERENCE SERVICES

Audio-Visual Services

The first part of the questionnaire queried libraries about their services to the general clientele and to special groups. This section asked for information about the division of service between adults, young adults, and children on a variety of commonly recognized services:

Film selection (helping patrons)	Radio programs
Record selection (helping patrons)	TV programs
Displays in the library	Film programs in the library
Displays outside the library	Film programs for groups
Displays at meetings	

The total response for all 126 libraries indicated that few provided young adults and children with as much audio-visual service as they did for adults; on the other hand some service was provided to all age groups in all nine categories. A larger number of libraries provided less than 60% of each activity to each age group.

The next section of the questionnaire sought information on staff responsibility for service to patrons - which staff member did what? 75 or 59% of the 126 libraries indicated that the head librarian carried on display activities inside the library (as one kind of a/v service) while 41, or 33%, also set up displays outside the library. Others were general assistants in 52 libraries (41%), audio-visual librarians in 8 (6%), children's librarians in 22 (17%), young adult librarians in 10 (8%), adult services librarians in 12 (9%), and 7 (5%) branch and bookmobile librarians.

Under group services, film programs record listening programs and programs with integrated materials involved a wide variety of staff members. This was true, even though film programs are theoretically the most complicated and technically involved; record listening programs, while easily organized, demand equipment and space which perhaps many libraries do not have. Only the integrated program - one which puts together print and non-print materials for a particular purpose - is not a common activity. The fact that well under 50% of all Missouri libraries engage in any variety of audio-visual activities seems to indicate that the basic value of this area in the minds of most library directors is still below traditional book-oriented services. Since 35 libraries belong to the Missouri Libraries Film Cooperative, and the largest libraries have either their own collection or obtain materials from other sources, only about 40 (one-third) of all the libraries in the state can be said to provide audio-visual services.

Further, the greatest part of such programming is devoted to film use, even though it might be expected that lesser aids and simpler services might more easily

* Warncke, Ruth, Lohrer, Alice, and Goldstein, Harold - Public Library Services in Missouri in Missouri State Library - Public Library Service in Missouri; A Survey. Jefferson City. 1962. (Section III - Goldstein, Harold - Audio-Visual Services, Reference Services, and Factors Affecting Library Programs in Missouri)

meet budget and staff restrictions. There is an "all or nothing" concept here in that libraries without film resources and some program activities (or those not members of the co-op) have not taken action to broaden their print-oriented programs by some kind of a/v service. Certainly, while record and art reproduction lending is available, it is not so widespread or fully utilized as one might hope as a first step toward a broadened library commitment.

The last part of the questionnaire asked for some information about physical facilities needed, especially the need for audio-visual equipment, (projectors, record players, etc.) in main buildings and other service centers. 32 libraries (25%) indicated a need for such equipment in the main building, 8 (6%) wanted it for branches, and 3 (2%) for sub-branches.

Thus, in summary, while there are many holes to be plugged and many obvious weaknesses, a number of libraries have dealt in some measure with the concept and the execution of broadened program activities, evidence of some commitment to modern library services. This label of approval must, however, be reserved mostly for the larger libraries, which leaves still the basic question of how to help and encourage the poorly supported small units. In part the answer is supplied in the recommendations furnished in a review of the film co-op. In toto, however, the matter of audio-visual services - or any special and new additional commitments - must wait for the realignment of borderline units into more adequate larger service areas, and the pressing matter of sufficient qualified staff must await the increased strength of the total operation.

Selection Practices and Tools

A revealing section of the questionnaire related to the library collection and to librarian responsibility for selecting materials of all types necessary for the library's program. Only 29 libraries (23%) had selection policy statements in process. Assuming that the libraries which did not mention a statement had none, this means that 75% of the libraries are operating without a formal statement which expresses library objectives for the use of materials purchased with public funds as well as the board's agreement with such objectives.

To evaluate their collection 51 libraries (40%) checked their collections against standard lists at least once in five years, or, when space was needed, at inventory times, or when necessary for other reasons. The lists most often used were the Standard Catalog for Public Libraries (70 libraries, 56%) and the Standard Catalog for High School Libraries (14 libraries, 11%). Only one library indicated it used the Children's Catalog which seems more indicative of an error than of actual practice.

The surprising - and disturbing - evidence from a listing of selection practices - who examines tools and recommends titles, recommends titles for purchase, serves on selection committees, or makes final decision on purchase - was the relatively high number of trustees involved in the professional activity of librarians at the decision-making level. Nine librarians said that their trustees had the final word about the purchase of materials for their collection; 12 librarians use (or perhaps cannot escape) trustees as members of a selection committee. One suggested answer to this statistic is that if more libraries had a definite statement of selection policy, there might be less reason for trustees to be involved in professional library duties.

Librarians were asked to indicate the selection tools available for use in building their collections. Not surprisingly, 82% and 86% of all libraries had the Standard Catalog and the Children's Catalog. Only slightly over half (51%) had the Standard Catalog for High School Libraries, however.

Periodicals which librarians most often used for selection were well represented both on the list and in library collections - Booklist, Library Journal, N.Y. Times book section, Saturday Review, and the Missouri State Library Catalog - more than 50% of the libraries had each of these titles. Periodical indexes and other guides of importance were poorly represented - only 41 libraries (33%) had the Readers' Guide, 64 (57%) had the Abridged Readers' Guide, and only 7 (6%) had the Book Review Digest.

One disturbing point was the kind and number of "other" tools given; 16 libraries used newspaper book reviews, of which 7 libraries indicated the Chicago Tribune Books. Lesser newspapers were mentioned also. It is fair to question how much professional gain is obtained from such sources. The use of book club bulletins by a number of libraries seems entirely unjustifiable, since these aids for the most part contain no criticism or objective evaluation, and are printed only to sell a certain product.

Six audio-visual checklists did not fare well. Three titles, Educational Film Guide, Educators' Guide to Free Filmstrips and the ALA Films for Public Libraries were owned by only 25% to 29% of the libraries. The other three titles, including Schwann's Long Playing Record Guide, were owned by fewer than 21 libraries (17%). Even if the materials are not purchased from these guides, they serve as basic information tools to answer queries from a variety of sources. Their absence from a library's collection obviously means the lack of an information service about the availability of such materials. One reason why in Missouri the free filmstrip guide is made so widely available might be the relation of public library audio-visual services to school needs. It is questionable if this particular aid is as useful to the total library program.

Attention to obtaining and using generally recognized selection tools should become an immediate objective of all Missouri's libraries not presently owning these necessary items.

Reference Services and Resources

A library is literally no library unless it is equipped to discharge as fully as possible one of the fundamental professional obligations universally associated with library service - the provision of information on different levels and over the widest possible range of interests.

In the first section of the questionnaire dealing with services to different age groups, answering reference questions was considered basic. The figures returned for the 126 libraries indicated that for adults 66 libraries (52%), for young people 73 libraries (58%), and for children 42 libraries (33%) provided such information to the extent of 30-100% involvement in each group with requests for such help. That is, libraries directed between 30-100% of their attention to each group in providing information in answer to requests. A fair question to be asked is, why do not all libraries answer all questions all the time. Obviously, from the answers received, one answer is the lack of sufficient tools to supply patron information needs. Also, lack of trained staff makes it difficult to handle questions beyond the ready reference level. Finally, insufficient

total staff means that during busy times many questions, especially those demanding intensive search, will be either unanswered or delayed to the point that the answers become useless to the patron.

Figures showed that 50% of all head librarians are personally assuming responsibility for answering requests for help. General assistants are used to "backstop" the head librarian, often the only other trained staff member. There was a low response for branch and bookmobile librarians due possibly to the fact that most of these personnel are untrained, and the service unit itself (bookmobile or deposit station) is not equipped to deal with most of the requests.

Many libraries requested and received help from outside agencies in answering reference questions, 91 libraries (72%) from the Missouri State Library, 30 libraries (24%) from university resources, 13 libraries (10%) from ALA, and 16 libraries (13%) from special libraries or other special resources. The fact that a larger number of libraries used the state agency for reference help, and a respectable number (24%) used the university as a resource, may be assumed as an indication that these libraries are aware of the value of interlibrary cooperation and loan activities to meet patron needs. Indeed, these responses show that many Missouri libraries are aware of a variety of outside help to be obtained for the asking. A program of increased publicity about such cooperative services should be of great value to libraries throughout the state.

The long list of reference titles checked by the libraries was intended to give as complete a picture as possible of such resources currently available throughout Missouri. The results are of much interest as well as a source of disturbance. The list was classified under the following titles:

Dictionaries	Indexes	Art/Music
Encyclopedias	Book Reviews	Social Science
Almanacs/Yearbooks	Quotations	Sports
Biog. Dictionaries	Bibliog. Aids	Education
Fact Books	Govt. Publications	Religion
Atlases	History	Science/Technology

The tabulation showed the number of libraries which owned from one to seven of the standard titles listed, those which owned all titles and those which owned none. It should be remembered that, while 11 libraries indicated they owned none of the dictionaries listed, and five none of the encyclopedias on the list, they may have a dictionary or an encyclopedia of some sort within reach. However, since the best titles were listed, their absence means that these libraries do not have the best tools, regardless of any substitutes available.

It is often difficult to justify the expense of what may appear to be a little used item; but it must be clearly understood also that for 74 libraries (58%) to have none of the book review sources, for 70 libraries (56%) to be without government publications of any kind, for 67 libraries (53%) to have no reference book on sports of the quality listed, for 61 libraries (48%) to be without education references (including Lovejoy's College Guide) and for 54 libraries (43%) to be missing all the history reference of the substance listed, is a major blow to the idea that a library is primarily a stronghold of print sources for answering a multitude of questions.

It is obvious that the libraries possessing all - or all but one - of the titles listed are the institutions of size and better-than-average support. Since this list is a selection of only one-third of the total titles considered necessary by a big city library to serve its constant reference functions, one can visualize how much less of this basic service can be rendered by libraries with only fractional holdings of even this one-third of the master list. It is equally clear that some pattern of reference tool procurement must be supplied to and by Missouri libraries if they are to better meet modern demands for information and research, whether the request originates from a junior high school student or from a mature and busy professional person. If basic collections of reference books are not generally available, it is difficult to imagine how libraries can proceed to fill special requests for information and research help.

