

THE UNIVERSITY OF TEXAS BULLETIN

No. 3710: March 8, 1937

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MUNICIPAL LIBRARIES IN TEXAS

By

HARRY L. CASE

Acting Director of the Bureau of Municipal Research

Bureau of Research in the Social Sciences
Study No. 23

Municipal Studies, No. 10



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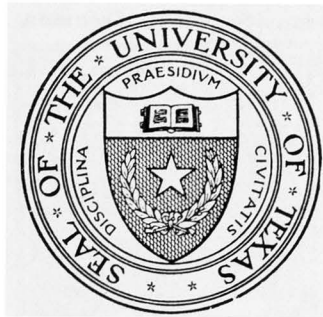
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The benefits of education and of useful knowledge, generally diffused through a community, are essential to the preservation of a free government.

Sam Houston

Cultivated mind is the guardian genius of Democracy, and while guided and controlled by virtue, the noblest attribute of man. It is the only dictator that freemen acknowledge, and the only security which freemen desire.

Mirabeau B. Lamar

Municipal Studies of The University of Texas

NUMBER 10

BUREAU OF MUNICIPAL RESEARCH

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PREFACE

In 1935 Miss Sarah E. Turk, at that time connected with the Bureau of Municipal Research in the capacity of Research Assistant, inaugurated a study of municipal libraries in Texas. She circulated a questionnaire among the municipal librarians, thirty-five of whom supplied the information requested. She also visited some fifteen libraries and made personal studies of their organization and methods of operation. A preliminary manuscript resulted from these investigations.

Early in 1937 the present writer turned to the library project. A new questionnaire sent out at this time was returned by forty-one librarians. The data which they yielded were supplemented by a personal study made on a field trip to thirteen municipal libraries and city halls. This monograph thus rests upon an initial survey begun two years ago and a thorough supplementary study made in 1937.

The Bureau of Municipal Research and the writer personally are indebted to the many librarians and city officials who assisted in the survey, to Miss LeNoir Dimmitt, President of the Texas Library Association, to Miss Edwin Sue Goree, Executive Secretary of the Texas Library Association, and to Miss Fannie M. Wilcox, Librarian of the Texas State Library, whose generous assistance in the form of advice and suggestions was an important contribution to the study. Miss Goree read and criticized the manuscript, as did Mr. Donald Coney, Librarian of The University of Texas; and to these two special thanks are due. The Bureau of Research in the Social Sciences of The University of Texas financed the survey from its inception through publication.

HARRY L. CASE.

Austin, Texas.

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INTRODUCTION

No person, whether he approach the subject as librarian, as student of government, or as casual observer, can contemplate the public libraries of Texas without observing that the State occupies an unenviable place among the states of the Union in library facilities. Texas is forty-first out of forty-nine in the number of volumes per capita in public libraries, and thirty-ninth in per capita expenditures for libraries. There are in the State some 3,789,000 persons who have access to no public library; yet Texas is one of the wealthier states, and (as Table I reveals) occupies a place about midway between the highest and the lowest in per capita income.

This aspect of the question is particularly interesting to the student of public affairs because the very system of government which is his concern can exist only by grace of a democratic system of education. This fact has been accepted almost universally for many years. The definition of a democratic system of education, however, has recently undergone changes as important as those which eventuated in the acceptance of universal free education through a system of free public schools.

There was a time when education was identified with schooling, so that when a person had been to school he was educated, and that was that. Education consisted in reading certain books, passing certain courses, and attending school a certain number of years. Education was one thing, and it took place in the schoolroom; life was another thing, and it took place outside the schoolroom.

The current view is very different. Education is now thought to be a continuing process, in which formal schooling is only a beginning, providing, as it were, the tools by which a future education is to be gained. Indeed it is now seen that much of the money and effort that go into formal education are wasted if no provision is made for the use of the tools thus acquired throughout the remainder of life.

TABLE I

PUBLIC LIBRARY STATISTICS IN THE UNITED STATES*

States	Rank by Popula- tion	Rank by Per Capita Income†	Number of Public Libraries		Volumes Per Capita		Per Capita Expenditures For Libraries	
			Actual	Rank	Actual	Rank	Actual	Rank
Alabama	15	V	18	44	.16	45	.06	45
Arizona	44	IV	19	43	.48	33	.07	42
Arkansas	25	V	19	42	.10	48	.02	48
California	6	I	202	16	2.16	4	.77	2
Colorado	33	III	90	21	.91	20	.31	21
Connecticut	29	I	198	17	1.65	7	.74	4
Delaware	47	III	13	48	1.00	15	.43	14
Dist. of Columbia	41	I	1	49	.94	19	.75	3
Florida	31	IV	44	33	.34	35	.13	33
Georgia	14	V	53	29	.19	43	.07	41
Idaho	43	II	31	38	.58	30	.18	32
Illinois	3	II	274	5	.84	25	.49	11
Indiana	11	II	222	12	1.26	9	.43	15
Iowa	19	IV	258	8	.97	17	.26	25
Kansas	24	III	215	15	.52	32	.19	31
Kentucky	17	IV	64	26	.25	42	.10	35
Louisiana	22	IV	16	46	.19	44	.06	44
Maine	35	II	223	11	2.11	5	.25	26
Maryland	28	III	51	31	.55	31	.27	23
Massachusetts	8	I	410	2	2.26	3	1.08	1
Michigan	7	II	246	10	.91	21	.38	20
Minnesota	18	IV	182	18	.83	26	.39	18
Mississippi	23	V	22	40	.10	49	.02	49
Missouri	10	III	108	20	.59	28	.24	27
Montana	39	II	42	34	1.01	12	.22	28
Nebraska	32	II	266	6	.85	24	.22	29
Nevada	49	III	13	47	2.11	6	.39	19
New Hampshire	42	II	254	9	3.57	1	.60	7
New Jersey	9	II	337	3	1.01	13	.59	8
New Mexico	45	IV	36	36	.32	36	.05	47
New York	1	I	555	1	1.01	14	.62	6
North Carolina	12	III	64	27	.20	40	.06	43
North Dakota	38	IV	31	39	.30	38	.10	36
Ohio	4	II	216	14	.96	18	.68	5
Oklahoma	21	IV	74	24	.32	37	.10	37
Oregon	34	III	110	19	1.16	10	.56	10
Pennsylvania	2	II	275	4	.47	34	.26	24
Rhode Island	37	I	68	25	1.16	11	.59	9
South Carolina	26	V	53	30	.12	47	.10	38
South Dakota	36	IV	74	23	.59	29	.21	30
Tennessee	16	IV	34	37	.29	39	.12	34
Texas	5	III	58‡	28	.23	41	.10	39
Utah	40	III	41	35	.86	23	.31	22
Vermont	46	II	218	13	2.91	2	.41	17
Virginia	20	IV	46	32	.67	27	.08	40
Washington	30	II	88	22	.87	22	.42	16
West Virginia	27	III	18	45	.13	46	.06	46
Wisconsin	13	II	264	7	.98	16	.44	13
Wyoming	48	II	21	41	1.28	8	.46	12

*Unless otherwise noted, the data in this table have been adapted from "Contrasts in Library Service," American Library Association, *Bulletin*, XXIX (May, 1935), pp. 249-55.

†From "Brief Analysis of Timely Subjects," *Brookmire Special Report*, May 11, 1934. Key: Income more than \$500 per capita—I; Income \$400-\$500—II; Income \$300-\$400—III; Income \$200-\$300—IV; Income \$100-\$200—V.

‡Includes fourteen county libraries.

It is thus a logical step from free public schools to free public libraries; and it would seem to be an equally logical step from universal free public schools to universal free public libraries. If formal education is necessary for all, if the tools of thought need to be cultivated by all in a democracy, then it seems necessary that, as a means of carrying on the education begun, use be made of the tools so laboriously constructed.

This line of thought, developing rapidly in recent years, has resulted in the formulation of a national plan by the American Library Association, and of state plans in a majority of states, looking toward the goal of universal free library service. This goal, indeed, has already been practically reached in two states (Massachusetts and California), but in Texas, which ranks second only to Pennsylvania in number of inhabitants without public library service, some 65 per cent of the population is not provided for.

The evolution of libraries in the United States has been marked by a steady tendency to regard library maintenance more and more as a public function. This development was well traced by Moses Coit Tyler in 1884, when he enumerated six stages in the process, from strictly private libraries, such as the famous library of Thomas Jefferson, through special institutional libraries, association or joint stock libraries, common school libraries, and endowed public libraries to (finally) free public libraries.¹ Each of these stages, it will be noticed, may be regarded as a step away from the concept of the library as a private institution, toward the ideal that it performs a distinctly public service. Tyler, speaking on this subject almost fifty years ago, was referring to municipal libraries when he described the sixth and "final" stage. It now appears, however, that the municipal library may not be the final stage, what with the growth of the idea of county and regional units, and

¹From an address delivered by Moses Coit Tyler at West Bay City, Michigan, January 16, 1884; quoted in A. E. Bostwick, *The Library and Society* (New York, 1920), p. 17.

with the development of the concept of a state and even a national interest in libraries.

Because of the changing conception of the function of the public library in the educational system, and hence of the respective responsibilities of the various levels of government for providing library service, a study of the municipal library today involves ramifications which at first may not be suspected. Among public libraries, the municipal library was first in the field. The lending of books is a function peculiarly adapted to an urban institution. Moreover, the library for a long time was thought to be of use primarily in the pursuit of cultivated leisure and antiquarianism, and hence was considered a luxury in the more practical and more fully occupied life of the rural dweller.

This view is being changed, however, and the city no longer occupies undisputed first place as the public unit responsible for the provision of library service. Hence it is necessary to study the municipal library not only as a function of the city government, along with streets, policing, etc., but also as a unit in the state's library system, or its incipient system. A close analogy thus may be drawn between the city library and the city school system. Each is properly regarded as within the domain of the local government, but in addition each is a part of the state systems of schools and libraries, respectively. Although this relationship is less clear at present in some states than in others, it seems safe to say that it will become increasingly evident.

The present study, therefore, deals with two rather clearly separable aspects of the subject. The first has to do with the library as a municipal department—administrative organization, finance, personnel, etc., problems which are of special interest to the student of government because the library is still managed almost universally under a board of trustees. The other has to do with the place, in respect of both services and organization, of the municipal library in a state plan for libraries. The one emphasizes factors which are primarily local in character; the other takes a broader view, recognizing the interest of the state as a whole in local public libraries.

CHAPTER I

LIBRARY RESOURCES AND SERVICES

In 1936, as far as it was possible to ascertain, there were forty-nine municipal libraries in the State of Texas.¹ Included in this category are some which would not necessarily be designated public libraries, since occasionally a fee is charged for services. All of them receive tax moneys from the city government, however, and this was made the criterion for present purposes. There are one or two cities where the municipal appropriation to the (private association) library could very well be described as a contribution, in much the same manner as the city might make a contribution to flood victims or sufferers from other calamities. In all instances the library is, of course, open to the public.²

Something has been said about the characteristic evolution of libraries in this country, and this picture is appropriate to the Texas scene. In the case of all libraries now

¹The 1937 questionnaire was returned by forty-one of these and by the Galveston endowed library. Some of the calculations, however, are based on the 1935 questionnaire, of which thirty-five were returned. No attempt is made to explain in the text which set of replies is referred to in any particular case. Moreover, as there are few questions which were answered by all replying libraries, considerable discrepancies will be noted in the number of libraries referred to from one tabulation to the next.

²The somewhat limited literature on municipal libraries, with reference principally to those of Texas, includes Tommie Dora Barker, *Libraries of the South* (Chicago, 1936); A. E. Bostwick, *The American Public Library* (New York, 1929); Carleton B. Joeckel, *The Government of the American Public Library* (Chicago, 1935), and "The Library and Its Relation to Government in the South," in *Library Journal*, December 1, 1934; Roscoe C. Martin, *Urban Local Government in Texas* (Austin, Texas, 1936), Chapter XVIII; Texas Library Association, *First Handbook of Texas Libraries* (1904), *Second Handbook of Texas Libraries* (1908), *Handbook of Texas Libraries Number Three* (1916), and *Handbook of Texas Libraries Number Four* (1935); and Texas Library and Historical Commission, *Library Laws of Texas* (1928), and *Better Libraries for Texas* (1933).

existing the origins may be found in the activities of clubs, associations, and private citizens, which normally developed a quasi-public library before seeking municipal support. The initiative for municipal financing of these libraries very frequently came, not from the interested citizens nor from the city government, but from Andrew Carnegie. It was a standard condition in Mr. Carnegie's grants for library buildings that the city government should appropriate annually a sum of money for the support of the public library. This was normally fixed at 10 per cent of the value of the building constructed from the Carnegie fund. Thus, wherever the library is a Carnegie library, there is a contractual factor binding the city government to provide funds for the library's operation.

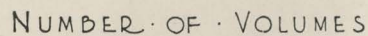
The number of municipal public libraries has increased slowly, though consistently, since the beginning of the library movement in Texas, which may be placed at about the turn of the last century. In 1904, according to the *First Handbook of Texas Libraries*, there were seventeen municipally supported libraries, only five of which had more than 5,000 volumes. The largest was the Fort Worth library, with 11,449 volumes. The *Second Handbook*, published in 1908, showed twenty-four tax-supported libraries. Of the twenty-eight existing libraries on which the data are available, six obtained their first municipal funds between 1899 and 1905, nine between 1905 and 1925, and thirteen between 1925 and 1936. No municipally supported library has expired with the exception of one, which, though virtually closed, is reported to receive \$2.50 a month from the city.

The smallest city now supporting a municipal library is Winnsboro, with a population of 2,813.³ The largest is Houston, with a population of well over 300,000. Laredo (1930

³The estimates of population used here and in subsequent computations are based on school enrollment. The method used was to form an equation, school enrollment 1929-30 is to school enrollment 1935-36 as population 1930 is to population 1936. The school figures are taken from the twenty-sixth and twenty-ninth biennial reports of the State Department of Education.

