ORGANIZATION AND ADMINISTRATION OF STATE LIBRARY AGENCIES

Thesis for the Degree of M. A.

MICHIGAN STATE COLLEGE

John G. Lorenz

1951

This is to certify that the

thesis entitled

Organization and Administration
of State Library Agencies

presented by

John G. Lorenz

has been accepted towards fulfillment
of the requirements for

M. A. degree in Public Administration

Major professor

Date May 21, 1951

O-169

ORGANIZATION AND ADMINISTRATION OF STATE LIBRARY AGENCIES

By

JOHN G. LORENZ

A THESIS

Submitted to the School of Graduate Studies of Michigan State College of Agriculture and Applied Science in partial fulfillment of the requirements for the degree of

MASTER'S DEGREE IN PUBLIC ADMINISTRATION

Department of Political Science and Public Administration

1951

THESIS

6/29/51
Gift

TABLE OF CONTENTS

CHAPTER		PAGE
I.	Introduction	1
II.	Historical Development of State Library Agencies	6
III.	Major Types of State Library Service	12
	A. General state library service	13
	B. State library extension service	16
	C. Archival and/or historical library service	17
	D. State law library service	18
	E. Legislative reference service	19
IV.	Organization of State Library Services	21
	A. General library service	30
	B. State library extension service	39
	C. Archival and/or historical service	45
	D. State law library service	54
	E. Legislative reference service	61
V.	Administrative Problems and Needs of State Library Agencies	69
	A. Small size of individual agencies	69
	B. Multiplicity of library agencies	71
	C. Problems of integration	72
	D. Lack of leadership	75
	E. Need for stronger staff service agency	81
	F. Need for changes in library legislation	82
VI.	State Reorganization and State Library Agencies	86
VII.	Changing Patterns of State Library Organization	102
VIII.	Conclusions	106
	Appendix	123
	Bibliography	314

255912

CHAPTER I

INTRODUCTION

A recent survey by the Social Science Research Council called the Public Library Inquiry has pointed up the importance of the role of state library agencies in the future development of library service in the United States.[1] The survey also disclosed how much need for development there is. Of the findings these are some of the most important: (1) 35,000,000 Americans, most of them living in rural areas, have no access to library facilities; (2) Two-thirds of all villages under 5,000 population have no public libraries; (3) Of 7,408 public libraries in the country, two-thirds are too small to serve their communities properly; (4) Only ten percent of public libraries have sufficient budgets to provide "fair" to "good" services. These conditions are a natural consequence of the fact that libraries depend upon local initiative and funds for their establishment and support, the report states. To remedy the situation, the Public Library Inquiry proposes consolidation of present public libraries into 1,000 well-equipped, well-stocked, well-

---

[1] A survey of public libraries in the United States begun in 1947 by the Social Science Research Council with a grant of $200,000 from the Carnegie Corporation. Dr. Robert D. Leigh headed the survey which resulted in the publication of six books, his own book being the summary volume.

staffed systems to operate on a regional, county, or even state-wide basis.[1]

To effect these changes and bring library service to every citizen of every state will require state-wide planning, changes in state legislation, stronger state library agencies, and increased state aid to libraries as well as federal aid which would be administered by the state library agencies. The Public Library Inquiry concludes:

> Our studies have indicated that library expansion cannot be achieved entirely through the initiative of independent municipal or county units. Nor would it seem likely that there will be a voluntary confederation of the libraries in metropolitan centers to provide a complete service to those areas. State participation in providing local library service, in some form, seems necessary . . . . Some states have demonstrated the value and practicability of larger units of library service by temporarily granting state funds to one or more demonstration areas. A.L.A. (the American Library Association) has proposed that funds be granted by the Federal Government to finance library demonstrations under state auspices. But if Congress passes an appropriation bill for this purpose, its effectiveness will depend directly upon the efficiency of organized and professionally-manned state library agencies. Thus, the state agency remains the strategic center for public library development in the immediate future.[2]

To accomplish the needed changes and become more effective as state agencies, state libraries must become

---

[1]Robert D. Leigh, The Public Library in the United States. (New York: Columbia University Press, 1950), passim.

[2]Ibid., pp.pp. 131-32.

more capable and influential units within state government. Just as the local library gains better community support and becomes a more important community agency be giving better service to its community, so the state library agency must develop its service to state government and in this way build its prestige and strength.

How are these state library agencies, which are so important to the future development of library service in the United States, now organized under their various state governments? How have they developed? What are some of the most important problems facing them today? Does their organization follow any significant pattern? What kind of organization and administration would promise the greatest advantages? These are some of the questions which this study will attempt to answer.

Some of the state library agency organization charts in the Appendix and the tables on organization are taken or revised from the results of a survey made by a committee of the National Association of State Libraries, which is also concerned with the question of state library organization.[1] To further indicate the current interest on this subject, the Executive Board of the American Library Association has recently approved a request of the Library Extension Division that foundation or other funds

---

[1]National Association of State Libraries, Committee on Organization of State Library Agencies in the structure of State Government, Tentative Report. (Albany: New York State Library, 1950).

be sought to do an intensive study of state library agencies. The reasons advanced for the study are:

1. The dearth of current information;

2. The important role the state must play, according to the Public Library Inquiry, in future library development.

3. Questions raised by reorganization studies in twenty-eight states on the place of the library function in state government.

In commenting on this request, Mrs. Loleta D. Fyan, president-elect of the American Library Association, said:

> Actually, the profession as a whole has neglected to give much thought to the functions of the state library agency, either as a direct service institution or in its relations to other libraries. There is such a dearth of information about the library services now provided by the various states that the committee recommended at the recent A.L.A. Midwinter Meeting that immediate steps be taken to obtain foundation or other funds for a comprehensive study of state library agencies as a basis for setting standards and strengthening services.[1]

This study is an attempt, then, to bring together the most recent information available on the organization and administration of the state library agencies in the forty-eight states with the hope that it may provide some groundwork for more intensive analysis. The study is

---

[1]Loleta D. Fyan, "Some Standards for Library Demonstrations," A.L.A. Bulletin, XLIV (1950), 111-12.

mostly quantitative although some qualitative material has been included.

One of the features of the study is the division of state library service into five main functions with the analysis of organization based on this division. Another feature is the analysis of each of the five functions by the branch of state government under which they are performed.

The general impression among librarians has long been that no other state service is organized in as many diverse patterns as state library service. Just how varied these patterns are, this study will analyze. It will also discuss some of the problems and needs arising out of present state library organizations and make some recommendations for change.

CHAPTER II

HISTORICAL DEVELOPMENT OF STATE LIBRARY SERVICES

Nearly all civilized countries have had some sort of a government library. In the United States, shortly after the adoption of the Constitution, there arose a movement among the states for the interchange of laws and legislative journals. Later, court reports and other state publications were included. The care and custody of these books required the formation of a state library. From the character of the books and also because of the fact that the idea of the tax-supported public library had then hardly been thought of, it was natural that the library should have been simply a law library for the use of state officers. This was the beginning of the state library agency. The use of the library also was largely seasonal and so the work of the librarian was generally taken on by some other state officer in addition to his other duties. As a result, he showed little initiative, performing hardly more than the duties of a watch-dog. In Michigan, for example, the janitor, who took care of the legislative chambers, also served as librarian for several of the early years. Oftentimes the library was not heated in winter or even lighted and, in fact, was without any schedule of regular hours for opening.