Factors Affecting Library Program Development

One last short section of the questionnaire sought information about some background factors with which most libraries have to deal in planning and executing library services. Finance, staff adequacy, and physical problems were presumed to be of general interest and common concern throughout Missouri. A summary of the statistics covering 126 libraries is given in this table:

1. Finance

- a. Is the library's income for the past year
 - adequate for national standards? 12 - 9%
 - adequate to meet the needs of the community? 20 - 16%
 - about right? 18 - 14%
 - not quite enough? 39 - 31%; much less than needed? 24 - 19%
- b. What priority for expenditures would you give the following library operations if additional funds were immediately available?

(Highest priority) Bookmobile and extension facilities: 4
 Building and equipment: 27 - 21%
 Materials collections: 37 - 29%
 Staff: 26 - 21%
 Others mentioned: special services; raise salaries to equal other libraries

- c. In what ways do you think funds...would become most readily available?
 - Through joining a larger unit of service: 27 - 21%
 - By increasing present levy to maximum legal limits: 42 - 33%
 - Others mentioned: extend city limits, endowment (2), state aid

2. Staff - inadequate number of people

for professional duties: 44 - 35%
 for clerical duties: 22 - 17%
 with suitable educational preparation: 30 - 24%
 with suitable professional preparation: 41 - 33%
 with suitable experience: 21 - 17%
 with physical abilities to perform duties: 7

others mentioned: with good personality to meet the public
 with special abilities

Commenting on the replies, it is evident that approximately half the libraries were content with what they had as financing, while the other half felt that they were poorly supported. Regarding uses for additional funds and priority of expenditures, the ranking was the same: materials first, building second, staff third, and extension facilities fourth.

The returns on the question regarding means to obtain more funds suggested that some further educational activity may be necessary to provide better understanding of the financing of library services through current tax structures and more appreciation of the value of larger units of service.

The second part dealing with staff recognized that too many poorly prepared people were attempting to do too many professional library tasks. Missouri librarians are obviously well aware of the problem of staff shortages and the equally important problem of separating duties into suitable levels for the kinds of people available. The relative closeness of the answers seconding these points indicates an appreciation of the value of professional training, experience and duty assignments necessary to achieve better modern library service.

Finally, the questionnaire asked for reactions to the physical conditions now prevailing in libraries as a reflection of the institution's ability to serve its public. Only 45 libraries replied to this section:

<u>Physical Facilities</u>	<u>Main</u>	<u>Branch</u>	<u>Sub-branch</u>
Present building (s) non-functional for library purposes	25	11	3
Space inadequate for services required	45	12	4
Structure(s) unsuitable for renovation	26	6	3
Building(s) adequate, need repair and decoration	17	5	4
One or more service areas need relocation	25	6	2
One or more service areas need more space	40	10	2
Location(s) inconvenient for patrons	11	7	2
Location(s) dangerous for patrons	2	3	2
Additional furniture needed	36	8	3
Need a/v equipment (projectors, record players, etc.)	32	10	4
Others mentioned: lack of parking space			

It is clear that the larger library units are in need of help - financial and architectural - if they are to continue to serve their patrons. When it is realized that only 45 libraries responded to this section, the question is raised about the needs of smaller libraries, which may not have responded to the question. Missouri has, as do most other states, a number of smaller libraries doomed under present levels of support to live with overwhelming problems of limited space, unattractiveness, and expansion needs. Unfortunately, many of these institutions can neither wait for another Carnegie nor operate much longer in their present quarters.

Analysis of Returns by Population Groups, Library Staffs and Library Organization

In addition to the statistics for all libraries, detailed analysis was made of all libraries by the threefold divisions above, using population groups, professional staffs, and library organization.

Audio-Visual Services

It was easy to see, between large and small libraries, between libraries with varying numbers of professional staff members, and to a lesser but noticeable amount in the organization of libraries, the differences in the number of audio-visual resources and selection tools owned. No libraries serving populations of less than 10,000 belonged to the Missouri Film Co-op, and less than 20% of them rent or borrow films from other sources. Those libraries with 6-10 professional staff members show a high percentage of resources and involvement in services, but do not show as many items owned as does the largest group. The two groups serving the largest areas (county and regional) though not necessarily the largest populations, show the highest favorable response to the questionnaire.

While type of library organization is not as decisive a criterion for differentiation of service competencies as are size and professional staff, there is sufficient difference noticeable to warrant the statement that larger service units stand more ready to supply more audio-visual service than their smaller counterparts.

Reference Resources and Services

Whether or not one might question the necessity for an extended concept of library services as represented by audio-visual commitments, one cannot question the need for all libraries worthy of the name to supply information and research materials to all age groups and to all kinds of special interest groups. Here again the differences in libraries made apparent by the questionnaire show clearly the deficiency of libraries with limited resources. Too often the head librarian carries the burden of reference services. Who else is there to perform such services?

The most important statistics on the reference function again are those which described the reference title holdings of Missouri libraries. Even more discrepancies appeared in the breakdown of the returns by the three major groupings of libraries than were evident in the total returns. For the smallest population group, 61 (68%) out of a possible 90 library collection groups (18 reference title groups x 5 libraries) were missing. Of the 59 libraries with no professional librarians, the same multiplication process (18 x 59) showed that 479 (21%) out of a possible 1,062 library collection groups were non-existent. Libraries grouped by organization types do not fare as badly in terms of having none of the titles.

No attempt was made to compute the total number of reference titles available to Missouri patrons from the 126 libraries. It is evident, however, from the figures returned that there is a close relationship between the number of reference titles owned and the ability to support a modern library service, determined by money, people, and organization. When these factors are small at the start, their total is equally small and library service potential is low. A concomitant of this smallness is the inability to provide needed materials of either general or special nature.

A suggested partial remedy for the uneven distribution of reference materials is through some cooperative arrangement for buying, using and replacing these tools. A start has been made in the direction of using reference works through the teletype network established by the Missouri State Library. Unfortunately this kind of arrangement does not answer the main question of how to provide at the local level many more of the fundamental items which a library must have for instant and constant use.

Help is needed at the level of selection and careful expenditure of limited funds for expensive and complicated reference tools. If the reference collection is weak, avenues of expanded information, research, and special help are limited if indeed not virtually closed. The opening of the road to varied and expanded reference aid can become a library's most meaningful contribution to its community and its clientele.

Selection Practices and Tools

It was evident in the study of book selection tools and practices that the common factors of budget, staff, and size of clientele determined the rank of libraries in Missouri as to ownership of selection tools as these same factors are indicators of general library evaluation for other criteria.

The same picture holds true for the selection practices: fewer trustees decide on books purchased among larger libraries with professional staffs operating as larger units of service; more of the listed evaluation tools are used by larger units more often; and more large institutions possess book selection policy statements. The conclusion is inescapable that this single measure of proficiency as a library and efficacy as a public service agency is closely correlated to the plus factors already described: size, money, staff, and organizational pattern.

Factors Affecting Library Program Development

Income was the first factor for which opinion was sought from Missouri libraries. Only small libraries said that their current budgets were sufficient to meet national, state, and local standards for modern library service. All others agreed they were insufficient. "Nothing ventured, nothing won" obviously has implications for Missouri librarians. It was evident that there was little thought about and knowledge of the implications of the 1956 ALA Public Library Service standards; however, it was also evident that not all larger (but excluding the largest) libraries have strong convictions about the validity of attempting to meet large-scale standards at local levels.

It was revealing that the second question on the use of additional funds rated acquisition of more materials as the highest priority item. The smaller libraries were next interested in either extension of facilities or building and equipment problems while the larger libraries favored staff almost equally with materials increases.

In regard to finance the smallest and the independent libraries thought that a levy increase was the best way; but for most of these with only a small population and area at present, how much more money could such action actually provide? Why not, rather, join a larger unit or form one to establish a broad base capable of acting to provide better financing? The county library group was two to one against increased levy; obviously this group felt that formation of a larger unit to include them would be a better and more efficient way.

In the matter of staff, all groups except those with the smallest population felt that they had too few persons performing professional duties. Only the larger libraries also reacted strongly (through a large number of responses) to the inadequacy of their present staff in respect to professional preparation.

Finally, respondents were asked to indicate some problems facing them regarding

the physical problems of their present plants. Most of the larger libraries scored present non-functional buildings, inadequate space, inadvisability of renovation, and repair and expansion as the most burdensome and common problems at hand. It is apparent from the returns that many larger plants are seriously in need of additional square footage and relocation of the main building.

A sad problem is revealed by the answers. How are libraries in Missouri to obtain the huge sums needed for physical rehabilitation in addition to the more modest but equally pressing needs for funds for staff, materials, and other basic necessities? How can the smallest libraries, already operating at sub-standard rates, expect to refurbish or rebuild a plant which is not now being used to the fullest because all other aspects of the operation are also under-supported? The most obvious and successful way to catch up with physical problems now and to prepare for future ones is to enlarge the economic base to the level necessary for adequate service. Public reaction to better service should be taken as a challenge to create new services and more support. Only when the circle of growth becomes a continuous one of enlargement and solidification of service and support will libraries finally be able to overcome their present inadequacies.

Personal Impressions: Visits to Selected Libraries

The foregoing remarks were further reinforced by visits to a number of libraries. Some of the tiny, independent and smallest-sized ones had no reference shelves or collections of size; many of the quarters were woefully removed from the reality of today's concept of a library; and there was no evidence in such undernourished facilities of a "spirit of modern librarianship". On the other hand, larger county, as well as regional libraries, in addition to the largest population centers, gave evidence of now having or soon getting most of the attributes of up-to-date service. Small libraries were in the hands of well-meaning but untrained people, while most of the larger ones were under the direction of trained, sophisticated and stimulating professionals. Though there has been no undue mention of professional vs. non-professional in this report, it is obvious that many trained members of the profession will not be found in marginal operations now or in the future.

One question related to the ties of the library with the community organizations and activities. Again, the smaller libraries proved by the lack of facilities and resources that they were, in a sense, a luxury for a few taxpayers rather than a fundamental part of community life and direction. Except for some service to book review groups or other perennial non-action groups, the small library would be helpless to aid groups concerned with political, social and economic problems. Further, since most of these librarians evinced little or no concern with this kind of involvement, it was obvious that these libraries would merely be distribution centers for a limited and infrequently-used kind of material. They are not libraries, then, in the accepted sense of a modern community information center.