These figures are admittedly imperfect, but it is believed that they are on the whole more reliable than any other figures that might

1936



- OVER 100,000
- 25,000 TO 100,000
- ▲ 5,000 TO 25,000
- LESS THAN 5,000
- ① NOT KNOWN.

population, 32,618) is the largest city without a public library, though at present the City of Galveston does not contribute to the support of the Rosenberg Library, an endowed institution. Five cities over 10,000 population have neither a municipal nor a central county library. Besides Laredo, these are Texarkana, Marshall, Big Spring, and Del Rio. The location of the municipal libraries is shown on the accompanying map.

LIBRARY BUILDINGS

The physical plants in which libraries are housed show extreme variations. Leading all is the truly monumental

have been used. The Census of 1930 is now six years away, and the figures of that Census cannot be considered accurate for the majority of cities. On the other hand, the projection of the rate of growth from 1920 to 1930 on to 1936 would probably give in most cases excessively large figures, as the rate has almost certainly declined since 1930.

For such rapidly growing cities as Tyler and Longview, the school figures probably give a conservative estimate, as the influx of families may not keep up with that of unattached men. Nevertheless it was thought desirable to adhere to the formula throughout. The figures employed are shown below:

Abilene	24,289	Longview	13,811
Austin	65,980	Lufkin	7,585
Bay City	5,405	Memphis	3,792
Beaumont	57,505	Mexia	6,264
Belton	3,847	Mission	5,181
Breckenridge	6,846	Palestine	12,781
Brownsville	30,266	Pampa	14,470
Brownwood	12,082	Paris	16,738
Bryan	9,167	Pecos	4,144
Cleburne	11,384	Port Arthur	50,744
Corpus Christi	43,437	San Antonio	286,570
Corsicana	16,923	Sherman	16,671
Dallas	290,777	Stamford	4,666
Denison	13,559	Sulphur Springs	6,370
Electra	5,776	Sweetwater	11,734
El Paso	111,650	Temple	19,463
Fort Worth	179,238	Terrell	8,942
Galveston	59,972	Texas City	5,095
Graham	5,774	Tyler	25,104
Greenville	13,509	Uvalde	6,448
Harlingen	13,382	Victoria	10,290
Haskell	2,996	Waco	56,719
Highland Park	11,296	Waxahachie	7,682
Houston	343,895	Wichita Falls	43,829
Jacksonville	6,676	Winnsboro	2,813

structure of the Houston Public Library, which, valued at \$615,000, is rated one of the most beautiful public library buildings in the country. The San Antonio plant is a close second in aesthetic appeal and is an admirably equipped library. Some cities of less than 100,000 people, notably Austin, Beaumont, Longview, Lufkin, Port Arthur, and Tyler, have modern library buildings. As for the other structures, there is an all-too-generous supply of rather ancient Carnegie buildings, which cannot fail to give the impression that books belong to a bygone age. Let it be said, however, that a library housed in such a building sometimes has about it an atmosphere of dignity and learning which does not readily survive in the bright sunlight and mechanical efficiency of the modern plant. Table II presents in summary form the major physical aspects of the typical library in cities of four population groups.

TABLE II
THE GENERAL PHYSICAL STRUCTURE OF TEXAS MUNICIPAL
LIBRARIES, 1936

Population Group	Average Book Capacity	Average Building Cost	Average Number of Branches	Typical Divisions Maintained
Over 100,000	184,000	\$145,000	3	a. Main Reading Room b. Children's Reading Room c. Periodical Room d. Reference Room e. Assembly Room or Auditorium
20,000 to 100,000	41,000	60,000	1 (Delivery Station)	a. Main Reading Room b. Children's Reading Room c. Reference and Periodical Room
10,000 to 20,000	16,000	20,000	None	a. Main Reading Room b. Children's Reading Room c. Reference Room d. Assembly Room or Art Gallery
Below 10,000	10,000	11,500	None	a. Main Reading Room b. Children's Reading Room

There are, in addition, at least five municipal libraries which have no buildings of their own but are housed in the city hall or in some privately used structure.

There is a very serious question whether any but the largest cities can afford to construct buildings adequate to

modern library needs. Twenty-three of the libraries here studied are beneficiaries of Carnegie grants.⁴ Of the remaining small-city libraries that have adequate structures, most have had to rely on other benefactors.

BOOK COLLECTIONS

The book collections in the municipal libraries vary among those from whom figures were obtained from 2,088 volumes in the Haskell Library to 181,924 in the Houston Public Library. There are only five municipal libraries in the State which have more than 50,000 volumes,⁵ and there are at least twenty-one whose stacks contain less than 10,000 volumes. The total number of books in municipal public libraries is slightly over 1,000,000.

Though it is common to measure book collections against the total population of the community and to arrive at per capita figures, actually book collections tend to be absolute rather than relative things.⁶ If a collection of 2,000 books is not a library in a large city, neither is it a library in a small city. Considerable variations, to be sure, are found in the worth of collections of the same number of volumes. One library of 18,000 volumes, for instance, was found in the survey to be vastly superior to another of 27,000. Nevertheless, collections of less than 10,000 volumes, unless selected with extraordinary care and discrimination, cannot usually be regarded as adequate. The chance that the smaller libraries will have built up their collections systematically is small indeed, because many of the books are acquired as cast-offs from private owners and many more are purchased under the pressure of passing fads and will soon be found to have lost their appeal.

The smaller libraries are usually rather heavily weighted with fiction and theological works at the expense of other subjects. It is the exception rather than the rule to find

⁴*Handbook of Texas Libraries Number Four*, p. 126.

⁵The Rosenberg endowed library of Galveston has 93,669 volumes.

⁶For a discussion of present trends in library measurement, see Clarence E. Ridley and Herbert A. Simon, "Measuring Public Library Service," *Public Management*, XIX (July, 1937), pp. 203-8.

adequate material on the social and physical sciences, biography, or vocational interests in a library of less than 20,000 volumes; and these surely are among the subjects which must be provided if the library is to have a true educational value.

CIRCULATION

Circulation in the cities reporting varied in 1936 from 6,225 in Haskell to 810,544 in Dallas. Here the per capita figures are more useful, and the variation from 1 in Corpus Christi to 9.7 in Waxahachie will be found suggestive of the extent to which the libraries reach the people of their respective cities. These data are presented in Table III for the cities which supplied circulation figures.

TABLE III

PER CAPITA BOOK CIRCULATION, 1936

City	Per Capita Circulation	City	Per Capita Circulation
<i>A. L. A. Standard</i> (approximate)	8.5	Jacksonville	1.9
<i>Average for State</i>	3.8	Longview	4.3
Austin	3.6	Lufkin	6.3
Beaumont	6.5	Memphis	5.5
Bryan	2.9	Mexia	6.0
Cleburne	6.2	Pampa	3.4
Corpus Christi	1.0	Paris	2.6
Corsicana	6.6	Pecos	7.0
Dallas	2.9	Port Arthur	2.5
Electra	3.2	San Antonio	1.5
El Paso	2.2	Sherman	4.9
Fort Worth	1.6	Sulphur Springs	3.3
Galveston	1.6	Texas City	1.0
Graham	4.1	Tyler	4.4
Greenville	4.6	Uvalde	1.8
Harlingen	2.8	Waco	4.2
Haskell	2.1	Waxahachie	9.7
Highland Park	6.8	Wichita Falls	2.9
Houston	2.2	Winnsboro	3.2

It will be noted that the smaller cities circulate the greater number of books per capita, except for Beaumont, where 6.5 books per capita were circulated in 1936. Of the metropolitan cities, Dallas with 2.9 had the largest per capita circulation.

It is a recognized deficiency in the measurement of library services that reference services and reading room use of books are not recorded. If it were possible to show the number of persons who actually visit the library in any given day or year, the public libraries probably could present a much more impressive case before the appropriating authorities.

Most of the libraries break down their circulation figures into adult fiction, adult non-fiction, and juvenile books. The percentage which each of these represents in the total circulation for the city throws some light on the balance in the library services. The cities reporting this breakdown showed a variation in the percentage of circulation which was fiction from 20 in Graham, a small library of 9,000 volumes, to 73 in Sherman, a library of 16,000 volumes. The juvenile circulation represented from 9 per cent in the small Winnsboro library to 67 per cent in Haskell. The averages for the State are, fiction, 48.8 per cent; non-fiction, 20.4 per cent; juvenile, 30.8 per cent. The extreme variations in the small libraries seem to indicate that everything depends on the kind of books that they happen to have. Typical figures are 45 to 60 per cent for fiction and 25 to 40 per cent for juvenile.

Wherever the sum of juvenile and fiction represents more than 80 per cent of the total circulation it would seem safe to say that the library is not in proper balance. This is found to be the case in seventeen of the libraries showing the breakdown. The only large library which shows this excess is that of Beaumont, which, due to its school activity, has the extraordinarily high figure of 48 per cent juvenile circulation. The libraries of Haskell, Longview, Memphis, Mexia, Paris, Pecos, Sherman, and Sulphur Springs indicate that more than 90 per cent of their circulation is fiction and juvenile. The percentages for the cities reporting are shown in Table IV.

Total circulation increased considerably in practically all libraries during the depression.⁷ An index number of 100

⁷The biennial reports of the State Library Commission were used in this and succeeding computations of trends from 1930 to 1936.

TABLE IV

PERCENTAGE DISTRIBUTION OF ALL BOOKS CIRCULATED IN 1936
CLASSIFIED BY FICTION, JUVENILE, AND ADULT NON-FICTION

City	Per Cent Fiction	Per Cent Juvenile	Per Cent Non-Fiction
<i>Average for State</i>	<i>48.8</i>	<i>30.8</i>	<i>20.4</i>
Austin	62	23	15
Beaumont	37	48	15
Cleburne	38	12	50
Corpus Christi.....	59	22	19
Dallas	47	27	26
Electra	45	42	13
El Paso.....	42	28	30
Fort Worth.....	32	43	25
Galveston	32	38	30
Graham	20	20	60
Greenville	---	39	---
Harlingen	49	32	19
Haskell	25	67	8
Highland Park.....	56	28	16
Houston	30	28	42
Jacksonville	49	37	14
Longview	63	30	7
Memphis	57	37	6
Mexia	65	27	8
Paris	53	39	8
Pecos	60	33	7
Port Arthur.....	44	34	22
San Antonio.....	45	32	23
Sherman	73	19	8
Sulphur Springs.....	56	34	10
Texas City.....	---	17	---
Tyler	59	27	14
Waco	53	28	19
Waxahachie	56	30	14
Wichita Falls.....	44	24	32
Winnsboro	62	9	29

has been given to the total circulation for libraries in 1930 and the indices computed for total circulation in 1932, 1934, and 1936. The average indices for all cities on this base were 100, 144, 164, 122. Sixteen of the libraries reached their maximum circulation in 1932, and thirteen in 1934. The Dallas library circulation reached 190 in 1934, on the basis of 100 for 1930, and declined to 155 in 1936. The Fort Worth library reached 189 in 1934 and declined to 129 in 1936. The San Antonio library reached its maximum (199) in 1932, declining to 136 in 1934, and 113 in 1936.

In a somewhat different category are the four relatively new libraries of Austin, Longview, Lufkin, and Highland

Park, all of which showed their highest circulation to date in 1936. Eleven institutions showed a smaller circulation in 1936 than in 1930, which represents a definitely unhealthy situation. It would appear that library circulation should have continued on an upward swing with the increasing severity of the depression, and the figures show that it did so in those cities whose finances were not too seriously affected. Wherever serious reductions were made the book resources and staff aid were unequal to the demands of the potential users. The indices of total circulation are shown in Table V.

TABLE V

BIENNIAL INDICES OF TOTAL CIRCULATION, 1930-1936

City	1930	1932	1934	1936
<i>Average for all cities</i>	100	144	164	122
Austin	100	130	369	473
Bay City.....	100	-----	918	-----
Beaumont	100	177	158	125
Belton	100	117	109	-----
Brownwood	-----	100	102	-----
Bryan	-----	-----	100	81
Cleburne	100	135	160	135
Corsicana	100	74	74	64
Dallas	100	179	190	155
Electra	100	107	75	79
El Paso.....	100	141	122	114
Fort Worth.....	100	156	189	129
Galveston	100	110	122	110
Graham	100	107	91	88
Greenville	100	104	95	90
Highland Park.....	-----	100	111	133
Houston	100	132	137	119
Longview	-----	-----	100	112
Lufkin	-----	-----	100	116
Memphis	100	148	110	117
Mexia	100	115	99	95
Palestine	100	152	147	-----
Paris	-----	-----	100	89
Pecos	100	175	118	143
Port Arthur.....	100	247	209	98
San Antonio.....	100	199	136	113
Sherman	100	148	145	134
Sulphur Springs.....	100	45	68	82
Terrell	100	61	68	-----
Texas City.....	100	75	92	65
Tyler	100	176	296	189
Uvalde	100	148	97	99
Waco	100	70	144	119
Waxahachie.....	100	215	230	228
Wichita Falls.....	100	133	121	64
Winnsboro	100	113	154	84

Most librarians remark a noticeable trend toward more serious reading during the depression, with a decrease in the percentage of fiction circulated. It would probably be optimistic to suppose that there will not be a reversion as times improve. A few librarians also commented that the municipal officials became more conscious of the library during the depression than they were theretofore.

SPECIAL ACTIVITIES

Though number of volumes in the stacks and total circulation are the most familiar, they are not the only measures of library services. Some notice ought to be taken of other aspects of the library, and particularly of special services. Table II (above) shows the typical number of branches and divisions within the library. The data are presented by classes of cities and require no explanation. A considerable number of the municipal libraries conduct special services for child and adult education or recreation. The most popular of these are the children's groups, which are found to exist in some form in at least twenty-four of the libraries. Of these, twenty-two have reading or story-telling hours. Special activities for adults include study groups (eight libraries), book review groups (four libraries), readers' adviser service (four libraries), and civic forum (one library). Twelve libraries report that they sponsor art exhibits, and two that they have collections of musical recordings which may be borrowed.

A word should be said about provisions for Negroes in the municipal libraries. From its inception the Fort Worth Public Library has been open to Negroes for purposes of charging out and returning books. Similar privileges are accorded in no other main library in the State, and Negroes are forced to rely upon the Negro branches, where such exist. The cities reporting Negro branches are Austin, Beaumont, Dallas, Galveston, Houston, Port Arthur, San Antonio, and Wichita Falls. No city has more than one branch. The largest Negro branch in terms of number of volumes is that in Houston with 6,447 volumes, and the second largest that in San Antonio with 4,997 volumes.