New Jersey's state library came into existence before 1800; the state libraries of Pennsylvania, Ohio,

and New York followed in the first two decades of the 19th century, and by 1840 practically all states had state libraries. The territories organized since 1836 received appropriations from the United States Congress for the purpose of establishing libraries which should serve the Legislature and Supreme Court. When these territories were admitted to the Union, the territorial libraries became state libraries.[1]

Founded purely for reference use, the state library for many years restricted the loan of books, which were mostly legal texts, to state officers. A report in 1860 on the New York State Library, for example, stated that:

> The library, during the session of the Legislature, should be regarded, chiefly, as an appendage of the Senate and the Assembly rooms, and the admission should be confined to the State officers and Members of the Legislature, and persons introduced by them.[2]

Similar restrictions still exist in several state library agencies today.[3]

With a broadening of interest and activity in the states, other state library services developed. This development came very slowly. We don't have to go back too far to find the first state library agencies beginning to

---

[1]Harrison J. Conant, "The Evolution of the State Library," A.L.A. Bulletin, XX (1926), 330-33.

[2]Report of the Joint Library Committee on the State Library (N.Y. Senate Document 67, Vol. I, 1860), p. 3.

[3]See Appendix.

work in two additional fields, state archival and historical work or general reference work. As late as 1899, Melvil Dewey, librarian of the New York State Library, was still able to say that state libraries "were little better than ciphers." But as state officials demanded more information and books, some states developed general reference and research service, either adding it to the law library service or establishing another agency. The books being in the library, the next step was to make them available to the private citizen. A further development of this idea allowed the books to circulate throughout the state and made the state library a reservoir from which the local public library may draw in case of need. Some idea of this kind was expressed by Mr. Dewey when he also said that the great function of the state library was "to break down the barriers between the citizens of the state and any good book which they wish to read."[1]

It was in the 1890's, too, that state library boards were first organized to carry on library extension activities and encourage the establishment of libraries. As so often happens with a new service, most of these boards were set up independently. A former librarian of the New York State Library analyzed the reasons for this development as follows:

> It is interesting to note the reasons for this uneconomic multiplication of the

---

[1]Conant, op. cit., p. 331.

> state's library agencies. The root of it lies in the old, original idea of the narrow function of the state library, and beyond this, rather a logical result of it, the political control and management of the state library.
>
> This political connection put place-hunters in our state libraries, me who in many cases (though not in all, for there were eminent and honorable exceptions) were looking for the fewest books for the fewest people with the least work. To such men, library extension was repugnant. When the library commission movement began in the early nineties most of the state libraries and their custodians were either indifferent or actively opposed to undertaking this new work of stirring people up to want something they never had heard of, and they did not want the library commission attached to the state library any more than the pioneers themselves of library commission work wanted it there.
>
> As a result a movement took place to create other and new agencies apart from the state libraries, which the pioneers in library extension were either unable to interest or feared to intrust with the new work, and consequently there has grown up this multiplication of agencies which we now deplore.[1]

Library extension work has had the most rapid development of all the state library functions. It was not until 1949, however, that Arizona became the forty-eighth state to provide for state library extension work in its laws. The law is a model one, but it has not, as yet, been implemented by funds and staff.[2]

Although the movement to promote more state responsibility for their archives began over fifty years

---

[1]James I. Wyer, The State Library (Chicago: American Library Association Publishing Board, 1915), p. 5.

[2]See Appendix under Arizona.

ago, there are still a number of states that have not set up central depositories and assigned responsibility. In those states taking action, the general trend has been to turn the permanent preservation of records and historical materials over either to state historical societies or state libraries. In some states where publicly supported state historical societies were already in existence, as in Ohio, Wisconsin, Minnesota, Kansas, Nebraska and Utah, they were made official depositories. Only a few established independent administrative agencies.[1]

We have already noted the initial and traditional service of state libraries as primarily that of law library service. The fundamental need for this service in state government continues in all of the states. However, several of the states have developed little beyond this point and their state libraries are really only state law libraries.[2]

The most recent library service development on the state level, allied to but differing from law library service, has been the legislative reference service created as a result of legislative demand for more technical library assistance, specialized research work and bill drafting. This service, originating in Wisconsin in 1901,

---

[1]Charles M. Gates, "The Administration of State Archives," American Archivist, I (1938), 131-33.

[2]For specific information about state library organization and administration in individual states, see Appendix under the names of the states.

has also in most states been created as a separate agency.

This summary will illustrate the fact that state library services have not grown simultaneously or uniformly but on the contrary, have begun separately and at varying times and have also differed in their subsequent development from state to state.

CHAPTER III

MAJOR TYPES OF STATE LIBRARY SERVICES

The five major areas of state library service with which we are concerned here do not, of course, cover all of the library services offered by state agencies, but they do include the most important types which are performed in most of the states in various degrees.[1]

Some examples of state library service not systematically covered in this study are specialized departmental libraries, usually found under the administration of the departments served, institutional library service, and distribution of books and records for the blind. Nor has a great deal of attention been given to the school library extension program except as it is related to public library extension service. Private, semi-official or administratively established state library agencies have been included in this study only when they wholely or partially perform one of the five major library functions. If they duplicate or overlap considerably the work of an official state agency, they have in most cases been omitted. Most of the private agencies included are in the area of archival and historical library service.

Library extension service offered by some state

---

[1]See Appendix under California for typical examples of work performed under these five functional divisions.

universities have also been omitted. These services are seldom legally established. They are usually begun by university administrative divisions as a service to their alumni or in connection with the extension courses of the university. Service is limited by the demands made on the library collection by the university student body and faculty who naturally receive primary consideration. Borrowing is also limited to alumni, other libraries and established groups. This does not provide for the state resident who has no local library to borrow for him. Then, too, the character of a university library collection would not coincide and comply with the demands made upon a general state library collection now described.

A. General State Library Service.

This is probably the most difficult to define and is also the broadest type of service, hence the term "General." It is also the area of service in which there is the most variety among state library agencies and also the greatest need for study and improvement.[1]

It involves general library reference service not only to state officials, state departments and state employees, but also for libraries and schools out in the

---

[1]Leigh, op. cit., p. 69.

state and state residents without local public library service. The service includes having a general reference and loan collection which can supply answers to most questions received. Supplying specific books, periodicals, documents, pamphlets, clippings, pictures, and other audio-visual materials needed by state personnel, libraries or residents without libraries are also a part of this general library service. It usually includes the more traditional function of exchanging, distributing and collecting state documents as well as developing authoritative collections on state government and state history.

This service should be a translation of the best kind of local public library and special library service to the state level. It would necessarily be based on a large, well-rounded collection of books to serve the information needs of all state departments and supplement the collections of public and school libraries. It would also require a well-trained staff of professional librarians to select, prepare for use, and translate the materials into the answers requested.

Not often included as one of the elements of general library service is the library service which has come to be known as the traveling library service. It has a long history as a state library service and involves the sending of collections of books, usually set collections of mostly recreational books to small libraries, rural schools, community groups where there are no libraries,

state institutions and any place where some reading material or additional books are needed because of lack of local provision or resources. It is usually a case of some books being better than no books. Without direct contact between librarian and reader, it can only be hoped that the books will fit the interests and the reading levels of the recipients. That is why a usual set of books would include a wide variety of types with heavy emphasis on low reading level and recreational reading.

The general philosophy behind traveling library service is that communities receiving this service will develop a greater interest in books and eventually improve or develop their own community or county-wide library service.[1] The service can also be considered a form of state aid. For these reasons, state library extension agencies in many cases operate it. The point made here, however, is that it would operate more efficiently under the general library service which is already dealing primarily with library materials and has the staff to select, process, prepare and distribute those materials.

In brief, a good point of administrative division between two divisions or two agencies is that one handles the materials of library service and the other handles the consultative, advisory, supervisory aspects which are

---

[1]Frank A. Hutchins, Traveling Libraries (Boston: Houghton, Mifflin & co., 1900).

essentially the area of library extension. The tools of library extension work would, of course, have to be excepted.