Not all of the larger units visited, of course, were perfect examples of modern library service. Many of these centers could profit from changes in philosophy and performance. While in at least two the collections seemed adequate, one wondered why there was not more business, more patrons, more telephones ringing (and not every library had one!), more general signs (literal and figurative) of activity. In spite of bustling school children seen in one library, the children's collection was

hardly up to modern standards of selection, appearance and evidence of use. It was evident that some librarians appeared little interested in or concerned about the ways in which libraries must compete on a valid base for the attention and satisfaction of patrons.

It was also evident that all libraries visited were sharing the increased burden of school-age group public library use, aggravated everywhere by the lack of adequate school libraries. Yet few librarians volunteered information about how the challenge was being met on a cooperative basis or from the standpoint of public library problems. The impression gained was that this state of affairs would continue for some long time to come without relief. There were evidences of a number of activities planned for younger readers, including one excellent continuing display of art work and crafts accomplishments among teenagers in the community.

Audio-visual services observed during visits and interviews consisted mainly of either co-op packets or sparsely-planned film programs at wide intervals. While phonograph record collections were evident in many libraries, this resources/service could not be evaluated more definitely than to say its presence was encouraging, but its absence in small libraries hardly surprising. The nation wide picture of resistance to a broad commitment to basic audio-visual concepts is not absent from the Missouri scene in general library terms.

It was most encouraging to find wholesome reactions to the questions and comments of the observers. This expression of interest in doing more with better facilities in the near future can be the strength of Missouri librarianship during the 1960's.

Recommendations

1. Whether or not libraries are members of the Missouri Libraries Film Co-op, activities leading to integrations of print and non-print materials for special individual or group needs should be experimented with. Interlibrary loans, plus help from outside sources, can illustrate to many patrons the value of a multi-media service.

2. All libraries should possess - and advertise - a materials selection policy which has been approved by the board of trustees, and which incorporates a sound statement of library responsibility for the acquisition of up-to-date, necessary and wide variety of resources.

3. All libraries should make clear to their staffs and boards that selection activity is a professional duty only, with the final decision for purchase of all materials in the hands of professional librarians.

4. Selection tools should be given a high priority for purchase, with the understanding that all libraries must individually own a representative number for adequate coverage of today's varied materials. The list included in the questionnaire can be a basic one, in addition to local extra needs.

The Missouri Library Association should take steps, through its subdivisions and its publications, to reduce the number of non-professional aids presently used by many libraries, and, with the help of the Missouri State Library, encourage attention to and purchase of more adequate selection tools.

5. More reference tools, mainly the basic ones of the questionnaire, are needed immediately by all libraries in Missouri,

a. A plan for the retirement of older works of reference should be instituted as soon as possible, and replacements should be suggested by a group of professional librarians.

b. Libraries should survey local resources of all kinds to help determine what special tools might be useful to the different characteristics of their communities.

6. An educational program for librarians and trustees, based in part on demographic characteristics and in part on the role of public service agencies, should be instituted for all libraries in communities below 50,000 population and for single-unit institutions. The evidence gained from the returns indicates that insufficient understanding of the financing and governmental relations of libraries may be detrimental to the expansion of future operations.

7. A collection of building plans, photographs, and materials should be provided by the Association with the aid of the State Library on a rotating and revised schedule to call attention to ways in which reasonable problems of space and renovation can be solved. A section of SHOW-ME might be devoted regularly to a review of building problems and solutions as individual libraries have faced such situations.

TO SEE AND TO HEAR - MISSOURI'S FILM COOPERATIVE *

The Missouri Libraries Film Cooperative began when nine county libraries and the St. Louis Public Library contracted with the Missouri State Library on April 1, 1948. It presented a proposition to the Carnegie Corporation which asked for a grant of \$7,500 for the first year with each member library to contribute \$250 per year. During the second and third years, the Carnegie Corporation would buy 150 films.

These simple terms describe the beginnings of what is now almost certainly the largest film cooperative service operating in the United States. The plan submitted to the corporation contained these ideas of operation:

1. To form a circuit to provide films to libraries
2. To give instruction in form use and handling by the State Library
3. Each member was to splice and rewind the films in his possession
4. Films were to be serviced during July and August by the State Library
5. At the end of the circuit year, five films were to be retained by each library while the remainder of the films purchased was to be placed in a reservoir at the State Library to loan throughout the state.
6. At the end of a three-year demonstration period, libraries would continue cooperating with the State Library to expand and carry on the project.

From the inception of the co-op, its objective was the exploration of a distribution system for films at the community level through public libraries. By 1951

1. 13 libraries in the project believed that film service offered non-reading adults at least one type of public library service.
2. 10 libraries reported significant gains from the film service in enriching programs to community groups, churches and other organizations.
3. 8 libraries saw films as a service instrument in strengthening public opinion to include the concept of the public library as an educational institution.

There was some question, however, about the operation itself. Was the annual subscription fee of \$250.00 adequate? Was the showing of information films to great numbers of non-readers (non-users of public libraries) a real gain to the library? What was the extent of the impact of film on adult audiences? To answer the last question research is necessary even now; for the first two points the succeeding mode of the cooperatives organization provided some answers.

During the first years of the co-operative, film packages (the assortment of films sent on circuit) were composed of the following types of films:

- | | |
|-----------------------------------|-------------------------------------|
| Nos. 1 - 2: for small children | No. 7: Fine arts and literature |
| 3 - 4: for young adults | Nos. 8 - 11: General adult interest |
| 5 - 6: Nature study; conservation | |

*Goldstein, Harold - An Analysis of the Missouri Libraries Film Cooperative, with Recommendations for Extended Operations in Missouri State Library - Public Library Service in Missouri; A Survey. Jefferson City. 1962

As the cooperative grew, the number of films was increased per package to twelve and finally to the present number of fourteen titles.

By 1953 the size of the cooperative and its increased burden of business resulted in a request from the State Library for a release from its administration of the organization. Subsequently in 1954 a non-profit organization, the Missouri Libraries Film Cooperative, was formed and chartered by seven libraries, all of whom had been original members of the co-op. The operation and extent of service of this organization of some 33 member libraries is the concern of this report. For practical purposes, the cooperative (plus the four largest libraries) is the audio-visual service in Missouri.

The administrative offices of the cooperative is located at the Springfield Public Library building in rent-free quarters. The office provides space for the administrator, the inspection and maintenance staff, film racks for storage, equipment for servicing films, and handling facilities. There is a limited amount of preview space. The cooperative also serves as a film information clearing house for the Springfield area.

The administrator, Mrs. Thelma Davis, has been in charge of operational details since the organization of the co-op as a private corporation, serving on a half-time basis. Under her direct supervision, the following duties are performed to relieve members of these tasks:

1. Scheduling of packages and providing adequate selection of titles for each package within the limits of the collection
2. Handling of budget and fiscal details
3. Preparation of the annual catalog
4. Arrangement of preview sessions and selection of preview titles
5. Mechanical chores: inspection, conditioning, splicing, footage replacement
6. Conducting inspections and handling in-service training when necessary
7. Spot booking and film information services

The raison d'tre of the cooperative is to provide a continuous flow of film packages to member libraries. Since the scheduling of packages must be done months in advance of the actual flow itself, the administrative center is the cog of a large distributing agency. Its main chores are the arrangement of package routes, and the quick but thorough servicing of films during their routing between libraries. What are the professional aspects of the co-op with regard to services to libraries which in turn provide film service to patrons?

Since the cooperative exists to provide, through pooled funds, a service otherwise impossible because of individual costs, the success depends on how well films are selected, distributed and maintained. The cooperative per se is not directly involved in the provision or evaluation of film service, therefore it can be said that the cooperative is only indirectly providing professional service to its members.

In order to achieve the necessary information routines on which members depend for bookings, showings and use patterns, a catalog is provided. The production of this catalog is the most refined characteristic of the Missouri cooperative. Without it, no member library would be able to provide a continuing service, and certainly the resources of the corporation would not be known.

In order to insure good physical condition, the cooperative imposes certain conditions on its members. All members must own rewind and splicing equipment, must make sure that one staff member of each library is qualified to inspect and repair films and must constantly check the physical condition of films before sending them on to the next library.

Preview sessions, at which members select for purchase new film titles, might be considered the major educational and only professional activity of the cooperative. Such sessions, normally held twice a year, provide the only opportunity (as indicated by records of the co-op) for members to discuss professional aspects of film service offered by their individual institutions. All members must attend one of the two sessions held. Members select films for purchase by voting on their usefulness.

Correspondence at other times provides the main link whereby members consult with one another, build more competencies in film use, and derive other benefits. The question raised, however, is whether this kind and amount of help is sufficient to deal with fundamental matters of improving library film use in a variety of situations.

The present film holdings of the cooperative number 913 titles, as counted in the 1961-62 catalog. This group of available materials, spread in subject range from A-Z, contains a variety of types of films commonly defined as classroom, sponsored, documentary, informational, and others. Its age group content range is impressive, and the resource appears to offer a broad selection of useful materials for a variety of library purposes.

The collection is divided into two major groupings: films in circuit in the packages, and older ones, or those more restricted in application kept in a "spot booking" category. At the end of a routing of the packages, certain films are retired to the spot booking collection from which libraries may order them to fill specific needs. Libraries are restricted in the number of titles allowed for such booking, but not as to the number of times each institution may secure titles. This practice is a good and unusual feature.

Membership in the Missouri Libraries Film Cooperative must be thought a desirable objective for a larger number of Missouri libraries since the co-op has more than tripled its membership in little more than a decade. What benefits do members receive from the co-op, and what do they realize as their contributions and obligations to the parent organization?

The cooperative does not concern itself directly with informational materials aside from the catalog. Therefore, its headquarters does not deal directly with the matter of improving film use in the library program. Since such items as balance between adult and children's films, centralized program ideas which relate films to other materials, etc., are not as yet co-op activities, members are dependent on their own ingenuity for devising and carrying out ways to constantly expand and improve film utilization.

Further, members are not as involved in this cooperative with matters of selection, experimentation, and expanding general film use as they are in some other cooperatives. While it is true that some members have added additional resources to their service by renting commercial film packages from time to time, the main concern of the larger group

of Missouri co-op members is to increase the use of package titles without much concern for other sources. Whatever the shortcomings of the collection at hand, members are not generally engaged in seeking supplementary aids from the outside.