Fort Worth maintains five stations for Negroes. Waco reports 1,250 volumes accessible to Negroes, but no Negro branch. Lufkin has two small Negro stations.⁸ The total number of volumes accessible to Negroes, excluding the Fort Worth main library, is 26,205, or three volumes per hundred Negroes according to the population of 1930.

The discussion in this chapter does not pretend to offer a complete description of the resources and services of Texas municipal libraries. So much only of description and appraisal has been given as will serve as a background for the material on the governmental aspects of the library, which forms the core of the present monograph. The next three chapters treat of governmental problems as such.

⁸Librarians designate as a "branch" a building or room open daily, providing reading room space and reference tools. A "station" is a collection of books.

CHAPTER II

THE STATUS OF THE LIBRARY

It will prove fruitful to pursue our inquiry of the place occupied by the municipal library along three major lines. First, what provision is made in State law for the city library? Second, what place is defined for the library in municipal ordinances and charters? Third, what position does this institution fill in practice?

THE MUNICIPAL LIBRARY AND STATE LAW

The only mention of municipal libraries in the Texas statutes is the provision, incorporated in a law passed in 1874, that the governing body of the city shall have the power to

... establish a free library . . . ; to adopt rules and regulations for the proper management thereof, and to appropriate such part of the revenues . . . for the management and increase of such free library as (it) may determine.¹

This provision, or rather want of provision, as to the details of municipal library administration is in sharp contrast with the fullness of the county library law passed forty years later (1915). This law, in addition to granting to the county commissioners the power to establish a county library, covers such points as the requirement that librarians hold a certificate from the Board of Library Examiners set up under the law; the responsibilities of the librarian; and the granting of power to contract with cities or with other counties. The law, it may be observed, is based on a model which a number of states have followed. Clearly it recognizes a State interest in county library service such as is not recognized as regards cities or city libraries.

¹*Vernon's Annotated Revised Civil Statutes of the State of Texas* (1935), Art. 1015, Sec. 33.

It is evident that much of the chaos in library administration can be dispelled only by means of a State law setting down certain requirements for municipal libraries. These requirements would center about the following points:

(1) Certification of librarians. The existing (State) Board of Library Examiners should be given the jurisdiction over municipal librarians it now has over county librarians. At the same time, the position of the board in the State administrative machinery should be clarified. The present Board of Library Examiners is a self-perpetuating body, responsible to no administrative superior. The state librarian and the librarian of The University of Texas are the nucleus of the board, which contains three additional members originally named by them for six-year terms. Vacancies are filled by election by the existing board. This body, instead of hanging in mid-air, might well be made responsible to the Texas Library and Historical Commission, and its membership at least passed on if not named by the commission.

(2) Standards for boards of trustees. It is not desirable to require municipalities to have boards of library trustees, but permissive legislation, in view of the general disposition to favor library boards, should be passed. These boards should not be treated as the responsible administrators of the library, as they now are in a large number of Texas cities, but should be set up in an advisory capacity. The librarian should be made the library administrator, and the lines of authority and responsibility should be clearly drawn in the law. Where library boards are set up under such law, it would seem desirable to give them the power to nominate candidates for librarian, appointment to be made by the chief executive of the city government with the approval of the legislative body; where no trustees exist the mayor or manager should appoint subject to the same approval. The law also should set limits on the number of trustees (preferably somewhere between three and nine) and on the term of office of trustees as well as on the method of their selection. A desirable form of selection would be for the existing board to suggest five names for

each vacancy, from which the executive officer of the city government with the approval of the council or commission could make the appointment. It does not seem feasible to establish qualifications for trustees, but this method of selection would have the advantage of insuring a reasonably interested and competent body.

(3) Minimum support. If State aid for libraries is obtained, the requirement that the city must appropriate to its library a certain sum each year in order to receive State aid would be definitely desirable. If a regional library plan goes into effect, the State might very well go so far as to require municipal libraries to meet certain minimum appropriation requirements or be absorbed in the regional system.

(4) Contracts with other units. The county law already provides that cities and counties may enter into contracts covering library service. Further legislation should grant the same power to contract with other municipalities, as is desirable in metropolitan areas, and with school boards.

CHARTER AND ORDINANCE PROVISIONS

It follows, from what has been said, that such legal provisions as exist for controlling municipal libraries are found in the charters and codes of ordinances of the respective cities. Only nineteen institutions were reported by the librarians as operating under any charter or ordinance provisions whatsoever. Public libraries are mentioned in the charters of Cleburne, Corpus Christi, Corsicana, Dallas, El Paso, Fort Worth, Houston, Port Arthur, San Antonio, Waco, and Wichita Falls. Among these the common practice is for the charter to give general power to set up a library and to provide for a special tax and set a maximum or minimum, or both. It is only in Fort Worth that the charter contains relatively complete provisions on the administration of the library. This charter, in fact, sets up a kind of contract between the City of Fort Worth and the Fort Worth Library Association. The sections which bear on the public library are reproduced as Appendix I.

Considering charter and ordinance provisions together, seven cities grant the general power to establish a library; seven set the method of appointment of board members; six describe the general powers of the trustees; and five require that the trustees report in a certain form to the city. On the financial side, nine provide for a special tax; six set the maximum which the tax may reach, and six the minimum; five provide that a special fund shall be set up; two call for a budget; and five contain clauses relating to the power of appointment and fixing wages. Various miscellaneous provisions are also found, but these are the subjects most frequently dealt with in the charters and ordinances.

The functioning of the library in the city government is influenced to a considerable degree in Beaumont and Port Arthur by the conditions of the wills of the respective benefactors of these libraries. The situation is particularly interesting in Beaumont, where the will of the late W. C. Tyrrell makes it a condition of the grant that the city, among other things, appropriate to the library annually an amount equal to \$1.00 per capita of the population of the City of Beaumont according to the last federal census. This provision, however, has not been met in the last few years, so that legally the contract may be said to have been broken. The Tyrrell will, nevertheless, assumes the form of an ordinance for the management of the public library, and together with the ordinance proper passed in 1926, it constitutes the most complete set of ordinance provisions on libraries in the State.

In Port Arthur and Longview, the wills of the respective benefactors provide for entirely *ex officio* boards.²

IMPORTANCE OF PERSONAL FACTORS

As observed above, the governmental set-up of the municipal library is not definitively established in the great majority of the cities. Fort Worth, Austin, Beaumont, Tyler, Palestine, Paris, and Belton are the only cities where anything

²For a discussion of this method of appointment, see *infra*.

approaching detailed legal provision for the library is to be found.

The natural consequence of this absence of legal definition is that administrative practices and the situs of authority are in good measure questions of personalities: the personality of the mayor in one city, of the manager in another, or of the librarian in yet another may be—and usually is—the deciding factor. To no small extent, then, a study of library administration in the State is bound to be also a study of the importance of the personal equation in administration.

This point is most forcefully brought out with respect to the library boards. The board is the outstanding agency in municipal library administration in Texas, as indeed throughout the country. The importance of the board, however, issues in a large number of cities rather from the personalities of its membership than from a fixed status in administration. From an examination of the place which library board members occupy in the community at large and from the expressed opinions of mayors, managers, and librarians, one concludes that at least a majority of board members are leading citizens. It is probably because it is possible to enlist the services of outstanding citizens in library board work that the board holds the dominant position that it does in the library. Such a group exercises an influence on the city administration which the librarian, by the nature of her calling, probably would never be able to exert. This, at least, is the opinion of the librarians themselves and of those mayors and managers who are sympathetic toward the library.

The personality of the librarian, in the same way, is a deciding factor in the relations between the library board and the librarian. It is possible that the board may be, and there are instances in which it is, accessory to the librarian; in other cases the librarian is accessory to the board. To a certain extent, of course, this will depend upon tradition, but where the librarian has been long in office tradition and personality become merged. In a number of cities the librarian has served for many years, and indeed

sometimes since the beginning of the library. The board on the other hand is commonly less permanent, so that board members, spending as they do a relatively small amount of time in library work, may easily come to regard the librarian as an authority on practically all subjects. Some boards will not tolerate a librarian who wishes to run the library; others are quite pleased to have her assume complete responsibility.

Again, the personality of the mayor or manager may be a deciding factor in the situation. One manager may be strong for system and hence may wish to organize the library along departmental lines so that it will fit neatly into the administrative machine. Another manager may take the view that the library is a "cultural" institution which is best left largely independent, in much the same relationship to the city government proper as the schools.

In short, a study of library administration in Texas cities, their legal situation being as indefinite as it is, can scarcely be more than a study of administration in a particular year, under a particular city government and a particular board and librarian. Under a different board or a different manager, much that is said here would be irrelevant.

THE POSITION OF THE LIBRARY

The place occupied by the library in the city's administrative set-up varies greatly. At one extreme may be cited instances of quasi-municipal institutions receiving grants from the city government in much the same manner that they would receive them from a philanthropic foundation. An excellent example is found in Fort Worth, where the library is the charge of the Fort Worth Library Association instead of the City of Fort Worth.³ Only members of this association may be members of the library board, though it is true that any citizen of Fort Worth is eligible for life membership on the payment of one dollar. Practically the only real power that the city council wields is

³This despite the fact that the Fort Worth charter contains detailed provisions on the library. See Appendix I.

in the actual appointing of members of the board. In practice the library and the city hall, which face each other on opposite sides of the street, maintain a reserved aloofness toward each other. The library is housed in a Carnegie building and the atmosphere is that of a rather distinguished association library under the management of a librarian who is bound definitely to the book collection rather than to the municipal government.

Discussion with the city manager and the librarian of Fort Worth reveals perfect agreement that the manager has no real jurisdiction over the library and that it is in no sense a part of municipal government on a par with the other departments. The city is a tax collecting agency which turns over to the library fund, as collected, the tax moneys, as it is required to do by charter. The library budget is put in the city budget as a matter of form, and in a general way the council does review the major policies of the board. Also, the city auditor audits the library books when requested to do so by the library association. The existing arrangement is apparently quite satisfactory to all concerned.

The other extreme is well illustrated in the Austin set-up. Though that city's organization chart shows the library as a unit of the recreation department, actually the librarian is directly responsible to the city manager and is on a footing of equality with other department heads. Her budget is drawn up as an integral part of the city budget; she reports to the manager in the same manner as other department heads; and when the administrative staff meets she sits as a member. Library purchasing is done by the city purchasing agent and the librarian is in frequent communication with that official. There is, to be sure, a library board of fifteen members, but this board acts in a purely advisory capacity as an aid to the librarian.

In general, one would expect to find this integrated system more frequently in the smaller municipalities, where specialization and disintegration are not normally found. This is in fact the case, though there are exceptions. A fair example of this set-up is found in Greenville, where

the library is an integral part of the city government. The library fund, derived from a levy fixed by ordinance, is a separate fund under the city treasurer. The budget is drawn up by the council, foremost consideration being given to the question of the amount of money available and allocations being based on past experience and needs as indicated by the librarian. The librarian may meet with other government officers, but normally there is no occasion for doing so. There is a library board, its functions apparently advisory rather than directive.

The Houston Public Library, which is the largest in the State, also has a system with relatively complete centralization in the city hall. The city comptroller declares that the library is no different from any other department in the city government, and the president of the library board takes the same view and holds that the board is purely advisory. The fact that recommendations of the board are said always to be accepted, however, and that the librarian states that the board is the managing authority and that no important matter of policy is determined without reference to it, would seem to throw some doubt on this interpretation of the board's function. There is complete financial accountability, but it seems safe to say that the board is not as intimately a part of the city's government as the park and the recreation boards.

This discussion leads logically into a more detailed analysis of the library board, which as must be evident in the foregoing pages is the most vital element in the government of Texas municipal libraries. The following chapter treats of the library board, and of the librarian and her place in library administration.

CHAPTER III

THE BOARD AND THE LIBRARIAN

THE LIBRARY BOARD

The allocation of administrative responsibility to a board, whether appointed or elected, was at one time the accepted practice in American local government. Presumably its acceptance grew out of the native suspicion of a strong executive power, and the belief that a multiple agency would be more representative of the people than one person. The board has been supplanted by a single administrator in most municipal departments, however, in the interests of efficiency and that very responsibility to the people which was earlier sought in the theoretically representative board. Where quick action is sought, a multiple executive proves cumbersome; where responsibility is to be placed, the several members of a board find safety in numbers. Hence the board method has given way in those branches of administration where decisive action and accountability are most indispensable; but it has persisted in those branches where other considerations have weighed heavily against these two.

The public library has not followed the general trend away from the board system. Of 310 cities over 30,000 in population in 1930, only 13 had libraries without boards.¹ What is true of the nation at large is equally true of Texas; of the forty-nine municipal libraries in the State only two (Greenville and Stamford) are administered by an agency other than a board.

We have, then, the fact that libraries have clung to the board method of administration. There are various reasons advanced as to why they should or should not continue to do so. Perhaps the strongest argument for the library board is that it makes available the services of interested and

¹Carleton B. Joeckel, *The Government of the American Public Library* (Chicago, 1935), p. 152.

frequently highly capable persons at no cost to the community. This is a particularly cogent point in small communities. A second argument of some weight is that the politically minded person, such as frequently finds his way into the executive branch of city government, is not likely to find the library and its problems sufficiently interesting to attract his whole-hearted attention, and so is apt to be less effective in library work than board members picked from the community at large on the basis of a known or presumed interest in the cultural life of the city. Some supporters of the board method go on to reason that the library needs special pleaders, such as board members can be, before the court of fund-apportionment in the city hall; but a sounder view is that every branch of the government ought to rely on merit rather than pressure in obtaining its funds, and that special needs will be found to be special only to those who have a special interest in them.