Debate on this question might well provide the lever which would cause administrative combination of state library general and extension service.

B. State Library Extension Service.

Good public and school library service for the entire state is the primary concern of a state library extension agency. This requires a sound foundation of state legislation; a program to bring library service to all residents through county and/or regional libraries; administration of state grants-in-aid and encouragement of local appropriations for libraries; administration of standards of service; certification program, in-service training, placement service to achieve higher quality personnel; advisory and consultant service on library problems through visits, conferences, publications; collecting statistics and publishing of reports; coordination of services of state and local libraries with other agencies, encouragement of citizen and trustee interest in libraries; publicity and public relations program for libraries; cooperation and coordination with other state library agencies and national library agencies.[1]

---

[1]American Library Association, Library Extension Board, The State Library Agency (5th ed., Chicago: American Library Association, 1945) pp. 3-4. (Mimeographed).

C. Archival and/or Historical Library Service.

Most governments of size and importance, especially if they have been operating for a considerable period of time, have a recognized archival agency or public records office. The idea of such an agency, briefly stated, is that the noncurrent records of enduring value of all branches and offices of the government should be assembled in the legal and physical custody of a specialized agency, preferably in a building constructed and equipped for the purpose, so that they may be protected and given special care, be administered by professionally trained personnel, and be readily available when needed by officials of the government, scholars or others who may have a legitimate need for information in them.

A government, no matter how it may be divided into departments or offices for current administration, is essentially a unit, and it is an advantage to have its noncurrent records centralized so that there is but one place to go for evidence or information in such records, no matter in what department or office they may have originally accumulated. Either before or in the course of the retirement of records to the archival agency a screening process is carried out by which records of no further value are systematically eliminated, thus saving space, money and the intolerable confusion that almost inevitably arises from an unpruned growth. An efficient archival agency serves the government, the scholar and the citizen, and

is worth many times its cost to the taxpayer.

The stress then, here is on the evaluation, collection, preservation, arrangement and indexing for use of state archives, the official public records of all state departments of government. Along with this should go the job of advising and counseling with other units of government to do a good job with their official records.

Many state archival agencies are combined with state historical libraries, the materials written about the state or by persons born or residing in the state. These, too, are materials which should not only be preserved but should be available and arranged for use. These materials are certainly needed to answer many current questions and can contribute much toward giving people of a state greater appreciation of their heritage. Both the archival and historical libraries might very well be included with the general library service but particularly the latter. This state historical library function also entails the responsibility of advising and encouraging local, county and regional communities to do a good job of collecting pertinent and valuable historical materials locally.[1]

D. State Law Library Service.

This is the original and traditional state library

---

[1]Charles M. Gates, "The Administration of State Archives," American Archivist, I (1938), 130-41.

service, beginning with service only to the Supreme Court and Legislature, then to the state departments and officials and finally to judges, lawyers, libraries, students and laymen throughout the state. It involves the collection, use and interpretation of state, federal, local and foreign law publications together with the necessary periodicals, services and indexes giving the latest legal information. State law libraries are usually developed through the exchange of the laws of a particular state for those of all the others. This exchange of law publications might very well be included with the general state document exchange which is usually carried on with all other states and foreign governments by the general state library agency.[1]

E. Legislative Reference Service.

This specialized state library service has developed rather recently as a result of a desire for better government through better legislation based on intelligent study and research and accompanied by bill drafting by trained personnel. The service provides legislators and, in many cases, other state officials and departments with ready access to accurate, complete and unbiased sources of information needed for legislative purposes.

---

[1]Sumner Y. Wheeler, "Law Libraries and the Service Which They Render," A.L.A. Bulletin, XX (1926), pp. 327-330.

Forty-five states have made some provision for legislative reference service to assist their legislators.[1] Following are some of the examples of services provided by some or all: Factual research information, indexes and digests of legislative material, up-to-date reports on the content and status of pending legislation, surveys of state services, comparative study of legislation in other states, statutory revision and assistance in drafting bills.

---

[1]Council of State Governments, The Book of the States, 1950-1951 (Chicago: Council of State Governments, 1950), pp. 125, 128.

CHAPTER IV

ORGANIZATION OF STATE LIBRARY SERVICES

How have the forty-eight states organized their state library services and how are they now being administered? Since the five types of state library service described all concerned books and other informational materials, their distribution and usage, and since all like functions should be integrated and administered by one state agency,[1] a naive political scientist might assume that in the forty-eight states there would be forty-eight state library agencies, one in each state. An idealist might also suppose that in each state the governor would appoint a professional librarian with good training and experience to be the state librarian and he would administer all of the five divisions of service with a staff, all qualified under a civil service system, an excellent collection of materials, a good annual budget with which to give service and develop the collection in a modern, spacious building with the best library tools and equipment.

Nothing could be further from the truth as Table No. 1 will show. This chart gives the names of the agencies in the forty-eight states performing the five state library services with the number of individual agencies

---

[1] A. E. Buck, The Reorganization of State Governments in the United States, (New York: Columbia University Press, 1938), p. 17.

under which the services are organized.[1] In some cases two different agencies each perform part of one service. For example, under the general state library service, there are several states in which one agency will perform only the reference aspect of this work and another that will do only the loaning of books and materials.

The important fact shown by this chart is that in the forty-eight states there are 137 separate state library agencies as administrative units carrying out state library functions. In one state, South Carolina, these five services are decentralized among five different agencies. In fourteen states, four different agencies are required: Alabama, Arkansas, Colorado, Delaware, Illinois, Kansas, Maryland, Minnesota, Missouri, Nebraska, North Carolina, North Dakota, Ohio, and Tennessee.

In seventeen states, three agencies perform them: California, Florida, Georgia, Idaho, Indiana, Massachusetts, Michigan, Mississippi, Montana, New Mexico, Oklahoma, Pennsylvania, South Dakota, Utah, Virginia, West Virginia, and Wisconsin.

In nine states, the five functions are separated

---

[1]Information derived from: James C. Foutts, American Library Laws (2d ed., Chicago: American Library Association, 1943); National Association of State Libraries, op. cit., pp. 9-21; American Library Association, Library Extension Board, op. cit., pp. 21-41; reports by and about various state library agencies and state laws governing them cited in Appendix under individual states.

into two administrative units: Connecticut, Kentucky, Louisiana, Oregon, Rhode Island, Texas, Vermont, Washington and Wyoming.

In only seven states, all the services are centralized in one agency: Arizona, Iowa, Maine, New Hampshire, Nevada, New Jersey, and New York.

An analysis of the administration of all state library agencies shows a picture like this: Of the 137 agencies, 129 are under or connected with some kind of board, commission, committee, bureau, or a state court is included in their administrative organization. The balance have appointive heads, either by the governor, secretary of state, or attorney-general. Training and experience requirements are the exception rather than the rule for the heads of state library agencies. Most of the agencies are not under a civil service system and political influence determines appointments in many cases. Collections of books and other materials have not been evaluated for years in the great majority of state libraries and lack of space for materials and staff is a tremendous general problem. Low budgets for new materials and trained staff also hamper most agencies.