It is on the point of film use that there appears to be the most logical question about the efficacy of the present organization. There is genuine interest in obtaining films for showing - for distribution to groups, to schools, to fill in or replace other scheduled programs, etc. -- but is there equal interest in building competencies more professionally related to the objectives of library audio-visual programs and to the basic concepts of extending the book resources of libraries?

One evidence of such interest would be experimentation in film selection and evaluation between a member library (or several) and community agencies, leading to a film use sequence for the achievement of some specific goal. There is no evidence of such uses among cooperative members.

Another definition of using films in the followup of the content of the film by some action, change in attitude, enlarged interest or other results. The relation between what has happened after the film to the situation before its use is an important element. Again, there seems to be none of this kind of evaluative reported to cooperative meetings.

This concept of service - or expectancy of it - is related to the collection. If the collection is built from a standpoint of providing interesting film fare for showing, but not particularly from the use aspect, the titles most likely to be selected would be those which experience and success in circulation have indicated to be most popular. There would be a tendency to demand a greater proportion of new titles and the older film titles would appear less desirable since they have already been seen. However, if new uses can be found for the older titles and new approaches can be made to the idea of the library's involvement in film service, both the range of new titles and the number of additions may be approached differently.

Some older titles have never been duplicated in production because of their effectiveness and the uniqueness of the experience they communicate. If a number of members, indeed all, explored ways in which to use these titles, perhaps at one time ten copies of a title may be more adequate than two copies of five new titles. Films are made to convey information, etc., to a broad mass audience which presumably brings to the viewing something of the same problems and needs. If ten discrete groups can be shown the same title under approximately the same circumstances, it may be assumed that these individuals have somewhat the same interests and will take away, within limits, the same information. The value of the film in such uses is to make sure that all ten groups do obtain approximately the same level of knowledge, and that this knowledge is then reinforced by further experience resulting from additional film showings. The film assumes a common ground for its viewing, and the value of its use is how much is done beyond the initial exposure to capitalize on this common level.

But the value of film use is not finished with either increased showings or successive titles applied to group meetings. Rather, the value begins with the film, since from the film content will derive other material and information needs, greater cohesion of the group, and faster achievement of the group objectives. In other

words, film use involves automatically a greater depth of service from the librarian and staff than no film use. A film transfers something to a group of viewers, and the transfer is successful from the librarian's viewpoint if it leads further into more complicated library relations. It is no longer sufficient to rationalize film expense and effort among libraries as being justified because of leading viewers from films to books; we must be prepared to literally jump between film and print because logically one kind of information and stimulation experience depends on another for reinforcement and fulfillment. It is obvious that the co-op members who support this organization are not concerned as much that their book budget is reduced somewhat as they are concerned with offering the advantages of modern cross-media resources. It is suggested that the offering must be more advanced - indeed, controlled to a great extent - if the co-op is to grow during the next decade in the face of increasing competition from other educational agencies using a variety of media to enrich individual lives.

In financial matters it is interesting to compare the fees. Missouri membership averages \$600 per year, which indicates a higher than average yearly charge compared to other co-ops. However, after three years (\$900 the first year; \$600 the second year; \$300 per year thereafter) Missouri libraries are close to the median yearly costs. No other library cooperative has a collection which approaches Missouri in the number of total films owned.

With the median cost for 21 cooperatives at approximately \$300, it would appear that a nominal expenditure of \$25.00 per month provides a larger number of public libraries in the country with film service. The adequacy of this service is beyond the scope of this study. It is obviously difficult for minimally financed libraries to provide \$900 for the first year, \$600 for the second year, and \$300 for each succeeding year. That this difficulty is overcome is a signal accomplishment favoring appreciation of the fundamental value of extended resources for libraries whose stock of print materials is probably only of average strength.

The most obvious generalization is that only through a cooperative organization will most non-metropolitan libraries throughout the country obtain the necessary capital outlay to provide film services, and that this service, while appearing expensive, is within the scope of such budgets to accomplish. These libraries do not see the film expense as disproportionate to the total budget or to the need for accomplishment of a broad service philosophy.

A short review of the Missouri Libraries Film Cooperative budget is of interest. Film costs account for 50% of the budget, while overhead accounts for the other half. The amounts given in the budget August 24, 1961, indicate modest sums for salaries and operational support: \$4,638 for salaries, and \$2,048 for all other non-resource expenses. It is difficult to imagine 33 libraries spending only \$200 per year to service, route and program at this level of operation. Clerical aid alone would obviously raise costs to what might be an impossible figure.

One special aspect of cooperative service is the picture of non-member audio-visual services. The statistical survey of services to Missouri libraries refers to the scarcity of such operations statewide except for the largest libraries and members of the co-op. In effect, there is no audio-visual concept in Missouri outside of these libraries. There is virtually no film information service, no participation in a variety of community activities involving film and other aids and no inculcation

of an extended materials use and acquisition among libraries not in the two groups mentioned. On this basis the influence of the cooperative is practically wider and more real than its membership of 33 would indicate.

Many Missouri libraries, especially county and regional ones, are involved in school service including audio-visual materials. The justification for film purchase and use by public libraries for schools has a rationale in that many films of this type have a broad audience and a wide application value. Therefore, while the burden of serving schools may be an unduly large one, it is probable that any publicly supported resource of this kind will have in it a large proportion of classroom-type titles to serve a variety of purposes, especially until school services rise to and surpass present public library levels.

Adults, however, should not be deprived of the opportunity to obtain and use films merely because the use load (audience, showings, programs) seem to be heavier among children and young people. Knowledge and use of other agency suppliers - state agencies, national organizations, commercial sources - is probably a necessity to round out the scope and number of adult film resources if films are ever to be equated with books in range, depth and available numbers. Further, in serving adults there is greater necessity for flexible programming than for school needs, since adult needs will not be generally as well focussed and controlled as are classroom situations.

The final answer to service for adults is tied tightly to what kinds of service co-operative members can offer. If scheduling and routing are primarily the controls rather than adult interest, stimulation and need, almost any kind of film offering will no doubt produce an audience. But if, as suggested earlier, serious concern is felt for the fullest role of the library in the community, a far greater investigation of ways to expand present general programming is necessary.

In summary, the Missouri Libraries Film Cooperative is an important and active agency for the elevation and development of an extended concept of library service throughout the state. It can become an even better example of a statewide operation if it accepts more responsibility for broader audio-visual involvement in the next decade of its operation. The recommendations given below are aimed at achieving this potential.

Recommendations

1. Members of the cooperative should collect data about local film and other audio-visual resources with a view toward establishing better total provision of materials and services based on all available local resources. School collections on whatever level of organization, private and organization collections plus public library resources should be assessed as complete units, and service responsibilities should be divided to avoid duplication and also to use all resources to the fullest.

2. Co-op members and non-member libraries with audio-visual materials should establish better communication patterns between them to provide exchange of ideas, evaluation of programs and services, special consultations, and even visiting personnel on a limited basis. No evidence exists of ties for mutual professional gain between the four largest libraries and the total equivalency size of the film cooperative member libraries.

3. It is recommended that the catalog master list be used, by providing additional copies, for exchange between other library film centers. Such additional information might be useful for selection of new titles and for comparison of subject or age level strength of the cooperative collection.

In addition to the exchange of catalogs, it might be useful for the co-op to publish a short, irregularly-produced newsletter or other information sheet for its membership as well as for exchange. The newsletter should concentrate on examples of film use and program ideas, with some attention to film information. The use of commercial services (single announcement sheets, evaluations, etc.,) with co-op imprints might also be of use to the member libraries.

4. Evaluation of programming - all levels, single and continuous, all types of materials - should be undertaken as a constant professional responsibility by the co-op. Members should form committees to examine difference in programming to exchange on a regular basis program ideas, and to visit libraries for observation.

a. The report forms presently used should be expanded to provide more evidence of librarian involvement, and to bring to the attention of the co-op membership avenues of better contact and followup among local group users.

b. Each annual preview session should call for a program evaluation report at which certain committees (or members) review the results of particular programs and ideas.

c. Experimental programs could be demonstrated by some member libraries thus instituting an in-service training and evaluation activity of benefit to all members.

d. More attention should be given by cooperative members to selection of new titles and their evaluation. In preparation for the two preview sessions, member committees might be formed to consider the major subject areas; these committees could report on suggested titles judged as worthy of preview and/or selection. Such professional activity would reinforce the present selection procedure.

5. Representatives of other agencies (governmental and private) using, producing, and/or distributing films should be made advisory or liaison members of the co-op to effect closer relations between services whose objectives could be related to library audio-visual programming. Such liaison persons also might help to furnish consultant services from other levels (regional, national) within their organization to demonstrate and perfect a variety of new audio-visual resources.

6. At some future date, the film cooperative might undertake the establishment of other cooperatively owned visual resources: slides, other visual dioramas, prepared exhibits, etc. All such materials should be selected from the adult and young adult levels mainly, leaving the lowest levels to school agencies. No present co-operative in the United States has such a broad base of service, but no other co-operative in the U.S. is as large as the Missouri venture. The value of such a large central future organization and service would be the ability of the cooperative members to direct the total program built around common objectives and already established service outlets.

7. The Missouri State Library should, in concert with the cooperative, plan a variety of audio-visual demonstrations throughout the state as initial ventures in cross-media programming. Print and non-print programming experiments, on a variety of levels and for a number of purposes, could help libraries establish better integrated statements of objectives. Further, selection policies of all types of materials can be more adequately realized if print and non-print needs are seen as part of the total development of library services.

The state agency can better help smaller libraries in their struggle to maintain modern collections and services if it is more closely involved in the operation of one of its own former services. The co-op membership should insure close communication with and participation by a state library staff member in future developments of audio-visual services throughout Missouri.

8. The value and role of academic libraries and special libraries in the future membership of the cooperative should be explored.

9. The size, role and resources of commercial audio-visual services in St. Louis and Kansas City should be constantly evaluated for the value of public audio-visual services. New equipment, resources, and methods of distribution should be revised for possible benefits to the co-op.

10. Since school service is a definite responsibility for some time to come on the part of the cooperative, the board of directors might well consider delegating a representative to attend the annual meetings of the Division of Audio-Visual Instruction (DAVI), NEA, and the National Audio-Visual Association. The finances involved in this expenditure may be more than repaid by the professional contacts established and the exchange of information about common problems.