Of the various arguments presented against the library board, the strongest is the professionalization of the librarian's calling. Formerly the chief qualification for a librarian was a consuming interest in books: she was a scholar, or at least aspired to be a scholar. Now the librarian, though she must be widely read and of a scholarly turn, is trained in a specialized school as an administrator. She understands the problems of personnel, finance, and public relations as they affect the library, and is equipped to manage her own staff and to deal with the public and the city governing officials, as well as to pursue the more bookish interests which at one time were expected to be her sole concern. In short, the trained librarian is much less in need of a board of managers than her scholarly predecessor, and is not only willing but anxious to be considered responsible for the whole management of the library. In such a setting, the board may at best be superfluous, and at worst it may be in the way. It ought to be pointed out, however, that a single administrator, no less than a board, may present this problem to the librarian.

A second argument against the board is that a board is less efficient and less responsible than a single administrator. This argument, as suggested above, has been sufficiently forceful to result in the general abolition of boards in city administration. Some students of government reason that this fact in itself is evidence that the library board must go sooner or later, and that it survives principally because of the conservatism and tenacity of library people. It is not uniformity and system, however, that people ask of government, but achievement, and the fate of the library board is not necessarily to be predicted from the fate of the police commission.

The public questions, involving decisions by politically responsible officers, which arise in library management are not numerous, nor as a rule do they press for immediate solution. Hence well-oiled machinery is not as important in the case of the library as in that of, say, the fire department. What is important is an administrator or administrative body which will deal with the problems that do arise with interest and knowledge, and will be satisfied to do that and no more. It will be seen that the board, made up of unpaid, non-political members having relatively long tenure and overlapping terms, and meeting infrequently, ought normally to meet these prerequisites.

In summary, it may be said that librarians, on the basis of long and satisfactory experience, favor the retention of the board, while students of public administration, because of their observation of other public services and their desire for general simplification of governmental structure, are inclined either to favor its abolition or to relieve it of its administrative functions, retaining it as an advisory agency.

CHARACTERISTICS OF TEXAS BOARDS

In general, library boards in Texas draw interested and able citizens into service, and the librarians report that the members only rarely attempt to go beyond their proper sphere in the conduct of library affairs. Suggestions for improvement concern matters of detail which, though important, are easily remediable within the framework of

the board system. One of these is that there is a notable tendency toward excessively large boards. Though the average number of members on Texas boards is about that of the country as a whole (that is, between eight and nine),² there are ten that have ten or more members, and two that have fifteen. Professional library opinion is that nine is a maximum membership for an efficiently functioning board.

Whereas some boards are unnecessarily large, in many cases the terms of service are unduly short. In the country at large the average term of library board members is four years, and the most common term is three years.³ In Texas the most common term is two years, somewhat over a third of the libraries reporting this term. Approximately one-sixth of the boards have three-year terms, and the others range from one year to life. A one- or two-year term, which is found in half of the cities reporting, does not appear sufficiently long to give the board that continuity which alone makes the board system justifiable, especially if the terms are not overlapping (as they are not in the majority of Texas cities). Furthermore, a large percentage of the two-year terms in Texas end with the change in the city administration, and this is apt to give the library board a political flavor. In practice, however, little attention is paid to the formal terms, and the great majority of trustees serve year after year, sometimes without even the formality of reappointment. The lengthening of the term by legal prescription in some part meets the objection to short terms.

Seven libraries report that no definite terms are set for board members. The majority of these are self-perpetuating, but one city reports that the board changes "with city officers every two or four years." In two cities the members hold office as long as they hold certain designated positions, public and private, in the community. The objections to these conditions of tenure, which make no provisions for responsibility to the community at large, need hardly be commented on.

²*Ibid.*, p. 185.

³*Ibid.*, p. 191.

In the selection of the library board an amazing variety of methods is found, considering the small number of libraries. Of thirty-two libraries for which data on selection are available, the boards of only seventeen are named by the city government. Of these, six are named by the city commission, three by the mayor and council, three by the council alone, two by the mayor, one by the mayor with the approval of the commission, one by the council and the president of the board, and one partly by the city council and partly by the school board. In two other cases the governmental authorities play some part in the matter of board selection: in one the choice of the library association must be approved by the council; in the other the board is self-perpetuating with the approval of the city commission.

Of the fifteen boards selected outside of governmental authority, six are self-perpetuating; six are selected by a library association or a club which is the "sponsor" of the library; two are purely *ex officio*; and one is made up of representatives of the various civic organizations in the city.

These forms of complete or partial divorce of library administration from the city government are found in two of the largest cities of the State, Dallas and Fort Worth. In each of these cities the board is selected by the library association, though in both the appointments must be confirmed by the city council. In defense of this disintegration of authority it is pointed out that in both cities the library is supported by a special tax rather than by city appropriation. The library nevertheless is conducted as a public function and draws from the same well of resources as the other city agencies, and the argument excluding it from public control does not appear to be well grounded.

No board of those surveyed has meetings more frequently than once a month. Twenty-three of thirty-three for which data are available regularly meet monthly, one meets bi-monthly, four meet quarterly, and five meet irregularly on call.

BOARDS IN CITY MANAGER CITIES

It would seem logical to assume that, if the library board is to follow other administrative boards into oblivion, the process of deterioration would be observed first in the city manager cities. A trained librarian responsible directly to the city manager, who in turn is responsible to the elected council or commission, ought to provide a simple but adequate mechanism for the conduct of the public library. The city manager is a professional man. He is expected to be in sympathy with the professionalization of public offices, and hence would seem well qualified to select a librarian on the basis of professional attainment, a task which the political officers of the city are not always well qualified to perform. The city manager is also qualified by training to understand the principles of the delegation of authority to a responsible administrator.

The fact is, however, that the board has not been abolished in the city manager cities. Twenty-one of the municipalities under consideration are manager cities. Of these only one gets along without a board to serve as a connecting link between the librarian and the manager. This is no doubt partly explained by the fact that in many cases the board was established before the city manager came into being, and conservatism has stood in the way of dispensing with an agency that seemed to be performing a useful public service. Nevertheless, it should be pointed out that if the city manager system is working as it should be, a direct line of responsibility ought to exist between the librarian and the city manager.

It is of interest to note that although Texas ranks third in the United States in number of cities under the manager form of government,⁴ it has a considerably higher percentage of libraries with boards than has the country at large. No public library in Texas in a city of over 30,000

⁴The states having the largest number of city manager cities in March, 1937, were: Michigan, 43; Virginia, 41; and Texas and Florida, 37 each. *The Municipal Year Book*, The International City Managers' Association (Chicago, 1937).

population operates without a library board, whereas six of forty-nine manager cities of over 30,000 in a recent nationwide study were found to have direct manager-librarian control.⁵ In two cases the library board was abolished when the manager form of government was adopted.

In no case does a Texas city charter prescribe what relations, if any, are to exist between the city manager and the library board, though the manager is normally charged with responsibility for the administration of the whole city government. The Fort Worth charter outlines the relations between the city council and the library board, but says nothing of the manager. Data on actual practice show that in manager cities the boards in only three cases are held responsible to the manager, though in no case is it appointed by him;⁶ in six cases the reporting librarian states that the library board is "not responsible"; in five cases it is responsible to the council or commission, though in two of these it is only "partially" or "loosely" so. In Stamford, the only city manager city in which there is no board, the librarian, instead of being appointed by the manager, is appointed by the city council.

It is clear, therefore, that the integration of administrative control in the city manager in Texas cities has not gone so far as to include the library, and that the library occupies, in the city manager cities as in the others, an undefined and somewhat anomalous position. It is difficult to reconcile this situation with the theory of city manager government.

At the same time the question may be raised as to whether the city manager really is qualified to be entrusted with library supervision. One eminent observer has said that "The managers are 'practical' men, not even making allowance for the small minority who once were members of the academic profession. Specific, definite, immediate matters

⁵Joeckel, *op. cit.*, p. 178.

⁶In five cities of over 30,000 population in the United States, and in a few smaller cities, the library board is appointed by the city manager. The five are Fall River, Oklahoma City, Rochester, San Diego, and San Jose. *Ibid.*, p. 184.

interest them primarily, indeed almost entirely."⁷ The city manager as a rule is notoriously engineering-minded, and so is likely to find little to excite his interest in the library.

It does not necessarily follow from this, however, that the city manager ought not to have the library, as he is expected to have all other departments of government, under his immediate supervision. In fact, if a competent librarian heads the library, he can get along very well without a superior interested in libraries as such. The real problem is to make sure that a good librarian is selected, and the surest way to do this is to have minimum qualifications laid down by law. If these requirements were so laid down, then the city manager with the engineer's exacting mind would be well qualified to name a librarian who would meet the standards.

THE LIBRARIAN

It has been brought out in the preceding discussion that the administration of the municipal library in Texas has been turned over in large measure to the library board—a board in most cases ultimately responsible to the city government proper, though in some instances quite independent of the government. It is to be expected then that the principal library administrator, the librarian, will be found to be essentially an employee of the library board, rather than of the city as such. This is indeed the case in most instances, though there are more variations than might be expected.

In twenty-two of the thirty-five cities reporting on this question, the appointment of the librarian is strictly a function of the library board. In five others, she is appointed (or recommended) by the board, subject to approval (or election) by the city governing officials. In only one is she recommended by the board and appointed by the city manager. In five cities the librarian is actually selected by the governing body, which in one instance names a special committee for this purpose. In the remaining two cities

⁷Leonard D. White, *The City Manager* (Chicago, 1927), p. 147.

the club which is "sponsor" for the library names the librarian. In all cases it is reported that the librarian is directly responsible to the supervisory authority, which is presumably the appointing body. Also, the librarian everywhere makes periodical reports to the supervisory authority. Nowhere does the librarian hold any other office in the city government.

Qualifications for the librarian, where there are such, are set by the board in its by-laws. Although eleven libraries replied in answer to a question on this point that they have some charter or ordinance provisions of qualifications for the librarian, an examination of the charters and ordinances revealed such provisions only in the Houston library ordinance, which simply prescribes that the librarian shall be "a trained librarian." The closest approximation to definite qualifications prescribed by law is found in Beaumont, where the Tyrrell will, which has practically the force of an ordinance in that city, provides (paragraph VII) that the library governing agency

. . . shall employ a Librarian of not less than one year of training in a Library School of National recognized standing and not less than two years of successful administrative experience in a Library conducted according to recognized up to date standards. . . .

Among the standards established by the library boards' by-laws, the highest appear to be those of Wichita Falls and Beaumont, which cities require that the librarian be a college graduate in library science. Bryan, Graham, and Longview stipulate that the librarian be a college graduate with some library science, and Port Arthur, Lufkin, and Mexia that she be a college graduate. San Antonio, El Paso, Paris, Palestine, Pampa, Terrell, Sulphur Springs, and Belton specify that the librarian have some college education and some work in library science. Houston, Abilene, and Corsicana require only some special work in library science. In Texas City the librarian must be a high school graduate.

The qualifications formally prescribed for librarians in twenty-six Texas municipalities may be thus summarized:

Qualification	Number of Cities Prescribing
College graduate in library science.....	2
College graduate with some library science.....	3
College graduate.....	3
Some college education.....	8
Some special work in library science.....	10

In addition to these professional requirements some cities prescribe others which are not necessarily related to fitness. Ten cities demand that the person chosen be a resident of the city. This requirement is found in all population groups. Five cities, each of which also has the requirement just mentioned, require that the librarian be a woman. Even where there is no formal declaration of policy on these matters, however, local custom commonly has the force of law, and it may be said to be a part of the "unwritten constitution" of most communities that the public librarian will be a local woman. It is thought, whether rightly or wrongly, that it is more important to know the community than to know books and librarianship; it is also held that local offices should be reserved for local people. Professional groups of course criticize such non-professional requirements, and look toward their eventual abolition.

Concerning actual training, a majority of the librarians report that they have had some special training in their profession. The emphasis upon university training and specialized library school work is sufficiently new that we find a higher percentage of university-trained librarians in the newer libraries than in the older—and generally speaking the larger—institutions.

Of thirty-three librarians replying, twenty have had college or university work; of these eleven are college graduates. Twenty-one reported that they have had special training in librarianship, and of these six are holders of certificates or degrees in library science. Only five librarians reported neither college training nor any specialized training outside of apprenticeship.

Because of the indefiniteness of the term "special training," however, too much significance should not be attached to these figures. It seems evident that the only guarantee

of competence in the librarian would be to bring municipal librarians under the certification plan, as is the practice in many states, and in this State for county librarians.

EXTENT OF LIBRARIAN'S AUTHORITY

In practically all cases the librarian in Texas municipalities is granted a considerable measure of authority in the management of the library, though there are variations from city to city. The principal criteria for weighing her powers hinge about: (1) appointment of staff; (2) supervision over staff; (3) weight of recommendations with the supervisory authority; (4) presence of committee system in the board; (5) control over library finances; and (6) privilege of meeting with the board.

(1) Of twenty-five cities reporting, only four permit the librarian to name the staff outright. These are Dallas, Corsicana, Lufkin, and Belton. Seven others permit the librarian to nominate, the board confirming, and one requires the librarian to consult with the board before nominating to the city commission. Thus in only about 50 per cent of the cities does the librarian have any formal authority over the appointment of her staff. All cities reporting, however, indicate that the recommendations of the librarian as to staff appointments are usually taken. Other agencies charged with the duty of appointing the staff include the board, the city council, a board committee, and a private club.

The staffs of the libraries comprise from one to forty-two employees. There are twelve single-employee libraries and nine with two employees, so that over half of the libraries reporting have staffs of not more than two. Only seven libraries have staffs of ten or more employees. The largest staff is that of the Houston library; the second largest is that of Dallas with thirty-nine employees (including janitors). Fort Worth has a staff of twenty-seven and San Antonio one of twenty. There are, in addition, a varying number of W.P.A. and N.Y.A. assistants.

(2) In the matter of supervision of the staff, the librarian in most instances is given broad powers. The only striking exception is Mexia, where control of the staff is in the hands of the president of the library board. The staff committee of the board and the full board are reported as having a rarely used supervisory power in two cities. In two cities, however, it is reported that members of the staff can go over the head of the librarian to the board in matters of policy.

(3) As regards recommendations other than for staff appointments, all cities reporting state that the librarian's views are normally accepted in matters of general policy, expenditures, and book selection.