TABLE NO. 1

STATE AGENCIES PERFORMING
STATE LIBRARY FUNCTIONS

	General	Extension	Archives	Law	Legislative Reference	No. of Agencies
Ala.		Pub. Lib. Service Div.	Dept.of Archives and History	State Supreme Court Library	Leg. Ref. Service	4
Ariz.	Dept. of Lib. & Archives*	Dept. of Lib. & Archives*	Dept. of Lib. & Archives*	Dept. of Lib. & Archives*	Dept. of Lib. & Archives*	1
Ark.	Library Commission*	Library Commission*	History Commission*	Supreme Court Library	Legislative Council	4
Calif.	State Library (Dept.of Ed. Div.of Libs.)	State Library (Dept.of Ed. Div.of Libs.)	State Library (Dept.of Ed. Div.of Libs.)	1.State Library 2.Supreme Court Library	1.State Library 2.Office of Leg. Council	3
Colo.	State Library (Dept.of Ed.)*	State Library (Dept.of Ed.)	State Historical Society	Supreme Court Law Library	Leg. Reference Office	4
Conn.	1.Dept. of Ed. (Div.of Lib)-L 2.State Library-R	Dept. of Ed. (Div.of Libs.)	State Library	State Library	State Library	2
Del.	Library Commission-L	Library Commission	Pub. Archives Commission	State Library	Leg. Reference Bureau	4
Fla.	State Library*	State Library	State Library	Supreme Court Library	Leg. Reference Bureau	3

* - Limited service. L - Loan service only. R - Reference service only.

	General	Extension	Archives	Law	Legislative Reference	No. of Agencies
Ga.	1.Dept. of Ed. (Div.of Text-book & Lib. Service)-L 2.State Library-R	Dept. of Ed. (Div.of Text-book & Lib. Service)	Archives & History Div.	State Library	State Library	3
Idaho	State Library Commission	State Library Commission	State Historical Society	Supreme Court Library		3
Ill.	State Library	State Library	1.St. Historical Library-Hist. 2.State Library-Archives	Supreme Court Library	Leg. Ref. Bureau	4
Ind.	State Library	State Library	State Library	Supreme Court Law Library	Leg. Ref. Bureau	3
Iowa	State Traveling Library*	State Traveling Library*	Dept.of History & Archives	State Law Library	State Law Library	1'
Kan.	1. State Library -R* 2.Traveling Lib. Commission-L*	Traveling Lib. Commission*	State Historical Society Lib.	State Library	Legislative Council	4
Ky.	Dept.of Library & Archives	Dept.of Library & Archives	Dept.of Library & Archives	Dept.of Library & Archives	Leg. Research Commission	2
La.	State Library	State Library	State Library	Law Library	State Library	2

' All departments under one ex-officio board.

	General	Extension	Archives	Law	Legislative Reference	No. of Agencies
Maine	State Library	State Library		State Library	State Library	1
Md.	1.St. Library-R 2.Dept.of Ed.-L	Dept. of Ed. (Div.of Lib. Extension)	Hall of Records Commission	State Library	Dept. of Leg. Reference	4
Mass.	1.St. Library-R 2.Div.of Pub.Lib. (Dept.of Ed.)-L	Div.of Public Libraries (Dept.of Ed.)	Secretary of Commonwealth	State Library	State Library	3
Mich.	State Library	State Library	Historical Commission	State Library	Leg. Research Bureau	3
Minn.	1.St. Library-R 2.Dept.of Ed.-L (Lib. Div.)	Dept. of Ed. (Lib. Div.)	Historical Society	State Library	Leg. Research Committee	4
Miss.	State Library-R Library Comm.-L	Library Commission	Dept.of Archives & History	State Library	State Library	3
Mo.	State Library	State Library	St. Historical Society	Supreme Court Law Library	Leg. Ref. Library	4
Mont.	Lib. Extension Commission-L*	Lib.Extension Commission	Historical & Misc. Library	State Law Library	State Law Library	3
Neb.	Library Comm.-L*	Library Comm.	Historical Soc.	State Library	Leg. Council	4
Nev.	State Library*	State Library*	State Library*	State Library	State Library	1
N. H.	State Library	State Library		State Library	State Library	1

	General	Extension	Archives	Law	Legislative Reference	No. of Agencies
N. J.	Div.of St.Lib. Archives & Hist. (Dept.of Ed.)	Div.of St.Lib. Archives & Hist. (Dept.of Ed.)	Div.of St.Lib. Archives &Hist. (Dept.of Ed.)	Div.of St.Lib. Archives & Hist. (Dept.of Ed.)	Div.of St.Lib. Archives & Hist. (Dept.of Ed.)	1
N. M.	State Library Ext.Service-L*	State Library Ext.Service	State Museum Library	State Library	State Library	3
N. Y.	State Library (Dept.of Ed.)	State Library (Dept.of Ed.)	State Library (Dept.of Ed.)	State Library (Dept.of Ed.)	State Library (Dept.of Ed.)	1
N. C.	State Library*	Library Comm.	State Library	Supreme Court Library	Div. of Pub.	4
N. D.	State Library Commission	State Library Commission	Historical Society	Law Library	Leg. Research Commission	4
Ohio	State Library (Dept.of Ed.)	State Library (Dept.of Ed.)	Archeological Historical Soc.	Supreme Court Law Library	Leg. Reference Bureau	4
Okla.	1.State Library-R 2.Library Comm.-L	Library Comm.	Historical Soc. State Library	State Library	State Library	3
Ore.	State Library	State Library	State Library	Supreme Court Library	State Library	2
Penn.	State Library (Dept.of Ed.)	State Library (Dept.of Ed.)	1.State Library 2.History & Museum Lib.	State Library (Dept.of Ed.)	State Ref. Bureau	3
R. I.	State Library	State Library	State Library	State Law Library	State Library	2

	General	Extension	Archives	Law	Legislative Reference	No. of Agencies
S. C.	1.State Library-R 2.State Library Board-L (Ltd.)	State Library Board	St.Historical Commission	Supreme Court Library	Leg. Council	5
S. D.	Free Library Comm.-L (Ltd.)	Free Library Commission	Dept.of History (Historical Soc.)	Supreme Court Law Library		3
Tenn.	1.Div.of St. Lib. & Archives-R 2.Div. of Instr. Material-L	Div. of Instr. Mat. & Lib. Service (Dept.of Ed.)	Div.of St. Lib. & Archives (Dept.of Ed.)	Law Library Commission	Leg. Reference Bureau	4
Texas	State Library	State Library	State Library	Supreme Court Library	State Library	2
Utah			St.Historical Society	Supreme Court Library	Leg. Council	3
Vt.	1.State Library-R 2.Free Pub. Lib. Commission-L	Free Public Library Comm.	State Library-Historical Soc.	State Library	State Library	2
Va.	State Library	State Library	State Library	State Law Library	Div.of State Research and Drafting	3
Wash.	State Library	State Library	State Library	State Law Lib.	State Library	2
W. V.		State Library Commission	Dept.of History & Archives	State Law Library		3

	General	Extension	Archives	Law	Legislative Reference	No. of Agencies
Wis.	Free Library Commission	Free Library Commission	St.Historical Society	State Library	Free Library Commission	3
Wyo.	State Library*	State Library	St.Historical Board	State Library	State Library	2
						137

An administrative analysis of each of the five types of state library service in the forty-eight states follows. Since the appendix includes a brief description of state library administration and organization in each state plus a chart of that organization, this will be a general rather than specific and detailed analysis to see if there is any administrative pattern governing each type of service agency.

A. General Library Service.

The study indicated that the most poorly organized and ineffective of all the state library services is the general reference and loan service. Although some states are doing a superb job, in others the service is very weak or lacking entirely. This is how Dr. Leigh summarized state library service in the Public Library Survey:

> The state library agencies, like municipal and county libraries, vary enormously in budgets, book stock, and personnel - from musty, poorly organized, inadequate collections in charge of untrained librarians to large, well-housed central libraries with professional staffs exercising vigorous leadership among public libraries throughout the state. The latter are in the minority.[1]

As public services have multiplied and the interests of state government broadened,[2] so have their needs for information. State library services developed in the

---

[1]Leigh, op. cit., p. 69.