CENTRALIZED PROCESSING FOR MISSOURI LIBRARIES *

This report concludes a series of short studies undertaken as part of the current Missouri survey. Their purpose has been to supply information helpful in planning the future place of centralized processing in Missouri public library development.

Within the limits of an individual consultant-survey project, it did not prove possible to resolve many of the questions related to the development of this service. Centralized processing for libraries is still in a developmental stage. Its techniques and procedures are not yet standardized and a variety of situations and practices exist. Professional opinion is divided on many questions relevant to the organization and operation of such centers. There is a dearth of comparable data to draw on. Developments in card distribution, equipment, and the commercial services which cannot be predicted can be expected to have an impact on local centers.

Information collected had to be related to the existing situation in Missouri. Missouri already has two such processing centers, both offering service on a state-wide basis. The welfare of the centers is related to the general welfare of Missouri libraries. In planning their development the future need for the service and ability to support it need to be considered. Other activities are potentially related to centralized processing--the development of school library service in Missouri, the direction of such related activities as centralized reference service.

While the writer visited both centers and talked with member librarians, the survey was confined largely to use of the mail questionnaire technique. It did not resolve many questions and its findings need to be fit into the over-all plan for library development in Missouri. The studies did provide some information which should be immediately helpful to the existing centers. They are described here, their major findings given, and their possible implications explored briefly.

The first, an attitude survey of the non-members of the Missouri cooperatives,¹ sought to determine the present climate of acceptance toward centralized processing and the types of situations most receptive to the idea. The interests and attitudes both for and against joining a centralized service were investigated.

The survey verified the lack of interest on the part of the small income libraries in Missouri who felt that their volume and income are too small to justify their joining a cooperative. The larger and growing libraries offer the best potential market. They are feeling the pressure of increased service demands without a corresponding increase in income and the lack of trained staff. Their principle reservations would be with regard to adapting their present procedures to that of a center. In particular, they questioned the simplification procedures followed. The main reason they will have

*Bundy, Mary Lee - Centralized Processing for Missouri Libraries. Four Parts. in Missouri State Library - Public Library Service in Missouri; a Survey. Jefferson City. 1962.

1. Mary Lee Bundy, Attitudes of Non-Members of Missouri Cataloging Cooperatives Toward Centralized Processing, November, 1961, Urbana, Illinois.

in mind in joining the service will be release of staff time and the primary considerations in choosing a center will be cost and speed of delivery. The findings with regard to interest of various income groups although based on only this limited survey could be useful in predicting the present market for the service and in planning promotional appeals.

The second report, by Mrs. Mary Hanley, was a review of the literature related to centralized processing.² This survey helped plan the two succeeding studies. It suggested what may be the potential contribution of these centers and raised certain cautions in terms of losses as well as advantages of such services. It also made it possible to tentatively relate Missouri's centers to the directions which this development is taking generally.

The third study logically succeeded it. A survey of the members of the two co-operatives, it was designed to uncover both the values and limitations of centralized processing based on the experience of librarians who have used it over a period of time.³ This study will be perhaps most useful in selling centralized service to other libraries for it verified its value -- books are getting to the shelves as quick or quicker than before, the cataloging is as good or better, and the cost, if not less, is probably not greater. To the member librarians as a group, the tremendous saving in time has proven worth whatever the sacrifice in individuality they had to make and the difficulties involved in making the change-over.

The Library Services Center is at an earlier stage in its development and member librarians reported kinks which still needed to be ironed out. The relative approval of their members cannot be used to recommend one center over the other, however, for in general, both groups indicated they are satisfied with their service and the arrangements by which they pay for it. The majority of members and non-members as well, showed a lack of interest in having the centers extend their area of activity to include either selection or bibliographic assistance.

Finally, the writer undertook a survey of centers throughout the United States.⁴ Its purpose was to confirm what appear to be the directions and trends revealed by the literature and to further explore the various avenues open to Missouri libraries. In addition to exploring current practice, the advice of the directors of the centers was also sought on a number of questions relevant to planning Missouri's centralized processing. The directors served, then, as a panel or jury of experts.

The survey revealed the varieties of organizational patterns within which this activity is being conducted. It also showed the wide variation in size of operation, number of participants, and the extent of the activity of these centers. It verified outside support from state agencies as the recent impetus to their growth and established Missouri's lead as among the few who have been successful in sustaining

2. Mary Hanley, Centralized Processing, Recent Trends and Current Status; A Review and Synthesis of the Literature. November 1961, Urbana, Illinois.

3. Mary Lee Bundy, Missouri Processing Cooperatives; a Report Based on the Experience of Member Libraries, January, 1962, Troy, New York.

4. Mary Lee Bundy, Centralized Processing Centers: A Nationwide Survey. May, 1962, Troy, New York.

themselves on a self-supporting basis.

In terms of both current practice and the opinions of the directors, some tentative generalizations are possible. Processing centers may be moving in the direction of encompassing more parts of the processing process. Their produce in general is a relatively standardized and simplified one. While a few centers have successfully encompassed school service, the majority are limited to public libraries only. Factors to consider in combining the two include the similarity of collection and processing needs, the possibility that volume is sufficient to consider establishing a separate center for school service. With centers where the nature of their activity makes personal contact important, geographic limitations to membership might be desirable. (As Missouri's centers are now operating this would not seem to be a factor.) Standardization, while the answer in part to the need to keep costs down, needs careful examination where libraries differ in purpose and therefore in collections and processing needs. On aspects of these and other matters, however, there was enough difference of opinion and practice to suggest that the field is still open for much experimentation.

While no definite desirable minimum volume was established, the directors did point out the need to keep the staff and overhead in line with expected volume. They expect developments at the national level to influence their activities, in particular improvement in present methods of catalog card distribution. Although the centers vary in their degree of permanence and undoubtedly the efficiency of their processing operation, and their future is generally uncertain, the number in existence and the age of many suggest that this activity is firmly enough established to receive general professional acceptance as a desirable cooperative activity.

If Missouri's problem were conceived as reaching as many libraries as possible with this service, then Missouri could follow the direction of other states and support the service to the smaller libraries from federal and state funds. This would, however, seem to involve a change in the state library's policy toward the small libraries in the state. Unless there is such a change, it would appear that the small Missouri library will be reached by centralized processing service as they are absorbed into regional systems.

This is also true of other potential avenues to reaching the smaller libraries in Missouri. In other states the agencies supplying processing service incorporate selection activity and in-service training, many hoping to encourage increased local support and further area cooperative effort. In Missouri, many of these activities have been conducted directly by the state library extension agency. To add them to the centers would mean a complete re-direction of effort. While it is desirable to build on existing cooperation, in terms of the present membership and private organization of these centers, they would not seem to be the vehicle for these activities.

Similarly, extension into reference and bibliographic activity would not seem feasible. Neither center has developed the tools or resources to provide such a service and the collections for which they now have cards do not contain the specialized materials which would make a union catalog of their holdings particularly desirable.

The centers will have the common problem of maintaining and adding to their

volume. That they take on school processing service has been suggested both as a way to increase volume and also to support efforts to develop school libraries in Missouri. The economic advantages of such a move will depend on such factors as similarity of their processing needs and collections to the public libraries served by the centers. The plan adopted for school library development, but also the likely demand in the near as well as far future should help in deciding this move. The continued amount of integration of school and public library service which in general is desired would also appear to be a factor.

Few colleges and universities belong to public library processing centers and they have yet to develop their own although similar types of institutions such as teachers colleges, technical institutions and religious sponsored schools are talking about the possibilities and a few special library groups have centralized their processing. Missouri might establish a college processing service, but this would not seem to be of any particular advantage to the present cooperative members and could mean a radical shift in their present procedures and policies. The present degree of integration among colleges and public libraries and among the various institutions of higher education in Missouri will affect the likelihood of selling such a project in the near future.

The incorporation of the larger metropolitan public libraries in Missouri would seem the obvious answer to immediately increasing volume of centers. Again, this would mean a review of present practices for their suitability to the larger library's needs. It could be that more extensive cataloging would not appreciably raise costs, to be offset by the greater gains made by increasing volume. The larger library might send through it more standard works, retaining materials which would be unique to its individual collection. With the increased shortage of catalogers to be expected, their expertise at a central point would appear to have advantages, however. While the centers have undoubtedly explored the possibility of extending their service area beyond Missouri it is included here to cover all possibilities.

Ideally, the two centers might combine or coordinate their services in some way. This suggestion ignores the history of competition between them and would, it would seem, raise legal questions and present practical difficulties. If they continue separately, then the future of each will be determined by its public relations policy and program, and its success in providing a high quality, quick and inexpensive processing service. Competition does have its advantages. Both can be expected to make changes, one could put the other out of business, they could both be superseded by national developments or lose out to the commercial services. The Southwest Center, in particular, should be alert to the effect more widespread and faster distribution of catalog cards might have on its more limited service.

Again, there seems to be ample evidence that processing is a highly desirable form of centralized activity. Plans for its maintenance and extension in Missouri should certainly build on the present services available and proven to be successful. It would be desirable to further utilize the cooperative attitude among librarians and the pioneering spirit which produced them.

If provision for this behind the scenes activity of libraries can be resolved, then plans might be made for Missouri to again lead in another area of library operation

which to be successful must cross political units and types of libraries as well--the establishment of a strong coordinated system of reference service for Missouri. Centralized processing can relieve librarians of one unnecessary activity at the local library. By next placing at their disposal resources and information they cannot independently provide, the present Missouri library system will be strengthened in its claim to further support for performing a vital, public service.

THE ROLE OF THE STATE LIBRARY *
1960-1980

The role of state library agencies has become increasingly important within the last decade. In 1956 the National Association of State Libraries enumerated "six generally recognized components" of an integrated state library agency: General library services, Archives, Government publications, Law, legislative reference and state history, Special services, and Extension. Missouri law holds the Missouri State Library responsible for all except Archives and Law, legislative reference and state history.

The history of the State Library is short, having been established in 1907 as the Missouri Library Commission, whose responsibility it was "to give advice to all schools, free and other public libraries, and to all communities which may propose to establish them," to circulate traveling libraries within the state and to have charge of the library of the General Assembly.