(4) Twenty-two of the library boards have at least one standing committee, and fourteen have three or more committees. Although generalizations ought not to be drawn too hastily from these figures, it may be set down as a general rule that the existence of several board committees would seem to indicate a restricted range of freedom for the librarian. Individual variations will of course be very great in this matter.

(5) Only eight cities report that the librarian has charge of the library's finances. This group includes the four large institutions of Dallas, San Antonio, El Paso, and Beaumont, and the small libraries at Pampa, Terrell, Mexia, and Longview.

(6) The librarian regularly meets with the board in all except four cities. In two of these four, she meets with the board at its request.

To summarize on the powers of the librarian, it appears to be a fair statement that in about one-half of the cities, the librarian does not enjoy that authority which her professional position would seem to warrant. In fourteen cities, that is to say, the librarian does not have control over either of the two key factors in any administrative

set-up, namely personnel and finance.⁸ In six of these fourteen municipalities, moreover, it is stated that it is not the rule for the board to accept the recommendations of the librarian on one or more classes of matters of significant library policy; and in two cities of this group the librarian does not meet with the library board. Only in Dallas and El Paso, on the other hand, does the librarian clearly exercise all of those powers which may reasonably be expected to be granted to a professional administrator.

Chapters II and III present an analysis of the government of the municipal library, chiefly with reference to that institution's legal basis, its position in the city's political structure, the governing board, and the librarian. No study of libraries as public agencies would be complete, however, without consideration of the various problems relating to finance, to which attention is now directed.

⁸By this it is not meant to be implied that the librarian should be independent of staff agencies for personnel and finance. Contemporary administrative practice calls for a centralization of these functions in staff agencies which are considered the arms of management, and such agencies are found in the more advanced Texas cities. The point is simply that such powers as are not thus centralized should be in the hands of the responsible administrator of the library.

CHAPTER IV

LIBRARY FINANCE

The important subject of library finance may be treated from any of a number of points of view and at almost any length. It has seemed well for present purposes to emphasize the aspects of the problem which relate to methods of financing libraries, financial support in selected cities, revenues, expenditures, and financial procedure, and to keep the discussion within reasonable limits.

METHODS OF FINANCING MUNICIPAL LIBRARIES

The principal line of cleavage in the method of financing municipal libraries is that in some the library revenues depend on a special tax rate, whereas in others the appropriation is made annually by the city governing body in the same manner as other departmental appropriations. A special fund may be created in either case, although normally any special fund found is derived from a special tax.

Under the special tax system, the amount of the revenue varies, of course, with the valuation of property in the city and with the percentage of taxes collected. It may also vary within the limits prescribed for the tax rate. Under the appropriation method, the amount available to the library depends entirely on the appropriating body. A comparison of the two methods suggests a slightly more rigidly determined income for the library under the special tax method. This, in fact, has been found to be the case in the country as a whole. It has been calculated that special tax libraries in the United States receive 2 per cent of the operating revenues of cities having libraries, and that other libraries receive 1.3 per cent of operating revenues.¹ These considerations lead librarians and library bodies generally to favor the special tax, and by the same

¹Joeckel, *op. cit.*, p. 220.

token incline municipal appropriating bodies and students of administration to the less rigid method.

In Texas seventeen of the forty libraries on which this information is available rely on the special tax. These are Houston, Dallas, San Antonio, Fort Worth, El Paso, Beaumont, Waco, Wichita Falls, Tyler, Corsicana, Pampa, Denison, Greenville, Cleburne, Sulphur Springs, and Graham. It will be seen that all of the largest cities use this method, and hence a comparison of revenue receipts for the two methods will not necessarily be significant. The figures show, as might be expected, that the special tax cities have a slightly higher average in per capita expenditures.

The typical rate for the special tax runs about three cents on the \$100 valuation. Three cities fix the amount of the tax in their charters. Three others set a maximum above which the tax may not go. Only two cities set a tax minimum. In the charter of San Antonio, a tax minimum in the amount of \$10,000 is set, but this figure has become, of course, insignificant in so large a city. The special tax rates for the seventeen cities are shown in Table VI.

TABLE VI
SPECIAL LIBRARY TAX RATES, 1936

City	Dollars per \$100 Valuation*		
	Fixed	Maximum	Minimum
Beaumont	-----		\$1.00 per capita
Cleburne	-----	.05	-----
Corsicana	-----	.05	-----
Dallas .....	.025	-----	-----
Denison .....	.025	-----	-----
El Paso	-----	-----	.037
Fort Worth .....	.03	-----	-----
Graham	3 % of taxes	-----	-----
Greenville .....	.04	-----	-----
Houston	-----	-----	.025
Pampa .....	.03	-----	-----
San Antonio .....	.03	-----	-----
Sulphur Springs .....	.04	-----	-----
Temple .....	.015	-----	-----
Tyler	-----	.03	-----
Waco .....	.02	-----	-----
Wichita Falls	-----	.03	-----

*Except where otherwise indicated.

In a number of the smaller cities no funds are made available for expenditure by the library itself, the city paying the library salaries and expenses directly out of the general fund. In other instances, as has been mentioned elsewhere, the city makes a "contribution" to the running expenses of the library.

In addition to revenue from taxes, all libraries have other sources of income. The most important of these are probably fines and rental charges for new books. Several institutions have some endowment funds and most of the small libraries rely on gifts from literary or other associations and proceeds from benefits of various sorts.

The financing of municipal libraries, always a difficult problem especially in the smaller cities, has been of paramount importance during the depression. No better picture of the haphazard state of library financing can be drawn than is presented in the comments of the librarians themselves.

FINANCIAL SUPPORT IN SELECTED CITIES²

City A (population about 51,000): "The city promises to pay salaries, light, fuel, telephone, and time service bills. All other bills for office supplies, express, binding, books, and periodicals are paid from the fines account and the . . . endowment fund. The librarian's salary is paid by the school district."

City B (population about 43,500): "The general policy is to pay for supplies from fines and rentals. The library received \$5,000 from the city in 1936 and averaged \$55.60 per month the last eight months from fines and rentals. Lights, gas, water and janitorial service are not charged to the library as it is in the City Hall."

City C (population about 8,900): "At this time we have only a piece-meal budget as certain features such as repair on the building have made it impossible to fix the budget."

²The quotations of this section are taken directly from statements made by the librarians of the cities concerned.

Also, since the depression the income from taxation varies greatly."

City D (population about 6,500): "The city council allows the book club \$600 per year to run the library. We have had book mending and clerical work done by W.P.A. workers ever since there has been a New Deal. One of the merchants gives the library the benefit of his profits on everything the library purchases through him. We have long made use of the University Extension Department and don't see how we could keep shop without it. Our State libraries are frequently called upon for help also. Many contributed books find their way to our doors."

City E (population about 6,300): "The city appropriation is \$675. All books are donated by citizens. We just have to make the \$675 plus the fees and fines (\$275) meet our operating expenses."

City F (population about 5,800): "There is no set budget for the library. The appropriation was discontinued in 1932 due to the financial condition of the city. The library was closed seventeen months. The W.P.A. furnishes two assistants, and the librarian is furnished by the city. The city pays the service bills but books are purchased through donations. At present, women's clubs are aiding by giving book reviews."

City G (population about 5,400): "The annual budget of this library is \$450. The past year for the first time the city has given \$25 a month. Other sources of revenue are card parties, book reviews, and small gifts of money and books."

City H (population about 5,100): "The salary of the librarian and building expenses are paid by the city; all other maintenance by the . . . City Civic Club."

City I (population about 4,700): "Salaries, janitor service, lights, fuel, etc., are paid by the city. The city makes no provision for buying the books."

City J (population about 4,100): "For the past three years there has been no regular amount given to the library by the city aside from the librarian's salary and *once in a while* a certain amount for books. The city pays utility

bills and upkeep of the building. Fines and rentals keep up magazine subscriptions."

City K (population about 3,800): "The present city allocation to the library is \$900 per year. The city keeps the lawn repaired and improves the building and pays the insurance, which averages \$200 or more per year. Up to 1920, funds were supplemented by clubs and friends; between 1920 and 1925, by the rent of the auditorium. Rents and silver offerings at book reviews are used for the book fund now."

City L (population about 3,000): "The librarian's salary is paid by the city. The book fund comes from a dollar for each member of the Magazine Club and from rental fees on books on the rental shelf. Binding and mending equipment and incidentals are met by damage and over-due fines. The library is housed in the Magazine Club building and utility bills are paid by the club."

REVENUES

Revenue from taxation for municipal libraries naturally varies greatly. In 1936, the Houston library received \$71,655.10, which represented 1.3 per cent of the total tax receipts for that year. Dallas received \$70,000, or 1.9 per cent of the total tax receipts in that city. San Antonio received \$50,806.15, also 1.9 per cent of the city's total tax receipts. At the other extreme were Electra with \$207 (5.9 per cent of tax receipts), Haskell with \$360, and Winnsboro with \$383.

Receipts from taxation of course diminished sharply during the depression. In most cases the lowest figure was reached in 1934.³ Only ten libraries received as much money in 1934 as in 1930. If 100 be taken as an index figure based on the 1930 tax receipts, illustrative receipts for 1934 are: Beaumont, 41; Corsicana, 60; El Paso, 88; Fort Worth, 82; Houston, 86; San Antonio, 76; Waco, 75.

³This statement is substantiated by the data published in the biennial reports of the Texas Library and Historical Commission.

In the majority of cities some recovery has been made since 1934, but it is significant to note that of thirty-one cities for which complete figures are available nineteen had less money in 1936 than in 1930. A healthy condition, on the other hand, is to be found in several cities, where the index for 1936 is well above 1930: Austin, 372 (over 1932); Corpus Christi, 261 (over 1932); Tyler, 210; Dallas, 133; Highland Park, 126; San Antonio, 121. The last named city has run a very irregular course during the depression, its index figures for revenue for 1930, 1932, 1934, and 1936 being 100, 206, 76, and 121, respectively. The trend of tax revenue is shown in Table VII.

TABLE VII

BIENNIAL INDICES OF TAX REVENUES FOR LIBRARIES, 1930-36

City	1930	1932	1934	1936
<i>Average for State</i>	100	101	84	100
Abilene	---	---	100	100
Austin	---	100	400	372
Beaumont	100	105	41	55
Belton	100	100	111	100
Brownwood	---	100	145	---
Bryan	---	100	---	92
Cleburne	100	82	63	71
Corpus Christi	---	100	---	261
Corsicana	100	82	60	49
Dallas	100	127	117	133
Electra	100	51	9	6
El Paso	100	109	88	81
Fort Worth	100	97	82	93
Graham	100	106	67	67
Greenville	100	80	44	59
Highland Park	---	100	103	126
Houston	100	111	86	97
Longview	---	---	100	100
Lufkin	---	---	100	100
Memphis	100	71	39	69
Mexia	100	80	32	23
Palestine	100	106	98	109
Pampa	---	100	119	111
Paris	---	---	100	100
Pecos	100	77	21	55
Port Arthur	100	90	50	61
San Antonio	100	206	76	121
Sherman	100	115	97	---
Sulphur Springs	100	87	68	90
Texas City	100	---	14	49
Tyler	100	170	127	210
Uvalde	100	90	80	82
Waco	100	100	75	78
Wichita Falls	100	86	58	67
Winnsboro	---	100	62	120

Generally speaking, the smaller cities give a larger percentage of their total tax receipts to libraries than the larger ones. As suggested above, the range for the largest cities in the state is between 1 and 2 per cent for 1936. Bryan, in contrast, a city of 8,500 population with a library of only 7,300 volumes, gave 5.2 per cent of its tax receipts to the library. The Longview library, which has just completed its third year, received 4 per cent of the city tax receipts. The Tyler library received 3.6 per cent of the total taxes, Wichita Falls received 3.5 per cent, and Pecos 3.4 per cent.

Three libraries, at least, received less than 1 per cent of the total tax receipts of the city in 1936. These are Electra, .59 per cent, Corpus Christi, .63 per cent, and Port Arthur, .7 per cent. It has been noted above that the Corpus Christi library improved its status considerably between 1932 and 1936, though it still gets a very small percentage of the city's total revenues.

The available figures on percentages of total tax revenues dedicated to the library are shown in Table VIII. The revenue figures were obtained from the office of the State auditor.

TABLE VIII

PERCENTAGE LIBRARY TAX RECEIPTS WERE OF TOTAL TAX
COLLECTIONS IN CERTAIN CITIES, 1936

City	Percentage	City	Percentage
<i>Average for State</i>	2.2	Houston	1.3
Abilene	1.9	Longview	4.0
Austin	2.0	Memphis	2.7
Beaumont	3.0	Pampa	2.3
Bryan	5.2	Paris	1.6
Cleburne	3.0	Pecos	3.4
Corpus Christi.....	0.63	Port Arthur.....	0.7
Corsicana	2.5	San Antonio.....	1.9
Dallas	1.9	Texas City.....	1.7
Electra	0.59	Tyler	3.6
El Paso	1.5	Uvalde	1.1
Fort Worth.....	1.7	Waco	1.5
Graham	1.6	Wichita Falls.....	3.5
Highland Park.....	3.3		

EXPENDITURES

According to the standards set by the American Library Association, a public library should expend not less than \$1.00 per capita per annum. This ideal, however, is reached by very few cities in the United States and by none in Texas. The closest approximation is found in the Tyrrell Public Library in Beaumont, which by the will of the benefactor who supplied the building and grounds is supposed to receive and spend \$1.00 per capita. Actually, it expended 58 cents per capita in 1936, and this was the highest per capita library expenditure in the State. Though some local city officials think that the Tyrrell will places an excessive burden on the municipality and have found it impossible to live up to its exact terms, it should be said that the people of Beaumont enjoy a library which would compare favorably with libraries in cities of like size anywhere in the country.

The second highest per capita library expenditure in Texas is by the endowed Rosenberg Library of Galveston, which expended 50 cents per capita in 1936. Tyler expended 44 cents per capita, Highland Park 39, Waco 33, and Cleburne and Longview 32 cents each in 1936. Of the five metropolitan cities, El Paso spent 29 cents per capita in 1936, Fort Worth 28 cents, Dallas 26 cents, Houston 21 cents, and San Antonio 18 cents. The per capita expenditures for 1936 are shown in Table IX.