[2]Austin F. Macdonald, American State Government and Administration (New York: Thomas Y. Crowell Company, 1948), pp. 26-27.

tradition that the only needs of state government were legal and documentary materials and even these books were often kept in locked cases or locked rooms for the use of a special group. Most of the locks have come off the cases and the use of reference collections expanded but there is still a great need for the further broadening of collections to include books and materials to meet all the information needs of state departments. The more progressive state libraries have found that these same materials are of interest to the residents of the state either through their public libraries or to borrow direct if they have no libraries. In fact, the broader and deeper that a state library agency makes its collection, the better service it can give not only to state government but to the entire state. So more than taking the locks off, in some states the state library materials not needed specifically and immediately for reference use in the state capitol are free to go on loan anywhere in the state where they are needed or requested.

But, as has been pointed out, this is an ideal situation existing in only about one-third of the states. In others, this kind of general reference and loan service is not available at all or else is performed in a limited fashion by two different agencies, one usually doing only the reference aspect of the service for state departments and the other (usually the library extension agency) loaning books not only to state personnel but also

mailing books to answer questions or sending titles specifically requested to libraries and residents without libraries out in the state. Quite often extension agencies will do this in conjunction with their traveling library service for rural libraries.[1] This would in itself limit the amount of information service that could be given from the collection since books for traveling library service are not usually the informational type and would not make up a collection with a wide bibliographical choice.

Judging from library laws, reports from the various state library agencies and available figures on their book stock, staff and budgets, we find that there are three states where practically no general library service is offered. In four states, only the general library loan function is performed with no general reference service at all. In twelve states one agency performs both functions in a limited way. In eleven states, it requires two agencies to do both general reference and general loan work and often both of these have limited value. The eighteen states doing an adequate to excellent general library service job are all states that include good library extension program in the same administrative unit.

Table No. 2 analyzes the organization of the general state library function by the branch of government under which it is organized, and the kind of board, commit-

---

[1]Leigh, op. cit., p. 69.

tee or department it is headed by.

The results show that it requires fifty-six state agencies to carry out general state library service in forty-five states. Only six of these agencies are organized under the legislative branch, six under the judicial. The balance are executive agencies, showing the prevalence of this type of organization among state library agencies. All except one of the eighteen agencies giving good or better service are under the executive branch. The exception is the New York State Library which is under a Board of Regents elected by the Legislature. This board is similar to a state board of education but the organization of it is unique with New York State.

The board form of administration dominates the general library service picture heavily. Of the fifty-six agencies, forty-eight have some type of board or commission in a governing or advisory capacity. The other eight are under the governor or some other executive officer.

Thirteen of the fifty-six agencies are under departments of education, three with their own advisory commission. Of the eighteen more successful agencies, nine are under independent commissions, five under education departments and four in the executive branch. There is insufficient evidence to indicate the preferability of any of these types of organization to administer general state library service.

TABLE NO. 2

ORGANIZATION OF GENERAL LIBRARY FUNCTION

State	Name of Agency	Branch of Government	Board or Committee	Department
Alabama				
Arizona	Dept.of Lib. & Archives	Legislative	Bd. of Curators of State Library	Dept. of Lib. & Archives
Arkansas	Library Commission*	Executive	Commission	
California	State Library (Dept. of Ed. Div. of Libs.)	Executive	State Board of Education	Dept. of Ed.
Colorado	State Library (Dept. of Ed.)*	Executive	Board of Education	Dept. of Ed.
Connecticut	Dept. of Ed. (Div. of Lib.)-L	Executive		Dept. of Ed.
	State Library-R	Legislative	State Library Commission	
Delaware	Library Commission-L	Executive	Commission	
Florida	State Library*	Executive	State Library Board	

* - Limited service. L - Loan service only. R - Reference service only.

State	Name of Agency	Branch of Government	Board or Committee	Department
Georgia	Dept. of Ed. (Div. of Textbook & Library Service)-L	Executive	State Board of Education	Dept. of Ed.
	State Library-R	Executive	St.Lib.Advisory Com.	
Idaho	State Library Commission	Executive	Commission	
Illinois	State Library	Executive	Library Advisory Com.	Secretary of State
Indiana	State Library	Executive	State Library and Historical Board	
Iowa	State Traveling Library*	(Executive (Judicial	Library Board	
Kansas	State Library-R*	Judiciary	State Library Board	
	Traveling Lib. Commission-L*	Judiciary	Commission	Supreme Court
Kentucky	Dept. of Library & Archives	Executive		Dept. of Library & Archives
Louisiana	State Library	Executive	Board of Commissioners	
Maine	State Library	Executive		
Maryland	State Library-R	Executive	Library Committee	
	Dept. of Ed.-L	Executive	Board of Education	Dept. of Ed.

State	Name of Agency	Branch of Government	Board or Committee	Department
Massachusetts	State Library-R Div. of Public Libraries-L	Executive Executive	Board of Trustees Board of Free Library Commissioners	 Dept. of Ed.
Michigan	State Library	Executive	State Board for Libraries	
Minnesota	State Library-R Dept. of Ed.-L (Lib. Div.)	Judiciary Executive	 State Board of Education	Supreme Court Dept. of Ed.
Mississippi	State Library-R Library Comm.-L	Legislative Executive	Commission Commission	
Missouri	State Library	Executive	Advisory Board	Dept. of Ed.
Montana	Library Extension Commission-L*	Executive	Commission	
Nebraska	Library Comm.-L*	Judiciary	Commission	
Nevada	State Library*	Executive	Commission	
New Hampshire	State Library	Executive	Commission	
New Jersey	Div. of St. Lib. Archives & History (Dept. of Ed.)	Executive	Advisory Council	Dept. of Ed.
New Mexico	State Library Extension Serv.-L	Executive	Commission	

State	Name of Agency	Branch of Government	Board or Committee	Department
New York	State Library (Dept. of Ed.)	Legislative	Board of Regents	State Ed. Department
North Carolina	State Library*	Executive	Commission	
North Dakota	State Library Commission*	Executive	Board of Administration	
Ohio	State Library	Executive	State Library Board	Dept. of Ed.
Oklahoma	State Library-R Library Comm.-L	Judiciary Executive	 Commission	
Oregon	State Library	Executive	State Library Board	
Pennsylvania	State Library	Executive		Dept. Public Instruction
Rhode Island	State Library	Executive		Sec'y. of State
South Carolina	State Library-R State Library Board-L (Ltd.)	Legislative Executive	Board of Trustees Board of Directors	
South Dakota	Free Library Commission-L (Ltd.)	Executive	Commission	
Tennessee	Div.of St. Lib. & Archives-R	Executive	Board of Education	Dept. of Ed.
	Div. of Instr. Materials-L	Executive	Board of Education	Dept. of Ed.

State	Name of Agency	Branch of Government	Board or Committee	Department
Texas	State Library	Executive	Library & History Commission	
Utah				
Vermont	State Library-R Free Public Lib. Commission-L	Legislative Executive	Board of Trustees Commission	
Virginia	State Library	Executive	State Library Board	
Washington	State Library	Executive	Commission	
West Virginia				
Wisconsin	Free Library Commission	Executive	Commission	
Wyoming	State Library*	Executive		

B. State Library Extension Service.

This state library service was begun in the early 1890's and in most cases was first organized under independent state library commissions or boards according to the "practice of making every new activity the excuse for a new agency to administer it . . . ."[1]

Although there have been many changes in organization in individual states through the years, the commission or board form still dominates in the state library extension field. Some of the boards have taken over some of the other state library functions, particularly loan and reference work of the general library service but there are still thirty-one independent boards or commissions heading state library extension work. As one of their functions, Table No. 3 indicates that sixteen states have independent agencies doing library extension, occasionally with some book loan and general reference service. Thirty states include library extension work under an agency charged with other functions. Twelve of these are under state departments of education. Two others are under the Secretary of State and one under the Supreme Court. Alabama's unusual organization is described in some detail in the Appendix.[2] In the case of Utah, library extension work is mentioned in the law of the state

---

[1]Macdonald, op. cit., p. 311.