In 1946 the name of the Missouri Library Commission was changed to Missouri State Library. A redefinition of responsibilities was also included with emphasis on four major fields of library activity: public service and adult education, school library service and document service.

Beginning with 1944 a massive assault on unserved areas of Missouri was undertaken by the State Library. Between 1945 and 1949, 36 counties voted a one-mill tax for the operation of countywide library service and three counties won four additional revote battles. Bookmobiles supplied by the state legislature or received as gifts from groups and individuals sparked the library demonstration program which became one of the outstanding features of library promotion in Missouri.

Because of some problems of vote losses due to the excessively heavy demonstration load carried by the State Library and lack of experience on the part of the demonstration staffs, the entire demonstration program was reassessed in 1950. Between 1953 and 1961 inclusive there have been 41 votes on the county library question, including four revotes; 34 or 83% were successful. One state library consultant holds a record of having demonstrated in 16 counties with but two losses. Regional library organization was emphasized in these campaigns, though the library systems did not always materialize as planned. A change in the county library district law also prohibited any revote until 5 years had elapsed. (Barton and Henry Counties both won revotes after the 5-year period.)

As hectic as the 109 library campaigns in 17 years (1945-1961 inclusive) were, they effectively reduced the number of Missourians without tax supported public library service. In 1950-51 the State Library's annual report listed 113 municipal libraries, 26 county and 4 regional libraries, serving 75% of the population. The 1960-61 report stated that 84% of the population was being served through 101 municipal, 30 county and 13 regional libraries. Since then a number of other municipal libraries have joined regional library systems. 16% of the population

*Schenk, Gretchen Knief - The Missouri State Library; Its History, Progress, Future Library Development and Leadership Role in Missouri State Library - Public Library Service in Missouri; A Survey. Jefferson City. 1962.

(693,494) remained unserved.

A recapitulation of county library developmental history shows a record of 116 library campaigns since 1929. In detail they reveal the following work load:

1. 54 counties won tax-support service on first vote
2. 14 counties won after losses (12 one loss; 2 two losses)
3. 7 counties won their revotes (2 counties twice - 9 campaigns)

or a total of 77 successful campaigns.

Of the 39 losses between 1929 and 1961, only 23 remain unreclaimed. The other 16 were cancelled out by later favorable votes in 14 counties. The 23 losses occurred in 16 counties:

1. Hickory County Library was disbanded by revote in 1950. Unserved.
2. 15 counties voted unfavorably and remain unserved. These unrecovered losses occurred as follows:

1930 and 1939	-	3
1940	-	1949 - 12
1950	-	1959 - 5
1961		<u>2</u>
		22

Three of the 15 counties voted negatively without having had either bookmobile service nor a State Library demonstration (Adair, Clay, Vernon). 31 out of the 114 counties have never yet voted on the county library proposition.

1. 16 counties had bookmobile contacts only - no demonstrations

1947 - 1948	-	5
1948 - 1949	-	5
1949 - 1950	-	1
1950 - 1951	-	5
2. 2 counties (Marion and Shelby) had demonstrations but never voted.
3. 13 counties have had neither bookmobile service nor a demonstration (Pulaski County, one of the 13, is having a demonstration, 1962)

The massive assault so vigorously pursued since 1945 has established bases of library operation. By voting tax support immediately upon completion of a demonstration or even without one, Missouri citizens have recognized that library service is a charge on local public funds, not charity or a gift. By this vote they also became eligible to receive state aid funds.

The speed, not to say haste, which characterized much of this buildup of library service in rural areas, inevitably created problems requiring urgent attention.

Problem of Unserved Areas and Analysis of Unserved Population

It has become an axiom in library extension that the closer a state gets to a point of so-called "complete coverage", the harder it becomes to extend library service further.

All those who have wanted it, those who had interested leaders, those who had the vision of what library service could mean to their counties have, by and large voted for library service.

Yet because of its commitment to the furtherance of "public library and adult education" by state law, the State Library must continue to offer "advice, counsel and guidance" to the remaining unserved population (16%).

Nor can it ever be said that an unfavorable library vote is a permanent "mandate from the people." Missouri's campaign history has demonstrated the fallacy of that statement often enough.

As soon as the following eight counties establish countywide library service (in order of rank) another 346,747 people will join the "served" group, leaving only 8% unserved: (* demonstrating, 1962)

Clay	St. Charles	Jasper	St. Francois
Jefferson *	Pulaski *	Pemiscot	Butler

Service in another eight counties with populations from 20,000 to 30,000 in order of rank would again reduce the unserved total 138,698 (20%)

Marion	Phelps	Nodaway	Vernon
Stoddard	Saline	Howell	Adair

A second 20% of the unserved population lives in 16 counties ranging in population between 10,000 and 20,000 persons (174,189)

-Linn	+Lincoln	-Chariton	-Osage
-Pike	-Carroll	-Harrison	-Moniteau
-Macon	-Webster	-Clinton	+Taney
-Bates	-Miller	-Montgomery	-Dent

Finally, the last 15 counties with populations under 10,000 account for 10%

-Oregon	-Sullivan	-DeKalb
-Douglas	-Wayne	-Shannon
+Camden *	-Ralls	-Ozark
-Shelby	-Holt	-Hickory
-Caldwell	-Maries	-Worth

Among the 31 counties all but three have steadily lost population. The contrary is true of the first group which has increased in population from 4% to over 40% between 1920 and 1960 censuses. The second group has relatively held its own in population with only slight variations between the various decades, indicating definite stability.

Judging by the history of library development in Missouri, the first 16 counties can eventually achieve good quality library service for themselves in cooperation with other counties. The other 31, often just as populated, and with as high (or low) an assessed valuation as many of the counties now attempting to provide service, will continue to present the State Library with the problem of offering a suitable service

pattern to meet individual readers' needs of those who continue to live in the ever more isolated areas.

Library Demonstration Policies

Developed over a period of years the State Library's demonstration policy has been well tested and proven successful. At present the State Library consultant sets up and supervises the demonstration, a professional librarian (frequently a recent library school graduate) is added as a "demonstration librarian", and together with a clerk, a secretary and a bookmobile driver, forms the demonstration staff. Books and materials for the demonstration come from the State Library and a bookmobile is assigned (loaned) to the demonstration. A local committee of citizens is responsible for the successful promotion of the demonstration service and of the final voting campaign as a result of which vote the people decide whether or not they are willing to pay a tax of not less than one mill for service.

At the close of the demonstration the majority of books is moved on to a new demonstration together with the bookmobile and demonstration staff. If the regional center is to be in an existing municipal library, a contract must be drawn up with the newly appointed county library boards and the municipal library, or a new regional center started and a regional contract signed by the county boards forming the new regional library.

This procedure of moving personnel, materials and equipment from one demonstration to another has appreciably reduced the cost of demonstrations. It has also given the State Library consultants considerable facility in getting demonstrations underway. Additional new books and materials are bought for every new demonstration, of course, to meet local needs and replace whatever stock was left behind in the previous demonstration. A "going concern" moves in, does its work demonstrating a minimum type of library service and moves on.

Undoubtedly this type of library demonstration had its origin in the pressure of the first onslaught on library-poor Missouri counties. It was also accepted by local library promoters because it represented the minimum allowed under the law - the kind of service that could be bought for a one-mill tax.

Because of the demonstration's limited time and staff and the frequently somewhat unsophisticated type of library clientele served by the bookmobile, children and youth seemed to become the heaviest users of demonstration services. It must be strongly emphasized that children and young adults have full right to the use of all books and materials available from the bookmobile. Some additional statements are also worth emphasizing. The State Library's demonstration service staff manual lists under the section on Objectives: "IV. Promote the growth of proper school library service to the extent that the school assumes its proper responsibility. V. The demonstration service shall emphasize public library service to adults and adult groups."

Regarding Policies and Services to Children and Schools in demonstrations, the following statements are found: "I. It is the purpose of the demonstration bookmobile service to give public library service to children through the schools while the schools are in session. Schools are expected to assume the responsibility of providing adequate

school library materials for instructional needs. The bookmobile service provides only supplementary service to schools." and "VI. In planning service to schools, time spent in proportion to the time used in service to adults should be given careful consideration, and direct service to school pupils from the bookmobile should not monopolize the program."

Statistics kept on recent demonstrations proved that more books were now being circulated to adults than to children. In 1960-61 the schools received 46.23% and adults received 53.77% of the total demonstration circulation. This compares well with national figures reported for the decade from 1950-1960 when the percentage of juvenile circulation ranged from 44% to 50% and for adults over the same period from 56% to 50%.

Service to school children has not been without its special rewards in successful campaigns as the vital revotes in St. Louis County in 1947 and 1948 show. An important issue favorably concluded is hardly debatable. The campaign was won.

Future Development of Regional Libraries

It is a fortunate coincidence that Missouri librarians and boards of trustees have developed over the years an effective spirit of cooperation as evidenced in the film and processing cooperative as well as in county and regional library systems which include an ever growing number of municipal libraries.

This attitude proclaims that administrators and trustees can and do put the welfare of their patrons and communities above personal inclinations and desires to maintain a current situation. Such a philosophy of service eases the prospect of future developments by reducing fear of the unknown. Facts uncovered by the survey leave no doubt that from the standpoint of financial support, personnel, materials available and services offered "the past was prologue". Running faster than most states in solving the problem of unserved areas, Missouri now discovered that problems and needs of existing libraries have mounted faster in the last decade than the state was prepared to cope with or could solve.

Today the same energetic, far-sighted attack on the problem of future development that has characterized Missouri's library development history since 1945 will undoubtedly again be required, strengthened by a body of knowledge which was not available twenty, or even ten years ago.

Three factors will affect the future of regional libraries in Missouri: 1) the hard truth that certain areas will continue to lose population; 2) the increasing need for well-trained library trustees and a continually increasing number of fully trained, knowledgeable, competent librarians, many of them specialists in service to children, young people, adults, aging, use of reference materials, audio-visual services and scientific information; 3) the coming expansion of the Library Services Act, which will include funds for urban areas, school libraries and institutions of higher learning.

1) Conditions will force the areas of diminishing population together to plan for the best possible library service to those remaining rather than to consider disbanding libraries. Bookmobiles anchored to a single county and operating only a few days a week can equally well cross several county lines to be used over a wider area full

time and thus get better returns on an expensive investment - cooperatively. Children and young adults still living in the area have just as much right to and can also benefit from the work of librarians specifically trained to work with children and young adults than those living in St. Louis and Kansas City if such personnel is employed for the entire area.