The distribution of expenditures, according to the American Library Association, should be in the vicinity of 25 per cent for books, periodicals, and binding, 55 per cent for salaries, and 20 per cent for other costs. The average for Texas municipal libraries is somewhat above the figure set for books, periodicals, and bindings and almost exactly that named for salaries. Extreme variations pointing to the uncertain condition of library finances are to be found. Thus for books, periodicals, and bindings, Harlingen in 1936 spent 54 per cent of its total funds and Uvalde 51 per cent while at the other extreme Electra spent 10 per cent.

TABLE IX

PER CAPITA LIBRARY EXPENDITURES, 1936

City	Expenditures per capita	City	Expenditures per capita
<i>Average for State</i>.....	.24	Jacksonville .....	.16
Abilene .....	.02	Longview .....	.32
Austin .....	.23	Lufkin .....	.29
Beaumont .....	.58	Memphis .....	.24
Belton .....	.27	Mexia .....	.23
Bryan .....	.22	Palestine .....	.20
Cleburne .....	.32	Pampa .....	.13
Corsicana .....	.25	Paris .....	.19
Dallas .....	.26	Pecos .....	.23
Electra .....	.07	Port Arthur .....	.13
El Paso .....	.29	San Antonio .....	.18
Fort Worth .....	.28	Sulphur Springs .....	.19
Galveston .....	.50	Texas City .....	.03
Graham .....	.22	Tyler .....	.44
Greenville .....	.17	Uvalde .....	.10
Harlingen .....	.14	Waco .....	.33
Highland Park .....	.39	Wichita Falls .....	.22
Houston .....	.21	Winnsboro .....	.17

Nine cities spent 33 per cent or more and eight spent 18 per cent or less.

The maximum expended for salaries was 80 per cent, a figure found in Haskell and Stamford, both very small libraries. The minimum for salaries is found in Memphis, also a very small library, where 27 per cent went for this purpose in 1936. Six libraries spent 65 per cent or more of their total moneys for salaries, all of these being small institutions except the San Antonio library.

The salaries of the librarians are, except in the largest cities, practically all under \$1,500 per year. Indeed, over half of the salaries reported come to less than the average earnings of factory workers in Texas.⁴ Some of the positions are, of course, part time. The highest salaries paid in 1936 were \$3,600 in Fort Worth and Houston; Dallas and San Antonio each paid \$3,000. The lowest salaries reported for that year were \$112 in Bay City and \$252 in

⁴The Bureau of Business Research of The University of Texas reported \$23.26 as the average weekly wage per worker in January, 1936. This would amount to approximately \$1,210 per year. *Texas Business Review*, Vol. XI, No. 1, p. 16.

Memphis, where the libraries were open only one day per week or less. The average salary of the librarians reporting was \$1,315.65. Table X presents data on salaries.

TABLE X

SALARIES OF LIBRARIANS, 1936*

<i>\$600 or less</i>	<i>\$1,000—\$1,500</i>
Bay City	Abilene
Memphis	Greenville
Pecos	Palestine
Uvalde	Corsicana
Haskell	Waxahachie
Texas City	Highland Park
Winnsboro	Cleburne
Belton	Corpus Christi
Graham	Longview
Mexia	<i>\$1,500—\$2,000</i>
Sulphur Springs	Port Arthur
	Tyler
<i>\$600—\$1,000</i>	Austin
Lufkin	Wichita Falls
Stamford	Beaumont
Sweetwater	Waco
Brownsville	<i>\$3,000—\$3,600</i>
Jacksonville	Dallas
Paris	San Antonio
Terrell	El Paso
Pampa	Fort Worth
Sherman	Houston

*Arranged in ascending order. No salaries were found in the range from \$2,000 to \$3,000, and hence this class has been omitted.

It is difficult to draw conclusions from the distribution figures. Some of the small libraries have good percentages for book expenditures, sometimes, although not necessarily, at the expense of salaries. It can be said with certainty, however, that where 75 per cent or more of total expenditures is for salaries, as is the case in three cities, the library is in an unhealthy condition. Table XI indicates the distribution of expenditures between books, etc., and salaries.

In the absence of measuring instruments for reference and other in-library services, the best method of showing what the library gives for what is put into it is the cost of circulating a book, that is to say, the total expenditures divided by the total circulation for any given year. For the cities for which it was possible to calculate this figure,

TABLE XI

PERCENTAGE OF TOTAL LIBRARY EXPENDITURES DEVOTED TO (1) BOOKS, PERIODICALS, AND BINDING AND (2) SALARIES, 1936

City	Percentage to Books, Periodicals, and Binding	Percentage to Salaries
<i>A. L. A. Standard</i>	25	55
<i>Average for Texas Cities</i>	27.8	54.1
Abilene	22	52
Austin	27	48
Beaumont	28	50
Belton	18	58
Bryan	24	55
Cleburne	18	61
Corsicana	22	53
Dallas	32	50
Electra	10	46
El Paso	20	63
Fort Worth	27	49
Graham	16	47
Greenville	19	61
Harlingen	54	39
Haskell	18	80
Highland Park	39	55
Houston	25	50
Jacksonville	36	58
Longview	33	53
Lufkin	47	43
Memphis	30	27
Mexia	34	42
Palestine	29	47
Pampa	22	77
Paris	32	42
Pecos	37	58
Port Arthur	27	59
San Antonio	12	65
Stamford	15	80
Sulphur Springs	12	53
Sweetwater	21	69
Texas City	21	71
Tyler	28	44
Uvalde	51	47
Waco	33	49
Waxahachie	30	44
Wichita Falls	26	57
Winnsboro	38	49

the highest cost in 1936 was 30 cents, in Galveston. The lowest was in Texas City and Electra, in each of which the cost was 2 cents. Generally speaking, the small libraries with limited funds show expenditures of less than 10 cents for circulating a book, while in the larger libraries, with their reference and other specialized services, this figure varies between 10 and 20 cents.

In all cases except three it cost less to circulate a book in 1936 than in 1930. This simply evidences the fact that since 1930 circulation has increased and expenditures, for the most part, have decreased. In Beaumont it cost 16 cents to circulate a book in 1930 and 9 cents in 1936; in Fort Worth it cost 26 cents in 1930 and 18 cents in 1936; in Electra it cost 16 cents in 1930 and 2 cents in 1936. These great decreases are not, of course, to be commended unreservedly as improvements in library efficiency, for in some cases the library is obviously living off its capital; that is, it is consuming its book stock without repairing old or adding new volumes. Data on the cost of circulating a book in 1930 and in 1936 are presented in Table XII.

FINANCIAL PROCEDURE

The usual method of handling library funds is for the city to turn over to the library the money allotted to it either as collected or in monthly installments. The treasurer of the library board is the most common disbursing officer of library funds, his check usually not requiring countersignature in the city hall. In cities having integrated library administration, however, such as Houston, Austin, and a number of small cities, library disbursements are made in the usual manner by the city comptroller or other finance officer. Where expenditures are made through the library board, a monthly statement of financial operations ordinarily is required by the city. Also, most cities require library books to be audited annually by the city auditor or by an auditor employed by the city.

Of the forty libraries reporting, fourteen indicate that they operate on a budget drawn with care and attention to detail. Included are all of the large cities, and among the smaller cities Abilene, Longview, Paris, Graham, and Highland Park. Three libraries have rough budgets which indicate the proposed major allocations of funds; two presented statements of income and expenditures where the budget was asked for. It is possible that others which did not so indicate in the questionnaire operate under budgets. It

seems safe to say, however, that less than half and probably nearer a third of the libraries use a budget in the proper sense of the word.

TABLE XII

COST OF CIRCULATING A BOOK IN 1930 AND IN 1936

City	1930	1936
<i>Average for State</i>	<i>\$0.11</i>	<i>\$0.07</i>
Austin .....	.08	.07
Bay City .....	.07	---
Beaumont .....	.16	.09
Belton .....	.07	---
Cleburne .....	.10	.05
Corsicana .....	.05	.04
Dallas .....	.11	.09
Electra .....	.16	.02
El Paso .....	.20	.14
Fort Worth .....	.26	.18
Galveston .....	.38	.30
Graham .....	.07	.06
Greenville .....	.07	.04
Harlingen	---	.05
Highland Park	---	.07
Houston .....	.13	.10
Jacksonville	---	.08
Longview	---	.08
Lufkin	---	.05
Memphis .....	.06	.04
Mexia .....	.10	.04
Palestine .....	.09	---
Pampa	---	.05
Paris	---	.07
Pecos .....	.09	.04
Port Arthur .....	.09	.05
San Antonio .....	.14	.13
Sherman .....	.07	---
Sulphur Springs .....	.03	.06
Terrell .....	.05	---
Texas City .....	.09	.02
Tyler .....	.09	.10
Uvalde .....	.07	.06
Waco .....	.10	.05
Waxahachie .....	.11	.05
Wichita Falls .....	.12	.11
Winnsboro .....	.07	.10

In drafting the budget the librarian and the board or the librarian and the budget committee of the board commonly do the bulk of the work. A few cities report, however, that the budget is prepared by the board solely and a few that it is prepared by the librarian alone. One city

reports that the city manager prepares the budget, one that the city council draws up the budget, and one that the librarian and council jointly do so. Practically all librarians state that the librarian or representatives of the board or both may appear before the city officials in support of their budgetary requests and estimates. In most cities where a budget is prepared the city finance officer gives an estimate to the librarian of the amount of money that will be available the coming year. Assuming that the librarian keeps within this limit in planning her program, the city ordinarily will not deem it necessary to make substantial changes in the library budget.

None of the larger cities except Houston and Austin provide for purchasing through the city machinery. It is a rather interesting commentary on purchasing that practically all of the librarians and executive officers prefer decentralized purchasing for the library. All librarians agree that the library is able to get better prices on books—which, of course, represent the principal field of purchasing activity—than can the municipal purchasing agent. Some librarians maintain that other purchasing as well is more efficiently done by the library directly, because its machinery is less cumbersome and it is able to take better advantage of various discounts. It is also pointed out that a library board is less subject to political pressure in purchasing than is the city hall. In Austin, however, where the buying is done by the city purchasing agent, the acting librarian reports that it is a considerable relief to be able to turn over the burden of interviewing salesmen and judging their wares to the purchasing agent. This does not apply to the representatives of the book companies, who deal directly with the librarian.

An analysis of library finance leaves one with two major impressions. The first confirms a conclusion reached on the basis of Chapters II and III, namely, that the municipal library is largely a thing apart from the city's government. Nearly half of the institutions studied benefit from special library taxes, and where this is not the case the library

usually is granted an appropriation and allowed to operate in substantial independence of the city hall. The second concerns the fact that municipal libraries in Texas suffer materially from woefully inadequate support. That libraries often are not as well run as they might be is not sufficient reason for the penurious policy usually pursued with regard to them. The conclusion is inescapable that, if the library is to take its rightful place as one of democracy's chief educational agencies, it must be accorded more generous financial support than it has enjoyed in the past.

CHAPTER V

RELATIONS WITH OTHER GOVERNMENTAL UNITS

In recent years it has come more and more to be recognized that government does not operate as a congeries of separate entities, and that, whatever the conditions of apparent autonomy under which a particular unit proceeds, there are important bonds which connect it with other jurisdictions. The place of any given unit in our whole governmental structure thus has come to be held, and rightly, a major concern of one who would understand its problems. It will prove no less profitable to raise this question with respect to a semi-independent public institution, as the municipal library, than with regard to such an agency as the city or the county.

THE STATE

It has been pointed out elsewhere that municipal libraries have not been regarded as essentially matters of State concern. We do not find, therefore, any important relationships between these libraries and the various State departments. The Texas Library and Historical Commission obtains reports annually from municipal libraries, though it has no real authority to require such reporting. The only coercive power which the commission holds over municipal libraries is that it may discontinue or threaten to discontinue distribution of State documents. The State librarian reports that somewhere between a third and a half of the libraries do not respond to the first request and must be circularized a second time. The form, the same as that used in reporting county library services, calls for considerable detail as to personnel, finances, and services. Many libraries, however, do not report all of the information asked for, and there are usually some that do not report at all.

The State librarian has a small traveling fund which permits her to visit some city libraries each year, and the

State organizer, though primarily concerned with the areas where there are no library services, also contributes to the contacts between the State commission and the municipal libraries.

The University of Texas Package Loan Library also performs limited services for the smaller city libraries. In the biennium 1934-36 public libraries received 4,982 packages of the 65,404 circulated.¹ Schools and clubs are the principal users of this service.

The Board of Library Examiners, which administers the county library law and has supervision over the personnel of county libraries, has no jurisdiction over the city libraries. This is a situation which it is to be hoped will be remedied in the near future.

Because of the uncertain legal status of municipal libraries, State aid for such libraries was omitted from the bill which was proposed during the Forty-fifth Legislature. This bill as originally drafted would have provided, for the biennium 1937-39, \$750,000 for State grants to regional or county library units, apparently without reference to the number or status of existing city libraries. The bill was not introduced, however, and in its stead a new bill calling for a considerable increase in the appropriation for the Library and Historical Commission was proposed. This bill failed to pass. The details covering the allotment of this money would have been left to administrative determination.

It appears almost inevitable that, as the role of the municipal library as an educational agency comes to be understood, the State will play an increasingly important part in the development of local libraries. It may be expected, therefore, that State-library relations will grow in both degree and number, as it may be hoped that the present random points of contact will give way before a clearly defined State policy as regards such libraries.

¹*Report of the Package Loan Library Bureau, Division of Extension, The University of Texas, for the Year Ending August 31, 1936 (typewritten).*

COUNTIES

The most notable progress made to date in providing library services to the rural people in the State has been through the creation of fifteen county libraries under the law of 1915.² It is not within the scope of the present study to undertake an analysis of county libraries, except in so far as relations have developed between county and municipal libraries. Bexar, Jefferson, and Tarrant counties have established county library services by contract with the cities of San Antonio, Beaumont, and Fort Worth respectively.³ The form of these contracts is much the same in all cases.