[2]See Appendix under Alabama.

but no record of current implementation of any kind was found so the service was omitted from this account.

The recent changes of state library extension organization in New Jersey[1] and Missouri[2] seem to both follow and indicate the trend. In both these states, changes in state constitutions resulted in the abolition of the independent library extension boards and the placing of the service along with other state library services under the state department of education. In both cases, advisory boards for the centralized state library agency were set up. In New Jersey the law actually carried over the same library extension board as the new advisory board.

To indicate the trend still exists, a legislative committee studying reorganization in Michigan, introduced legislation in the 1949 session to abolish the State Board for Libraries which administers the general library service, extension and law library service. The functions of the State Board for Libraries were to be transferred to an elected State Board of Education.[3]

---

[1]New Jersey, Annual Report of the State Board of Education and the Commissioner of Education to the Legislature 1946, pp. 75-80.

[2]Missouri, Proposed New Constitution Adopted by the 1943-1944 Constitutional Convention of Missouri, 1944, pp. 54-57.

[3]Michigan, House Bill No. 6, 1949, p. 1-2.

TABLE NO. 3

ORGANIZATION OF EXTENSION FUNCTION

State	Name of Agency	Branch of Government	Board or Committee	Department
Alabama	Public Library Service Division	Executive	Executive Board	Dept. of Archives & History
Arizona	Dept. of Library & Archives	Legislative	Bd.of Curators of St. Lib.	Dept. of Library & Archives
Arkansas	Library Commission	Executive	Commission	
California	State Library	Executive	State Board of Education	Department of Education
Colorado	State Library	Executive	Board of Education	Department of Education
Connecticut	Dir. of Libraries	Executive		Department of Education
Delaware	Library Commission	Executive	Commission	
Florida	State Library	Executive	State Library Board	
Georgia	Text Book & Library Division	Executive	State Board of Education	Department of Education
Idaho	State Library Commission	Executive*	Commission	

* - See state's organization charts.

State	Name of Agency	Branch of Government	Board or Committee	Department
Illinois	State Library	Executive*	Lib. Advisory Committee	Sec'y of State
Indiana	State Library	Executive	State Library & Historical Board	
Iowa	Traveling Library	Exec-Judiciary	Library Board	
Kansas	Traveling Library Commission	Judiciary	Commission*	Supreme Court
Kentucky	Dept. of Library & Archives	Executive		Dept. of Library & Archives
Louisiana	State Library	Executive	Board of Commissioners	
Maine	State Library	Executive		
Maryland	Division of Library Extension	Executive	Board of Education	Dept. of Ed.
Massachusetts	Div. of Public Libraries	Executive	Board of Free Library Comm.	Dept. of Ed.
Michigan	State Library	Executive	State Board for Libraries	
Minnesota	Library Division	Executive	State Board of Education	Dept. of Ed.
Mississippi	State Library Commission	Executive	Commission	

State	Name of Agency	Branch of Government	Board or Committee	Department
Missouri	State Library	Executive	Advisory Board*	Dept. of Ed.
Montana	State Library Ext. Commission	Executive	Commission	
Nebraska	Library Commission	Executive	Commission	
Nevada	State Library	Executive	Commission	
New Hampshire	State Library	Executive	Commission	
New Jersey	Div. State Library, Archives & History	Executive	Commission	
New Mexico	State Library Comm.	Executive	Commission	
New York	State Library	Legislative	Board of Regents	St. Ed. Dept.
North Carolina	Library Commission	Executive*	Commission	
North Dakota	State Library Comm.	Executive	Bd. Administration	
Ohio	State Library	Executive	State Library Board	Dept. of Ed.
Oklahoma	Library Commission	Executive	Commission	
Oregon	State Library	Executive	State Library Board	
Pennsylvania	State Library	Executive	Council of Education	Dept. Public Instruction

State	Name of Agency	Branch of Government	Board or Committee	Department
Rhode Island	State Library	Executive*		Sec'y. of State
South Carolina	State Library Board	Executive	Board of Directors	
South Dakota	Free Library Comm.	Executive	Commission	
Tennessee	Div.of Instructional Materials & Lib.Serv.	Executive	Board of Education	Dept. of Ed.
Texas	State Library	Executive	Library & History Comm.	
Utah				
Vermont	Free Public Library Commission	Executive	Commission	
Virginia	State Library	Executive	State Library Board	
Washington	State Library	Executive	Commission	
West Virginia	Library Commission	Executive	Commission	
Wisconsin	Free Library Commission	Executive*	Commission	
Wyoming	State Library	Executive		

C. The Archival and/or Historical Library Service.

The archival library function has been considered the more important aspect of the two services here since it involves a more specialized service than the historical library service and one that is probably more essential to the efficient management of state government. Then, too, much historical material has either been included in the general reference library collections or in private societies and university collections.

The organization of these services presents a considerable variety. In some states where publicly supported state historical societies were already in existence, such as in Kansas, Minnesota, Nebraska, Ohio, Oklahoma, Utah and Wisconsin, they were made official repositories. In other states, state commissions or departments were created, usually under the executive branch. Thus Alabama, Georgia, Mississippi and West Virginia have their Departments of Archives and History, and Delaware, Michigan, Pennsylvania and South Carolina have their Commissions. Other states have legally included the archives and historical services in another state library agency in Arizona, California, Connecticut, Florida, Illinois, Indiana, Louisiana, New Jersey, New York, North Carolina, Oregon, Tennessee, Texas, Virginia and Washington. Only in a very few cases, notably Delaware and Maryland, have archives been set up as independent administrative agen-

cies. In two states, Massachusetts and Rhode Island, archivists have been appointed in the Secretary of State's office but these are not broad, state-wide programs. When you consider that three archival programs are in divisions of departments of education, New Jersey, New York, and Tennessee, you begin to realize how varied the picture is.[1]

What will the future bring? Reorganization studies will doubtless bring greater emphasis on state record management to increase management efficiency. It would seem advisable for state library agencies already in archives work to expand into a complete records management program if not already doing this work.[2] Since reorganization recommendations are also emphasizing increased executive and administrative control over state agencies and stressing the need for fewer departments of state government, it is very likely tnat the importance of the private or semi-private historical and archival libraries will decrease and their functions transferred to another existing agency. The same fate may be in store for the independent state agencies performing the archival and historical function alone. In New Jersey, these services were put under the Department of Education as a division

---

[1]Gates, op. cit., pp. 130-41.

[2]Margaret C. Norton, "Organizing a New State Archives Department," Illinois Libraries, XXVIII (1946), 496-503.

of the department.[1] The same effort has been made as the result of reorganization studies in at least two other states, Connecticut[2] and Michigan.[3] Legislation to put archives and historical work as well as general library and library extension service under education were defeated in both.

A more advisable alternative to these recommendations would be integration of all state library services in one agency. Work with archives and historical materials requires many of the same techniques used in library work. These materials have great value in general reference work and are often indispensable to state libraries. Even in the area of extension, there are similarities in the state library, archives and historical agencies, all working to encourage local communities to do a better job in their respective fields. Since these agencies and their interests are more closely allied to each other than either of them are to the schools and their interests, one strong library and archives agency would result in better state agency organization.

There has actually been a move in New York to separate archives from the state library agency. This change was made on the federal level several years ago, National

---

[1]New Jersey, op. cit., p. 76.

[2]Connecticut, The Report, 1950, pp. 92-93.