2) The past decade has placed many library trustees before an important decision: to join or not to join a new regional library system. Many librarians, too, have decided in favor of the patron though sometimes against their own inclinations. They realized that service is improved through cooperation and coordination. Both trustees and librarians have learned that they will strengthen and preserve the "identity of the local library" not by aloofness but by furnishing their communities with superior, all-embracing, comprehensive service. And in the future regional library systems ought to be so organized that the superior quality service found in the state's two largest cities will be available everywhere.

3) The coming changes in the Library Services Act will inevitably strengthen what has already begun in Missouri - a wide network of inter-connected libraries. Again, success will depend on the willingness of all librarians, library trustees and government officials to work out details of responsibility, programs and procedures. Municipal, county and regional public libraries, school and college libraries, as well as university and research libraries will give coordinated service together.

Size of Library Regions

In a jet age it is inevitable that ideas regarding the size of library regions should change. As with speed so size is a matter of degree and experience. To the residents of St. Louis or Kansas City - or New York, Chicago or Los Angeles - their libraries do not seem excessively large. If they shun going to the central library, they can always go to a neighborhood branch close to where they live, knowing they will receive the same type of services available downtown.

Area concepts are no different. One municipal library serves people in an area of 17 square miles, another covers ten times that amount of territory. Platte County Library serves an area of 414 square miles, Texas County Library, 1183, while outside of Missouri the largest library area is covered by the San Bernardino County, Calif. Library - over 20,000 square miles.

These relative sizes are accepted as fact because they comprise one governmental unit. Yet large areas covering several counties need be no detriment to good service; however, there must be, aside from necessary financial support,

1. an adequate, well equipped staff to meet the needs of the people to be served;
2. a sufficient number of individual neighborhood (community) libraries and other service points graduated in size according to demand;
3. enough books and library materials to meet present-day standards and serve the population properly;
4. a sound governmental unit for administration.

Larger Missouri Library Regions

Prior to any discussion regarding the size of Missouri's library regions, it should be stated most emphatically here that size is not equated with excellence. Yet in every single instance the library survey has proved the strength of the larger library unit in personnel, materials and services offered.

Among the critical problems facing Missouri libraries as revealed by the survey are:

1. Lack of Personnel. Competition between employers for the service of library school graduates will increase. Trained librarians are desperately needed in all categories from general assistants to highly trained, experienced specialists. Well-qualified, gifted administrators are particularly rare. Basically, those who enter the library profession do so for other reasons than to become an administrator and countless librarians have deplored the fact that in becoming administrators they have been deprived of the true joys of librarianship. Increasing the size of the region and then locating the right administrator for that region will relieve local administrators, permitting them to do their best work in their chosen fields.
2. Book Selection. Book selectors are carrying an increasing load of responsibility. With over 13,000 titles published annually, the single administrator, even several trained librarians, would have neither the time, energy or knowledge to select books among such a mass, not to mention all other library materials. However, a team of selectors, working together, will bring the best materials into a region and insure that nothing worthwhile is overlooked, including a wide selection of non-print materials. Through a larger regional organization, this wider variety of materials can be used by many more persons. The large city libraries have this service now. All residents of Missouri deserve it.
3. Specialized Services. The survey has repeatedly stressed the lack of specialized services such as group work with adults, audio-visual services, work with children and young adults, with labor groups, the aging, church, farm and other organizations. Persons who are trained in these fields can frequently be enticed into the library profession and then use their training and talents over a wider area, thanks to regional library organization.
4. Governmental Unit of Administration. Missouri is fortunate in having available a library district law and an excellent regional law. A sound governmental unit of administration can be assured for future library development, particularly if state organizations of county commissioners and city officials are informed, understand and appreciate the concept of improved service for all the people of the state.

Future Regional Library Development: Preliminary Proposals

For the purpose of furthering concrete discussion, a grouping of counties into suggested regions is here proposed. Some facts and guidelines were established such as: the metropolitan area for Kansas City, according to the Census Bureau, includes Clay, Jackson and Platte Counties; for the St. Louis area, St. Louis City and Franklin, Jefferson, St. Charles, St. Louis and Warren Counties. The travel and "neighboring" habits and preferences of the residents of each area were considered regardless of

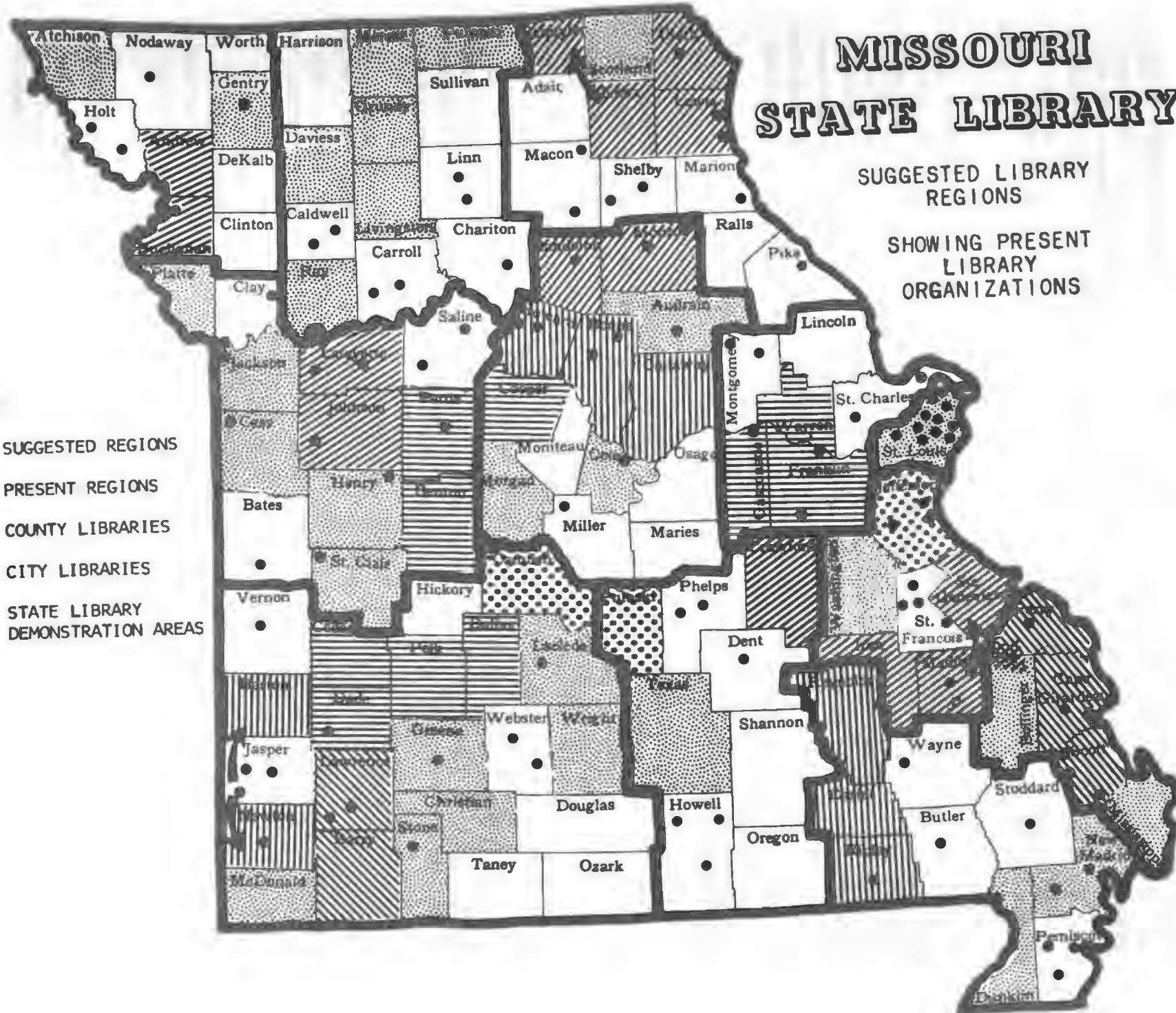
present conditions within the area center libraries. A few existing regions were re-aligned to create a more realistic service pattern. Other adjustments can be made by means of contractual arrangements from time to time.

For the purpose of forecasting a future workload of proposed regions, the regional population projections used in the study on Financing Missouri's Road Needs (Research Center. School of Business and Public Administration. University of Missouri. 1960) were adapted to suggested library regions.

Proposed Regions

<u>Region</u>	<u>Center</u>	<u>Coun- ties</u>	<u>Area Sq. Mi.</u>	<u>Population</u>			
				<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>
1	St. Joseph	9	4321	189,475	172,499	132,727	106,620
2	Chillicothe	12	6960	157,998	138,915	120,541	101,631
3	Hannibal	11	5762	126,992	137,748	134,916	127,999
4	Col.-Jeff. C.	13	7524	242,243	256,834	272,081	282,008
5	Scenic?	6	3603	110,921	144,361	165,217	183,364
6	St. Louis	1	558	1,263,145	1,453,558	1,763,237	2,122,392
7	Urban-Ozark?	6	3434	119,047	146,762	165,217	183,364
8	Cape Girard.	5	2502	119,699	119,272	119,981	113,841
9	Poplar Bluff	9	5969	235,190	199,598	173,323	155,031
10	Rolla	8	6630	116,519	151,772	165,294	168,826
11	Springfield	22	13,918	469,973	468,422	470,305	482,548
<u>Sub-centers</u>							
	a. Bolivar	6	3427	74,513	64,885	55,638	43,470
	b. Joplin	6	3824	179,343	174,048	161,707	149,808
	c. Lebanon	5	3668	64,199	58,687	61,348	66,805
	d. Springfield	5	2999	151,918	170,802	190,746	222,465
12	Kansas City	12	8045	781,952	930,070	1,098,073	1,308,950
<u>Sub-centers</u>							
	a. Kansas City		70	462,802	438,018	491,737	512,321
	b. Independence	3	1360	138,427	295,538	402,351	584,483
	c. Sed.-Warr. - Harrisv.	9	6615	180,723	196,514	203,985	212,146
				3,954,653	4,319,813	4,781,964	5,350,165

SHOWING PRESENT
LIBRARY
ORGANIZATIONS



Implementing the Regional Proposal

Since Missouri librarians and trustees are accustomed to working together on joint projects, it is recommended that those wishing to develop a full-scale region meet, work out a definite plan in possibly four or five steps as to how the region can best achieve 1) complete coverage; 2) personnel standards comparable to those now obtaining in Kansas City and St. Louis; 3) materials and services that will also eventually meet national library standards; 4) a strong governmental unit organization. This plan would then be presented to the State Library Board for approval and allocation of funds.