It may safely be said that the traditional rivalry between counties and cities has operated against a wider development of this form of coöperation and also against a thoroughly integrated regional library system in those instances where contracts have been made. In each case the city librarian at first served as librarian for the county, though at present Beaumont and Jefferson County each has its own librarian. Uniformly, the city library agrees to make its library facilities available to residents of the county without charge. Beyond this point, the contracts do not provide for a city-county library in a real sense. The county commissioners' court agrees to appropriate a certain amount for the maintenance of a county library. Books, salary, and supplies are provided out of this appropriation, and in two cases it is the city librarian who has charge of the expenditures of the fund. The city provides the central headquarters for a county library. Except for the librarian and the building space, the institutions are separate. The funds are separately kept. The books are not normally interchanged, and the property belongs to the body which purchased it if the contract is terminated.

²Two more county libraries are being opened in 1937.

³It was not possible to obtain data on a contractual relationship reported to exist between the City of Vernon and Wilbarger County.

In two of the three cities in which the contract operates, it was the city librarian who initiated and was largely responsible for the early development of the coöperative program. In other respects also the city appears to be the giver, rather than the receiver, of benefits, though the municipal librarian may reply that the city is now obtaining some consideration where formerly substantially the same service was supplied with nothing received in return. There is, however, a feeling that the city as the trade center of the area can properly afford to give some benefits to the county as a whole gratuitously. It may be pointed out in this connection that the free use of the city library is offered to all county residents in a number of places where there is no contractual set-up.

The earliest of these contracts is that between the Fort Worth Library Association and Tarrant County, which is dated August 14, 1922. Under its terms the association agreed, in addition to making the Fort Worth library available to all residents of the county without charge, to establish fifteen library deposit stations and to supply a library assistant, to be on duty in each one day a week.⁴ The location and hours of opening were determined by the association after consultation with the people of the locality. The county in turn agreed to levy a tax sufficient to meet the additional costs, which are set forth in an annual budget prepared by the association. The association presents a monthly detailed statement of expenses incurred in the operation of the county library, which statement is audited by the county auditor, on whose approval the treasurer of the county issues to the association a warrant covering the amount.

There is every reason to believe that the Fort Worth public library as such performs a considerable service for the people of Tarrant County outside the city limits, but

⁴Actually, in 1936 five branches and forty-nine stations were maintained in different portions of the county. See the *Thirty-sixth Annual Report of the Board of Trustees of the Carnegie Public Library of Fort Worth, 1936*, pp. 34-35.

it is evident that the obvious advantages of full integration cannot be achieved where the book collections are separately maintained. Almost inevitably there will be considerable duplication in book buying. At the same time the rural residents do not enjoy the benefits of direct contact with a great library system, such as might be realized with existing resources if an integrated system were maintained.

The contract between the Tyrrell Public Library of Beaumont and Jefferson County has been in operation since January 20, 1930. The contract between the San Antonio Public Library and the County of Bexar has been in effect only since March 19, 1936. It is reproduced below, as representative of these contracts, as Appendix II.

Though both county and city maintain excellent public libraries in Harris County, no formal connection exists between them. The county draws upon the municipal library rather freely as a reservoir, but the city makes small use of the county equipment. In addition, the city library has some 1,600 out-of-city registrants. It may also be noted that the city maintains a library in the municipal college, in addition to the school libraries.

In Tyler the city library is giving considerable service to rural people through a W.P.A. rural library project. The rural library, with headquarters in the courthouse, borrows library books in lots of 100 to 150 which are distributed from stations maintained by W.P.A. workers. A similar project has been set up in Angelina County where the librarian of the Kurth (Lufkin) Memorial Library, by virtue of close supervision and careful training, has established what she considers a very useful rural service. What would happen to these enterprises if W.P.A. work were discontinued is a matter for speculation, but probably they would come to an end.

The only instance of a county library apparently performing services for a city more extensive than those performed by the city for the county is found in the case of Port Arthur, where the excellent Jefferson County Library has made a practice of lending about 600 books to

the Gates Memorial Library on a long-time basis. This loan, however, was not made in 1936.

In addition to the cities in counties having county libraries, in the following fifteen cities residents of the county in which the city is located may hold cards from the city library free of charge: Bay City, Dallas, Electra, Galveston, Haskell, Jacksonville, Longview, Lufkin, Memphis, Port Arthur, Sherman, Sulphur Springs, Waxahachie, Wichita Falls, and Winnsboro. The Waxahachie library, which is partially endowed, serves the whole county under the terms of the benefactor's will. In some of these cities, a deposit is required for out-of-city residents which is refunded when membership is withdrawn. In some also free library service is available for persons who live in the trade area (of uncertain extent) and in a few to out-of-city residents who work in the city. In some instances students in city schools may hold memberships free of charge. In a few also free services are available to persons who pay taxes in the city.

In the following twenty-one cities membership may be held by out-of-city residents on the payment of a fee, usually on an annual basis: Abilene, Austin, Belton, Brownsville, Cleburne, Corpus Christi, Corsicana, El Paso, Graham, Greenville, Mexia, Palestine, Pampa, Paris, Pecos, Stamford, Sweetwater, Terrell, Tyler, Uvalde, and Waco.

In the cities where membership to out-of-city residents is free, it is not customary to keep a record of the number of such registrants. Of the cities reporting, Houston and San Antonio served 1,636 and 661, respectively, in 1936. Jacksonville reported about 900 out-of-city registrants, Haskell 414, Electra about 350, Bay City about 200, Memphis 162. Two cities, Sherman and Winnsboro, reported less than 100. Where a payment is required the records are more apt to be kept. Corpus Christi reported about 400 out-of-city registrants in 1936, Cleburne "several hundred," Stamford about 185, and Corsicana about 100. Thirteen such cities report less than 100 paying registrants.

It seems inevitable that if any substantial progress is to be made toward supplying library services to the almost

4,000,000 Texans who are now without them this will have to be done under a regional plan such as has been advocated by the American Library Association,⁵ and by the sponsors of the bill before the recent session of the Texas Legislature. Of the city libraries having more than 25,000 volumes only three are serving the whole of the counties in which they are located with branch facilities. These are San Antonio, Fort Worth, and Beaumont, which, as has been pointed out, do this through contracts with the county commissioners' court. Although the county and the city libraries in these cases are not thoroughly integrated, nevertheless we find here examples of metropolitan libraries reaching out to serve surrounding areas. Of the five other city libraries having over 25,000 volumes, two, Houston and Waco, serve counties which also operate county libraries. In Houston, as has been stated, the county library draws from the city library. In Waco it is reported that there are no relations between the city and the county libraries. Dallas and Wichita Falls serve free of charge the entire counties in which they are located, and El Paso and Austin serve the counties on payment of a fee.

It seems a safe statement that these larger institutions are the only municipal libraries in the State equipped to do any more than meet the demands of their own communities. Much could be done, evidently, toward extending the services in these largest cities beyond the metropolitan limits. The other libraries in the State can serve the outlying areas only with county or State assistance. It is of the utmost importance that, as further efforts are made to reach the rural and semi-rural inhabitants, competing services with the existing libraries, inadequate as they are in many cases, not be established. Though there are a few municipal libraries which could contribute little to the library needs of the State, the great majority of the middle-sized libraries could be made to form a nucleus for county

⁵The A.L.A. National Plan for Libraries calls for "federation and coördination of public libraries in large systems, each system to serve a metropolitan area, a large county or several counties." American Library Association, *Bulletin*, XXIX (February, 1935), pp. 91-98.

and regional services. It is important, not only to the areas not now served but equally to the cities which maintain libraries, that funds coming from the county or the State be merged with those of the cities. Unless this is done the municipal libraries are likely not to progress at a satisfactory rate, while the rural libraries will miss the opportunity of building upon established foundations.

SCHOOLS

Although all but three of the libraries surveyed reported, in answer to a question, that they have informal coöperation with school libraries, the coöperation in fact appears to be very limited. The most common form of coöperation is for the public library to endeavor to meet the reading lists of the schools and to give such aid to school children as they can. This, however, scarcely deserves the name of coöperation with school libraries as such. Both urban and rural schools have made considerable progress of late in developing their own libraries, the rural schools operating under the stimulus of the State law requiring rural aid schools to maintain libraries. This statute has been interpreted by the State Board of Education to require a collection of at least \$25 worth of books per teacher in rural schools and a sum of \$10 per teacher to be made available for a central library located in the office of the county superintendent. These school libraries appear to be very much alive and extremely important in supplying library facilities in rural schools. Public librarians generally also state that the urban schools are making notable advances in library facilities.

In view of these developments the relationship which ought to exist between schools and the libraries is not at all determined. Although in some cities in other states the school and municipal libraries have consolidated book services to a marked degree, with one or two exceptions only approximations of consolidation are to be found in Texas.

Perhaps the most interesting relationship between the library and schools is found in the City of Mission (population, 5,181). Here the schools and the city jointly operate

the public library, which is located in the school building. The membership of the library board includes four persons appointed by the school board, two representing the high school and one representing each of the elementary schools. The superintendent of schools, in addition, is an ex officio member of the library board and at present appears to be the most active official in the library.

The librarian is a member of the school staff, carrying one hour per day in regular school work. The city contributes \$15 a month to the librarian's salary. Altogether the city pays \$25 per month into the library fund, and the school pays \$25 in addition to the salary and rent and light. With the assistance of student and N.Y.A. assistants the library is kept open ten hours per day. The librarian holds the degree of Bachelor of Library Science.

Commenting on this set-up, the superintendent of schools reports,

The adult library patrons come very freely at all hours of the day. In increasing numbers they have learned that the library room in the front hall is not a schoolroom at all but a public library. Certainly it is true that both groups have a better balanced library to draw from and that the combining of the resources and interests of both groups insures a progressively better library for the future.

A close approximation to a coöperative enterprise in library services is that in Beaumont, where the public library maintains branches in the elementary schools under the immediate supervision of teacher-librarians and the over-all supervision of a full-time staff member of the Tyrrell Library. The school branches are the only branches maintained by the Tyrrell Library, and they include only children's books, except in one district where adult books are also available. The public library provides the staff members to maintain these branches during the summer months. It may be noted in passing that the San Antonio Public Library formerly had a somewhat similar system of sub-stations in the schools but that this was discontinued because of the shortage of books.

A close relationship between the public library and the schools also exists in Houston. There the library operates a school department under the supervision of the children's librarian. The set-up is quite different from that in Beaumont in that the schools contribute to the purchase of books and also to the staff of the children's library. To date the schools have purchased approximately 10,000 books, which continue as their property but which are distributed over the so-called "teacher table" in the children's library. There are two full-time workers paid by the schools, one of whom is library-trained.

All books that go out into the schools over the "teacher table" are charged out by teachers. The regulations allow each teacher to take twenty books for thirty days. Books may come either from the school-owned collection or from the library juvenile department. Approximately two out of five of the books circulated are school-owned. It is estimated that 500 of the 800 elementary teachers in the school system are regular users of the service. The enterprise, which was initiated by a meeting of committees from the library and school, was begun in 1932.

It may be noted that the unusually high juvenile circulations in Beaumont and Houston are accounted for by these school services.

In Port Arthur there is an interesting administrative connection between the library and the schools, which seems to have been responsible for considerable exchanges of services. Under the conditions of the Gates grant there the president of the school board and the superintendent of schools are *ex officio* members of the library board. The school board has been in the practice of paying the salary of the municipal librarian, but this was not done in 1936, when no regular librarian was in office. During that year some of the money from the salary fund was used for binding purposes. It is not at all certain that this practice would be supported by the law if the question were raised. The library at times has obtained some of its supplies through the school board, benefiting from the discounts granted it.

In return for these benefits the library is generous in making long-term loans to the schools, several thousand books usually being borrowed for the school term, not only by the public but also by the parochial schools. The teachers are responsible for these collections. The librarian also does cataloguing work for the school libraries.

In Dallas the schools have recently developed good school libraries, in which endeavor they have received considerable assistance from the municipal library. The city librarian drew up an elementary program of library education for the teachers who were to supervise the school libraries. Most of the school librarians have since attended library schools.

The charter of the City of Fort Worth provides (Section 11) that the library board and the board of school trustees shall coöperate in working out plans to locate municipal library branches in public school buildings. The provision, however, has not resulted in action along these lines. According to long-standing custom, a small number of books is sent annually for a year's loan to certain school libraries. The books and the libraries benefiting are selected by the public librarian. In addition, the children's librarian visits all schoolrooms every year and discusses the use of the library and its branches. Teachers are given special privileges in the use of the library. These are the limits of coöperation with the schools at present.

In Wichita Falls the librarian of the Kemp Public Library selects all books and prepares and circulates them throughout the county school system. Books are bought and made available through this channel by the county school board.

The question of improving the relations between the municipal libraries and the schools involves basic problems in educational theory. If the books to be used in the schools are primarily text or standard school works which have no particular value outside of the school, the advantages of a coöordinated service are not great. If, however, the schools attempt to introduce their students to books of general interest (as distinguished from school books), then the advantages of associating the school library intimately with

the city library are quite apparent. There is much talk among educators of this day about making the schools more realistic and "preparing the child for life." If this is an objective of education—and it would seem a worthy one—the child ought to be prepared for the use of books as they are found in the outside world. Only so long as the text book maintains its present virtual monopoly in the schoolroom will a continued divorce of the municipal library and public school be in any wise justified.

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CHAPTER VI

CONCLUSION

There is a very marked tendency of recent years to subject governmental institutions to the severest criticism, and particularly to put them to the practical test: Do they render adequate returns for moneys expended? Related to this are the questions: Are they efficiently administered? and are they properly responsible for the authority with which they are vested?

As these are the questions constantly being raised about public agencies on all governmental levels and in all functional fields, they may properly be raised concerning the institutions under discussion in this study, the municipal libraries of Texas. Indeed, some questions along this line have been raised and at least partially answered in the preceding pages; but it seems fitting to summarize the views previously presented and to supplement them in a concluding statement.

It has been brought out that the municipal library must be appraised, with respect to the broad program of its services, from two different standpoints. First, it must be considered from the point of view of its service to the municipality itself, this being probably the whole of its original purpose; and second, it must be considered from the standpoint of its contribution to the larger aim of public library service to all the people of the state and even the nation.