[3]Michigan, op. cit.

Archives being set up independently of the Library of Congress. In 1948, the State Librarian of New York was able to say:

> I do note with pleasure that the archivist of the United States has been converted to the library point of view, that there is a fundamental unity in records of our civilization, be they printed or manuscript, be they official or unofficial.[1]

At the present time, thirty-one archival and historical agencies are in the executive branch although executive control is rather remote in some cases. Two of these agencies are in Illinois, one having the archival function under the State Library and the other the historical function under the Historical Society. In eight states, private societies supplement the work of two legally established state agencies, one legislative and one judicial. In five additional states, the archival function is under the legislative branch. In Iowa there is a combination of executive and judicial control.

Of a total of forty-six of the states performing archives and historical work (Maine and New Hampshire lacking) there are forty-nine agencies, with a great majority in the executive branch but more private agencies than found for any other state library service. Again there is a preponderance of boards and commissions included in administration of the state agencies, there being

---

[1]National Association of State Libraries, Proceedings and Papers, 1948-49 (Rochester, N. Y., 1949), p. 35.

thirty-nine out of a total of forty-nine. A total of five are under education departments.

TABLE NO. 4

ORGANIZATION OF ARCHIVAL AND HISTORICAL FUNCTION

State	Name of Agency	Branch of Government	Board or Committee	Department
Alabama	Dept. Archives & History	Executive	Board of Trustees	Dept. Arch. & History
Arizona	Dept. Library & Archives	Legislative	Board of Curators of State Library	Dept. Lib. & Archives
Arkansas	Ark. Historical Commission	Executive	Commission	
California	State Library	Executive	State Board of Education	Dept. of Ed.
Colorado	State Historical Society	Executive*	Board of Education	Dept. of Ed.
Connecticut	State Library	Legislative	State Library Comm.	
Delaware	Public Archives Commission	Executive	Commission	
Florida	State Library	Executive	State Library Board	
Georgia	Dept.Archives & Hist. Library	Executive		Sec'y. of State
Idaho	State Historical Society	Executive	Board of Trustees	

* - See State's Organization Chart.

State	Name of Agency	Branch of Government	Board or Committee	Department
Illinois	1.St. Historical Society 2.St. Library Archives	Executive	1.State Library & Historical Board 2.State Library Advisory Comm.	Sec'y. of State
Indiana	State Library	Executive	State Library & Historical Board	
Iowa	Dept. History & Archives	Executive-Judiciary*	Library Board	
Kansas	State Historical Society	Private*	Board of Directors	
Kentucky	Dept. Library & Archives	Executive		Dept. Library & Archives
Louisiana	State Library	Executive	Board of Commissioners	
Maine				
Maryland	Hall of Records Commissioners	Executive	Commission	
Massachusetts	Secretary of Commonwealth	Executive		Secretary of Commonwealth
Michigan	Michigan Historical Comm.	Executive	Commission	
Minnesota	Minnesota Historical Society	Private*		

State	Name of Agency	Branch of Government	Board or Committee	Department
Mississippi	Dept. Archives& History	Private	Board of Trustees	
Missouri	State Historical Society	Private*		
Montana	Historical & Miscellaneous Library	Executive*	Board of Trustees of Historical Society of Montana	
Nebraska	Nebraska Historical Society	Private*		
Nevada	State Library	Executive	Commission	
New Hampshire				
New Jersey	Div. of St. Library Arch. & Hist.	Executive	Advisory Council	Dept. of Ed.
New Mexico	State Museum Library	Executive	Board of Regents	
New York	State Library	Executive	Board of Regents	St. Ed. Dept.
North Carolina	State Library	Executive	Board	
North Dakota	State Historical Society	Private	Board of Directors	
Ohio	Arch. and Historical Soc.	Private	Board	

State	Name of Agency	Branch of Government	Board or Committee	Department
Oklahoma	State Library	Executive	State Library Board	
Pennsylvania	Historical & Museum Comm.	Executive	Commission	
Rhode Island	State Library	Executive		Sec'y. of State
South Carolina	State Historical Commission	Legislative	Board	
South Dakota	Dept. of History	Legislative*	Historical Society	
Tennessee	Div. State Library & Archives	Executive	Board of Education	Dept. of Ed.
Texas	State Library	Executive	Library & Historical Comm.	
Utah	State Historical Society	Executive	Board of Control	
Vermont	1.State Library 2.Historical Society	Legislative Private	Board of Trustees Board of Curators	
Virginia	State Library	Executive	Library Board	
Washington	State Library	Executive	Commission	
West Virginia	Dept. of Arch. & History	Executive		
Wisconsin	Historical Society	Private	Board of Curators	
Wyoming	St. Historical Bd.	Executive		

D. State Law Library Service.

This is, of course, the original and traditional state library function and all of the forty-eight states now offer some degree of law library service. In many states, service and use of the collection is still restricted to state officers but, in general horizons of service have broadened even though staffs and budgets may still be limited.

In nineteen states, when many of these law libraries were established, there was little intention that there would even be any other state library service offered. As a result, many of them were called the state library, and nineteen of the state library agencies giving law library service today, and in some cases, only law library service, are still called the state library. This causes a good deal of confusion and a few states have gone to the trouble of officially changing the name of the state library to the state law library.

It wasn't until 1946 that Louisiana finally passed a legislative act changing the name of the State Library to the Law Library of Louisiana and the name of the Library Commission, which actually gives the general library and extension service, was changed to the State Library. This did help to clear up the picture tremendously and the right mail is now delivered more often to the right

agency.[1]

The judicial branch of government dominates the administration of state law libraries with the supreme court most often directing activities and the clerk of the court, in many cases, acting also as the librarian. This form of organization is one of the reasons many law libraries are limited in their services. The justices of the court and also the clerk would naturally have many other responsibilities and duties, nor can such personnel be expected to have the interest and technical training to administer a law library effectively.

In thirteen states, law library service is now in the executive branch of government. These law libraries tend to have stronger collections. In several states such as Georgia, Kentucky, Maine, Michigan and New Jersey, the law library service is part of a larger state library agency which gives broad general library service as well. In California there are two state agencies, both giving law library service, the State Library under the executive bfanch and the Supreme Court Library under the judiciary. The State Library in this case has an excellent collection with a professionally trained staff giving the best type of law library service. The Supreme Court Library is probably a small agency, not even being mentioned in the

---

[1]Louisiana, Twelfth Biennial Report of the Louisiana State Library, 1946-47, 1948, p. 9.

latest directory of American libraries.[1]

The legislature now is responsible for law library service in only five states. Iowa is an exception with its combination of executive and judicial organization.

Again in law library service, board organization dominates because in this type of service the supreme court, in so many cases, acts as the library's board, determining the rules and regulations for the library. These probably should be considered ex-officio boards since the judges are members by virtue of their office and they serve primarily another official function.

---

[1] American Library Directory (New York: R. R. Bowker Co., 1948).

TABLE NO. 5

ORGANIZATION OF LAW LIBRARY FUNCTION

State	Name of Agency	Branch of Government	Board or Committee	Department
Alabama	State Supreme Court Library	Judicial		Supreme Court
Arizona	Dept. Library & Archives	Legislative	Bd. of Curators of St. Library	Dept. Library & Archives
Arkansas	Supreme Court Lib.	Judiciary		Supreme Court
California	State Library Supreme Court Lib.	Executive Judiciary	State Board of Ed.	Dept. of Ed. Supreme Court
Colorado	Supreme Court Lib.	Judiciary		Supreme Court
Connecticut	State Library	Legislative	St. Library Com.	
Delaware	State Library	Executive		
Florida	Supreme Court Lib.	Judiciary		Supreme Court
Georgia	State Library	Executive	State Library Advisory Comm.	
Idaho	State Law Lib.	Judiciary		Supreme Court
Illinois	Supreme Court Lib.	Judiciary		Supreme Court

* - See State's Organization Chart.