The funds for this development program will need to come from two sources: a two-mill tax on county library districts and an adequate Library Development Fund from state government. If the public relations climate of the Wright County Library (pop. 14,146; assessed valuation \$12,496,363) is so favorable that a one-mill tax can become a two-mill tax in a single election (1962), other county libraries in the state can achieve the same level of support if they will to do so. And if the citizens of Missouri will present the needs of library development as effectively as they have presented other needs to the state legislature, an adequate Library Development Fund from state government will be forthcoming.

Unserved Areas Within Regions

To achieve the complete coverage within regions, the State Library will need to continue its demonstrations, or assist existing libraries within the region to conduct them. From now on they need to be geared to the kind of library service this program of future library development proposes.

Administration of State and Federal Aid

With every passing year provisions of the present state aid law become more and more outdated, as paying 20 cents per capita for having "achieved" a 1-mill levy when current library costs indisputably point to the need for a 2-mill levy for all libraries.

The Turner-Karsch study on legislative appropriations (Chap.1) leaves little doubt that state programs can be and are well supported in Missouri. The small appropriations for public library support would not be quite so depressing were it not for the fact that in 1960 Missouri's per capita income ranked 17th among 49 states but in per capita state taxes paid it ranked 47th among 50 states.

To strengthen future proposals for increased state appropriations for libraries, local library support should be brought up to the 2-mill ceiling as quickly as possible so that the legislature may be assured that local appropriation possibilities have been exhausted.

To allay fears that Missouri counties are unable to levy the 2-mill tax, the current assessed valuations were compared with the relative tax-paying ability of Missouri counties. The Index of Relative Tax-paying Ability was constructed for the report of the Missouri Citizens Commission for the State Department of Education. The comparison pointed to the fact that assessed valuation in Missouri is also a rough but fair estimate of a county's tax-paying ability.

The uses to which Missouri's share of ISA funds have been put have been both productive and imaginative. Most obvious needs are: to strengthen further the State Library staff and to bring current and future demonstrations up to modern standards of service based on a 2-mill levy.

Scholarship fund grants have increased the number of librarians working in Missouri's rural library program. What has been lacking are study and travel grants awarded to practicing librarians who take on heavier duties in connection with an extension of Missouri's library program. Selected individuals chosen for heavier responsibilities should have an opportunity to observe and study other large unit library systems before embarking on their extended program. The time and money invested will be well spent.

Consultant and Special Services from the State Library

As a premise for the discussion to follow, it is assumed that the State Library must, by the quality of its personnel and the nature of its services, stand at the apex of all libraries in Missouri as the epitome of superior library service, the source of information, of guidance, counsel and assistance.

1. Service to state government as a consumer of library service must be strengthened by personnel to work with the various departments of state government to help coordinate library service within the departments. Were all materials presently available in all departments of state government properly cataloged with a union file of all holdings available at the State Library, service to state departments would be immeasurably improved and much duplication avoided. This economy would soon pay for at least a portion of the salary of a state government service librarian. A consultant for institutional library service in state institutions is also long overdue.

2. For 20 years the State Library has had to emphasize above all else strong salesmanship qualities and organizing ability in its extension personnel in order to accomplish the monumental task of library promotion. The task is not yet finished, but additional specialists are urgently needed:

- a. Adult education consultant to comply, finally, with the law requiring the State Library to promote adult education as well as general public library service.
- b. Because of the survey findings and continuing shortage of trained specialists statewide, it behooves the State Library to meet these challenges through the employment of consultants for service to children and young adults, for audio-visual services, service to business and industry in small communities, school library specialists (2).
- c. Specialists on call to assist librarians in the special fields of library architecture; industrial management.

State Library Materials

Being a "young" library, the State Library's acquisitions policy must determine its mode of procedure as a "librarian's library" supplying the unusual, expensive or little used items not available through loan or otherwise.

Other collections that will eventually need attention are: materials for a specialized service to state government and service to state institutions.

The housing of last copies, rare materials and unusual items will always need to be a matter of concern to the State Library. It will not necessarily be responsible for their care but should determine that they are preserved.

State Library Housing

The colorful, neat, orderly and clean appearance of the State Library, housed in one part of the State Office building basement; the cheerful, pleasant staff, and the often amazing services offered those who call at the State Library all belie a very serious underlying problem faced by the Library.

This is a thinking, planning, decision-making office, where the personnel is "paid to think." A large part of the staff carries serious responsibilities in connection with the results of this "thinking". At present there are only two, possibly three, places in the entire State Library suitable for such concentrated thinking.

The coming of the expanded Library Services Act will inevitably bring additional staff members to the State Library, as well as some of the urgently needed special consultants. Yet in 1961 when two temporary consultants were at work at the State Library at the same time there was absolutely no desk space available for them. The State Librarian graciously assigned them two ends of the long table in his office - the only available conference table and the only space permitting the State Librarian any privacy whatever. When field consultants are called to the State Library for conference they must borrow chairs, perch on boxes or otherwise accommodate themselves. Table space is practically non-existent. There is no library staff room. Lunches are eaten at desks while the Library closes for one hour.

Improved State Library housing, either by adding space to present quarters or by moving some parts of the organization to other quarters, is imperative before an appreciably expanded program can be undertaken.

The State Library's Leadership Role

Within the short space of two decades the Missouri State Library has accomplished more toward improving library services statewide and establishing special library facilities than many other state libraries have achieved in half a century or more. This phenomenal development occurred in spite of periods of stress and strain, in spite of set-backs and countless unrecorded problems.

Such progress could not have been made had the leadership of the State Library not been recognized and accepted by citizens of the state, by librarians and library trustees. But the opportunities and responsibilities continue to increase.

There is to date no single library agency to which schools, colleges and special libraries can turn as a central coordinating unit, though these libraries are as much entitled to services from the State Library as a guide and leader than any library agency in the state. Such matters as cooperative buying agreements, areas of specializations and other could be expedited for these institutions. The close co-

ordination of bibliographic information by means of teletype is a step forward.

The film and processing cooperatives for which Missouri is famous, being incorporated entities have proved that they can operate efficiently and well as business units. Should leadership in any one of these cooperatives fail or become ineffectual at some time in the future to the general detriment of the public libraries involved, it would behoove the State Library to rescue the faltering operation. The probability that such an emergency will arise is remote, of course. The State Library can assist the cooperatives as the state leader in library matters by furthering their objectives, by encouraging non-members to join the co-ops, etc.

Undoubtedly the heaviest responsibility for leadership rests on the State Library in the promotion of national library standards and the upgrading of library service generally. This is sometimes called the "police function" of state library agencies but it is far more than that in reality.

Lowell Martin, author of Missouri's first library development plan, "Improving Library Service in Missouri," has said:

"For two generations it has been the byword of state library agencies that they are supplementary groups which will seek to help with local facilities if asked to do so. I think the time is coming when state educational agencies, for libraries as well as for schools, will be expected to see that localities maintain adequate facilities. This does not mean dictation nor does it mean taking over administration, but it is more than waiting to be asked to help. I think increasingly the state will set standards, will see that these standards are understood by those responsible at the local level for this educational service, will help localities achieve them, and with great regret but nonetheless with high resolve will step in to see that facilities are brought up to a proper level when certain localities lag behind. Which I suppose is a fancy way of saying - the state will withhold aid funds if localities do not do their share." (LSA and Library Standards. p.15)

What Mr. Martin said in effect was that state library agencies have a definite responsibility to see that public funds spent on library service are not wasted but will, actually, produce quality library service. Then people supporting libraries will not be lead to think they have such service when only token service exists in reality.

In discussing the leadership role of the state agency, Mr. Martin pointed out some of the hard decisions which have to be made shortly. State agencies need

1. to rededicate themselves to national standards, which have often been lost in the hard reality of the first five years of LSA;
2. to decide whether they will continue to select one standard, accessibility and convenience of service (bookmobiles) or whether depth and substance (enlarging and strengthening existing libraries) will be moved into first place;
3. to look freshly and imaginatively at the possibilities for new forms of co-ordination so that strengths will be consolidated rather than weaknesses extended.

The leadership role of the Missouri State Library becomes increasingly heavy.

Role of the Missouri Library Association in Library Development

A leader without supporters is no leader. Even stronger than leader and follower, however, is the work of a team dedicated to a common objective. This team consisting of the State Library and in co-partnership, the Missouri Library Association, can provide an unbeatable combination for the strengthening and improvement of all types and levels of library service. When a strong state agency is backed by an equally strong state library association and its well-organized Library Development Committee, outstanding progress can be made. When "they" - the State Library - and "they" - the Missouri Library Association - pool forces, resources and know-how as a "we" combination, a powerful plan of action follows and results are guaranteed.

Such teamwork will be required to implement the recommendations and proposals suggested in this survey. The newly appointed Library Development Committee will have work for many years ahead so a standing committee of effective, interested, dedicated members with fairly long-term appointments is earnestly recommended beginning with the 1962 convention.

In his inaugural address (June, 1962) ALA president, James E. Bryan, spoke of students and adults who "come to our libraries with a high sense of motivation, with a serious intent to learn... And what do they find? By and large what they find is insufficient for their needs; they do not find enough in quantity and quality of books and services..."

This insufficiency brings students and adults "from the school library to the branch or local public library, from there in turn to the city library, to the college or university library and so on up the line." As a result, "what we have so long discussed theoretically as the system of libraries in this country, is a system in fact and considered as such by students themselves. They feel they are entitled to a system of libraries."

Lest some member of MLA should still consider a library development program "public library business," the words of Lawrence Clark Powell, university librarian and bibliophile first of all, have meaning. When a university librarian, a children's librarian, a special librarian and a public librarian greeted him at a Western library meeting, he found "all were indistinguishable because of their mutual concern with each other's business."

Missouri Library Association members will become most effective if they, too, become "indistinguishable because of their mutual concern with each other's business" in the matter of Missouri's total library development.

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