From this study there emerges the fact that public libraries have succeeded in establishing a special claim on the public revenues in practically all of the medium- and larger-size municipalities of the State, though with small exception this claim has represented no large portion of the public expenditures—an annual average of slightly over 2 per cent. For this expenditure, each man, woman, and child in the municipality has taken on the average between three and four books out of the library during the course

of a year, at a cost to the citizens at large of 7 cents per book.

It is probably safe to say that it is a pretty bad book that is not worth 7 cents in recreation or education or both, and that on the whole the urban citizens of the State have obtained a reasonable return on their investment in municipal libraries. The figures show, however, that that investment is low compared with the national average, and very low compared with the standards which the American Library Association considers minimum.

The generalization seems warranted that only the larger municipalities and the most prosperous smaller ones are providing adequate library facilities in terms of modern standards. Without disparaging the genuine and sometimes worthy achievements of the smaller libraries, the majority of them are not able to afford well-rounded book collections or library assistance of a high professional standard. It is simply an instance where the unit of operation is too small for efficiency. The conclusion seems warranted that the small municipalities which maintain libraries have not achieved the ultimate solution of the problem of library service even within their own corporate limits.

In only a few cases do the municipalities make effective efforts to serve people beyond their own boundaries. Various free services to out-of-city residents have been described in the foregoing pages, but except where county funds supplement city funds, nothing approaching a library program for rural areas has been undertaken by a municipality. This fact is not cited as a criticism, for it would hardly be expected that a municipality would attempt to spread its meager funds over a whole county. The point is simply that such books as there are in any given county cannot be made available to all of the citizens of the area—unless, of course, we are speaking of a county library.

The only tenable conclusion concerning the municipal libraries of Texas is that for the most part they are still in a rudimentary stage, and that only a drastic reorientation of the public attitude on the subject will bring the

State to a level with even the states supplying average library facilities. There is reason to believe that this re-orientation is beginning to take place, as evidenced particularly by the agitation for State aid for public libraries, for a regional rather than a municipal or even a county approach to the problem, and for more advanced legislation to replace the present wholly inadequate statute passed over sixty years ago.

This discussion appears to take us rather far afield from the subject of municipal libraries proper. It should be borne in mind, however, that library services are coming to be regarded, as school services have long been regarded, as matters not of purely local concern but of general statewide interest. Even were this not so, there would still be some aspects of municipal library administration which ought to be brought more closely under state supervision than they are at present, if only on the ground that libraries are spenders of public moneys. The Texas municipal library law has been on the statute books for well over half a century and is badly in need of revision. The powers and duties of library boards are not defined; no qualifications are set for the librarian; no standards are established on services; and no reports may be authoritatively required. These are all matters which are held to be of state concern in a considerable number of states, and the condition of Texas municipal libraries is not so healthy that they can be regarded as immune from the need of some state supervision.

The matter of state supervision also raises the question of bringing the libraries more intimately into the structure of the city government. As has been pointed out, many of these institutions now lie on the outskirts of the municipal administration, and the rules which apply to other public enterprises are applied only in part to the libraries. This situation is justified and in fact praised by municipal administrators and librarians alike as serving to "keep the library out of politics." But this supposedly decorous separation from the political arena is somewhat outmoded, for on the one hand the librarians are striving to do no

more than students and progressive practitioners of administration are trying to do throughout the public service, without each endeavoring to set up his own island of administration independent of all the rest; and on the other hand those interested in libraries are seeking more and more to have them regarded as "public things" rather than as private or semi-private institutions of concern only to a few.

The only solution to this problem appears to be for the municipal library to move toward rather than away from the city government, and for the supporters of the library to seek, where it seems needed, reform in city government, rather than divorce from it. Sooner or later the expenditure of public funds comes under the scrutiny of the appropriating body, and departures from this principle, though they may have been of long standing, cannot be permanent. Municipalities are now performing as bona fide public functions many services which are not on a different plane from libraries.

More specifically, this means that municipal libraries should not clamor for a special tax, and should not expect library administration to be turned over completely to a library board chosen by private benefactors, clubs, or associations, or even by the city council or commission itself. The library administration should be responsible to the people whose money is being expended. If the board is found useful, as apparently it is in the majority of cases, it ought of course to be retained, but not as an agency independent of and without responsibility to the city government.

The situation in Austin, where the library board serves in a purely advisory capacity, with the librarian directly responsible to the city manager for library administration, is worthy of the closest study. The charge of politics in the library has not been raised there, nor is there evidence that the advisory library board is less useful to the community, or less interested in the library, than those boards having substantially independent powers in their own hands. The point deserves reëmphasis that there is a profession of

librarianship which calls for administrators as well as scholars, and that a well-trained librarian would seem to be the proper person to be entrusted with the immediate responsibility of library management.

The defense will perhaps be made that the arguments here presented would be forceful if the standards of municipal government were all they might be, and if all municipalities in the State had arrived at the stage of development which a few of the more progressive have reached. This view is not without merit, but a counter-suggestion may be offered. Are librarians and other champions of the library movement, who are vigorously advocating the cause of the public library as an instrument of public education, going to adopt a defeatist attitude on matters of local government, demanding on the one hand greater public support for the library, and on the other complete freedom of the library from the supposedly contaminating influence of organized public action? Surely a strong case can be made out that the advocates of more extensive library services should make common cause with the advocates of good government. On such a basis, the librarians would have less to fear from the evils of politics as they now tend to envisage them, and they would be campaigners not in one but in two excellent causes which have after all a common aim, the strengthening of democratic government.

APPENDIX I

EXTRACT FROM THE CHARTER OF THE CITY OF FORT WORTH

CHAPTER XVII

Department of Public Libraries

Section 1. All public free libraries and reading rooms of the City of Fort Worth shall be under the direct control and supervision of the Board of Trustees of the Fort Worth Public Library Association, which trustees shall be thirteen in number, of which five shall be men and eight shall be women, elected by the duly qualified life members of said association, and any citizen of Fort Worth may become a life member of the Fort Worth Public Library Association upon the payment to said association of the sum of one dollar.

Section 2. The trustees hereinbefore referred to shall be elected for a term of five years, or until their successors have been elected; three shall serve for one year, three for two years, three for three years, three for four years, and one for five years; provided, however, that such elections shall be confirmed by the City Council of the City of Fort Worth, and provided, further, that the present Trustees constituting the said Board at the time this Charter becomes effective, shall continue to serve out their terms, and their successors shall be appointed under this section of the Charter. In the event the City Council shall refuse to confirm the Board of Trustees selected by the Fort Worth Public Library Association, or any one or more of them, then it shall be the duty of the said association to select other members for such places satisfactory to the said City Council, and to continue to present the names of such trustees to the City Council until a board is selected that the City Council does confirm. The said Board of Trustees shall elect from its members a president and vice-president, and also a secretary and treasurer, who may or may not be a member of said Board. The members of said Board shall be qualified voters of the City of Fort Worth, and shall serve without compensation.

Section 3. Said Board shall select and engage a Librarian and such other assistants and employees as may be necessary for the operation, upkeep and maintenance of the libraries and public reading rooms of the City of Fort Worth. The compensation of such Librarian and employees shall be fixed by the said Board, and they shall be subject to removal and dismissal at the pleasure of said Board.

Section 4. An annual tax of three cents on the one hundred dollar valuation of all taxable property situated within the City limits of

the City of Fort Worth shall be annually levied and collected by the City Council for the benefit of the Public Libraries of the City of Fort Worth. The fund arising from said tax levy, together with all sums appropriated by the City Council in the annual budget for library purposes, shall be deposited and kept by the City Treasurer in a separate fund known as the Library fund, and shall be paid out only upon warrants issued by said Board of Trustees, signed by its president and countersigned by its secretary.

Section 5. It shall be the duty of the said Board of Trustees of the Fort Worth Public Library Association to make an annual report to the City Council giving a complete itemized statement of all receipts and expenditures and the purposes for which said expenditures were incurred, and a full detailed statement of the operations of the said association for the current year, together with such recommendations with regard to the work and the extension of the activities of the said association as they may deem advisable.

Section 5a. All moneys paid out by the said association shall be represented by duplicate vouchers, the original of which shall be retained by the said association and duplicate copies thereof delivered to the Commissioner of Accounts at the expiration of each month. All accounts of the said association shall be audited at least once a year by the Commissioner of Accounts of the City of Fort Worth, and oftener if deemed necessary by the said official.

Section 6. No debts shall be incurred by the said association for any year beyond the revenues accruing to the said Library Department from the levy of the three cents tax hereinbefore provided for and such other appropriations as may be set apart in the annual budget for the operation, upkeep and maintenance of this department.

Section 7. The City Council may, on the petition of the Board of Trustees of the Fort Worth Public Library Association, submit to a vote of the people, in conformity with this Charter and the laws of the State of Texas, the issuance of bonds for the purpose of purchasing necessary ground and the erection of buildings that may be deemed necessary in the operation and extension of the Public Library System of the City of Fort Worth, and provide for the necessary interest and sinking fund of said bonds. In the event of the issuance and sale of said bonds, the proceeds thereof shall be credited to the Library Fund, to be administered by said Board of Trustees; but no expenditure on the part of the said association for buildings or grounds, in the event of a bond issue as contemplated under this section, shall be made or incurred by the said Board of Trustees without first obtaining the sanction and approval of the City Council.

Section 8. The said Board of Trustees shall have authority:

(a) To make, adopt and enforce all necessary rules, by-laws and regulations deemed by it necessary for the administration, government and protection of the libraries and reading rooms, and all property belonging thereto.

(b) To define the powers and prescribe the duties and tenure of officers, and to elect all officers and assistants and to remove any one or more of them for causes deemed adequate by the said Board, and to fix the salaries of the said Librarian and employees.

(c) To purchase books, journals, publications and other necessary personal property, to rebind and preserve in proper order the books, documents, journals and other publications, the property of said Public Library.

(d) To order the drawing and payment, upon vouchers certified by the president and secretary, of money from the Library Fund for any authorized expenditures.

(e) To establish such branches of the library and reading rooms as the growth of the City may from time to time demand.

Section 9. Said Board of Trustees shall have authority to contract with the County Commissioners of Tarrant County, Texas, for the extension of the service of said Library throughout the county under the provisions of the Texas County Library Laws.

Section 10. All gifts, bequests or legacies made to the City of Fort Worth for library purposes shall be administered by said Board of Trustees for the benefit of the Public Library System of the City of Fort Worth.

Section 11. It shall be the duty of the said Board of Trustees to coöperate with the School Board, as far as practicable, in arranging for and securing suitable quarters for the location of the new branches of the Public Library system in as many of the new school buildings hereafter to be erected within the City of Fort Worth as said Library Board may deem necessary for the extension of the Branch Libraries within said City to serve the growing needs of the people of said City, and also, as far as practicable, to likewise secure location for as many of the branches of the Public Library system in the school buildings or other public buildings already erected in the limits of the City of Fort Worth.

APPENDIX II*

RESOLUTION BY THE BEXAR COUNTY COMMISSIONERS' COURT PUTTING INTO EFFECT CONTRACT WITH THE SAN ANTONIO PUBLIC LIBRARY

THE STATE OF TEXAS }
COUNTY OF BEXAR }

County Commissioners' Court:

RESOLVED, by the County Commissioners' Court of the County of Bexar, that the said County of Bexar hereby enters into an agreement with the Board of Library Trustees of the Public Library of the city of San Antonio, Texas, for the establishment of a County free library in the manner and form as follows:

This agreement entered into this the 19th of May, A.D., 1936, by the Board of Library Trustees of the Public Library of the City of San Antonio on behalf of said city, party of the first part, and the county of Bexar, by its County Commissioners' Court, party of the second part, witnesseth:

The Board of Library Trustees of the said Public Library of the city of San Antonio agrees to assume the functions of a county free library under the authority of Article 1694, Revised Civil Statutes of Texas, 1925, within the County of Bexar.

Provided: That prior to the inauguration of the county library service provided for in this contract, the head librarian of the said Public Library of the city of San Antonio shall hold or secure from the State Board of Library Examiners a certificate of qualification as a county librarian.

Provided further: That all books and other reading matter in the possession of the said library of the city of San Antonio and all hereafter to be purchased by the said library shall be equally accessible to residents of the city and of the county during the term of their contract.

Provided further: That all property, including books and equipment acquired by the Board of Library Trustees of said Public Library of the city of San Antonio, after the said Public Library of the city of San Antonio assumes the functions of a County Library for the said County of Bexar, and which have been paid for out of County funds, shall, in the event of the termination of this contract, be turned over to the County or such person as it may lawfully designate, but no other books or equipment shall be turned over to the County.

*Resolution passed on March 13, 1936; *Minutes of Bexar County Commissioners' Court*, Vol. 8, p. 340.

In consideration of the foregoing agreement on the part of said Board of Library Trustees of the said Public Library of the city of San Antonio, the said County of Bexar agrees to pay, at the beginning of each fiscal year, or as soon thereafter as apportioned to the County Free Library Fund, into the library fund of said city of San Antonio, the sum of Eight Thousand Dollars, together with such other sums as may be apportioned to the County Free Library Fund, or such other sum as may hereafter be agreed upon by and between the parties hereto, the County of Bexar agrees to pay to the Treasurer of the Board of Trustees of the San Antonio Public Library in twelve equal monthly payments.

In witness whereof the said Board of Library Trustees of the Public Library of the City of San Antonio has caused this agreement to be executed and signed in triplicate by its president and secretary and attested by the seal of said board, and the said County of Bexar has caused it to be so executed by the Judge of its County Commissioners' Court and attested by the seal of said Court, and the signature of the clerk of said Court, the day and year first above written; one copy of the contract to be given to each party to the contract, and one to be sent to the State Librarian. This contract has been duly authorized by an order of the Commissioners' Court duly adopted.

The Board of Library Directors (or Trustees) of the Public Library of the City of San Antonio.

(SEAL)

County of Bexar.

(SEAL)

By: M. M. HARRIS, President.
LUCY CARNAHAN, Secretary.
FROST WOODHULL, County Judge.
GEORGE SURKEY, Clerk.

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2. A Manual of Tax Collection Procedure for Texas Cities
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7. Urban Local Government in Texas
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