State	Name of Agency	Branch of Government	Board or Committee	Department
Indiana	Supreme Court Lib.	Judiciary		Supreme Court
Iowa	State Law Library	Exec-Judiciary*	Library Board	
Kansas	State Library	Judiciary	St. Library Board	Supreme Court
Kentucky	Dept. Library & Archives	Executive	Law Lib. Trustees	Dept. Library & Archives
Louisiana	Law Library	Executive*		Dept. of Justice
Maine	State Library	Executive		
Maryland	State Library	Executive	Library Comm.*	
Massachusetts	State Library	Executive	Bd. of Trustees	
Michigan	State Library	Executive	State Board for Libraries	
Minnesota	State Library	Judiciary		Supreme Court
Mississippi	State Library	Legislative*	St. Library Board	
Missouri	Supreme Court	Judiciary		Supreme Court
Montana	State Law Library	Judiciary	Board*	Supreme Court*
Nebraska	State Library	Judiciary	Bd. of Directors*	Supreme Court
Nevada	State Library	Executive	Commission	
New Hampshire	State Library	Executive	St. Library Comm.	

State	Name of Agency	Branch of Government	Board or Committee	Department
New Jersey	Div.State Library, Arch. & History	Executive	Advisory Council	Dept. of Ed.
New Mexico	State Library	Judiciary	Board of Trustees	Supreme Court
New York	State Library	Legislative	Board of Regents	St. Ed. Dept.
North Carolina	Supreme Court Lib.	Judiciary		Supreme Court
North Dakota	Law Library	Judiciary		Supreme Court
Ohio	Supreme Court Law Library	Judiciary		Supreme Court
Oklahoma	State Library	Judiciary		
Oregon	Supreme Court Lib.	Judiciary		Supreme Court
Pennsylvania	State Library	Executive	Council of Ed.	Dept. Public Instruction
Rhode Island	State Law Library	Judiciary		Supreme Court
South Carolina	Supreme Court Lib.	Judiciary		Supreme Court
South Dakota	Supreme Court Law Library	Judiciary		Supreme Court
Tennessee	Law Libraries	Judiciary	Law Library Comm.	Supreme Court*
Texas	Supreme Court Lib.	Judiciary		Supreme Court
Utah				

State	Name of Agency	Branch of Government	Board or Committee	Department
Vermont	State Library	Legislative	Board of Trustees	
Virginia	State Law Library	Judiciary		Supreme Court
Washington	Law Library	Judiciary	State Law Library Commission	Supreme Court*
West Virginia	Law Library	Judiciary		Supreme Court
Wisconsin	State Library	Judiciary	Board of Trustees	Supreme Court*
Wyoming	State Library	Executive		

E. Legislative Reference Service.

This is the most recently developed of all the state library services. The Wisconsin legislature established the first of such services in 1901.[1] Today forty-five states have this service. Twenty-two created new agencies and twenty-three assigned legislative reference work to an already existing one.

The state legislative reference agencies vary in their organizational structures as well as in their specific services. A majority of them are subordinate branches of the state library or state law library. This method of organization is most common when the bureau does little or no bill drafting. In several states where drafting is a major activity - notably in Illinois, Indiana, Michigan, Ohio, and Pennsylvania - the bureau is independent of the library. Special arrangements which exist in a few states have placed the legislative reference function in the attorney-general's department in Colorado and in the secre- of state's department in North Carolina.

In recent years the organization of legislative reference functions has been affected measurably by the development of legislative councils. The Council of State Governments reports:

Most of the legislative council laws adopted

---

[1]Horace E. Flack, "History and Growth of Legislative Reference Libraries," Special Libraries, XXXII (1941), 294.

> since 1943 provide in one way or another for coordinating the legislative council and legislative reference functions and activities. The laws in several states, including Arkansas, Florida, Kentucky, Missouri, Nebraska, Nevada, North Dakota, South Carolina, and Utah, integrated these facilities in order that all members of the legislature might be served. In Minnesota, reference services are given by the Legislative Research Committee; in several other states the legislative reference activities have been coordinated with the programs of legislative councils.[1]

It is possible that with good leadership more funds and staff, most of the legislative reference and legislative council services could have been assigned to existing state libraries or state law libraries. As has been noted, many of them were so assigned since the libraries were already performing similar service. The subject is by no means settled as evidenced by the fact that at the 1949 meeting of the National Association of State Libraries the New Jersey State Librarian warned:

> There is a real and present danger that many of the states which are contemplating the idea of establishing legislative councils will, in some instances, by-pass already existing facilities that might be employed to provide the needed legislative research. To be more specific, I say that unless our state libraries are alert to this possibility and take the initiative in providing effective reference service to their legislators, they may find themselves withering on the vine, in so far as legislative reference is concerned. It behooves all of us who believe that legislative reference forms a keystone of legitimate state library activities to take positive action on this matter

---

[1]Council of State Governments, op. cit., p. 128.

in our respective states.[1]

In setting up independent legislative reference service, some state legislatures may have felt the need of an agency over which they could have full control. This need is reflected in part of the law setting up the Virginia Division of Statutory Research and Drafting.

> Neither the Director nor any employee of the division shall reveal to any person outside of the division the contents or nature of any such request or statements except with the consent of the person signing the request.[2]

This kind of caution is not general since, in twenty-three states, the legislative reference service is included in other state library agencies. California, for example, has a good legislative reference section in its State Library but also has an Office of Legislative Counsel that works directly with the legislature. Thirteen state legislatures have assigned the service to their law libraries and six have, more unusually, assigned it to their general library service agency. The California, New Jersey and New York state libraries which have all of the state library services including legislative reference are also all under state education departments.

The dominant trend and pattern, however, is that legislative reference services be established under the

---

[1]National Association of State Libraries, Proceedings and Papers, 1948-49 (Rochester, N.Y., 1949), p. 8.

[2]See Appendix under Virginia.

legislature either independently or in conjunction with legislative councils. The primary function which they perform which is not usual in state law or general library service is bill drafting. This, however, should not make it impossible to include this service in a strong, integrated state library agency.

TABLE NO. 6

ORGANIZATION OF LEGISLATIVE REFERENCE SERVICE

State	Name of Agency	Branch of Government	Board or Committee	Department
Alabama	Legislative Ref. Service	Legislative	Legislative Council	
Arizona	Dept. Library & Archives	Legislative	Board of Curators of State Library	Dept. Library & Archives
Arkansas	Legislative Council	Legislative		
California	State Library & Office of Leg. Council	Executive Legislative	State Board of Education	Dept. of Ed.
Colorado	Legislative Ref. Office	Executive*		Attorney-General
Connecticut	State Library	Legislative	State Library Com.	
Delaware	Leg. Ref. Bureau	Legislative		
Florida	Leg. Ref. Bureau	Legislative	Legislative Council	
Georgia	State Library	Executive	State Library Advisory Committee	
Idaho				

* - See state's organization chart.

State	Name of Agency	Branch of Government	Board or Committee	Department
Illinois	Leg. Ref. Bureau	Legislative	Leg. Ref. Bureau	
Indiana	Legislative Bureau	Legislative*		
Iowa	State Law Library	Exec-Judiciary*	Library Board	
Kansas	Legislative Council	Legislative		
Kentucky	Leg. Research Comm.	Legislative		Dept. Library & Archives
Louisiana	State Library	Executive	Board of Comm.	
Maine	State Library	Executive		
Maryland	Dept. Leg. Ref.	Executive		
Massachusetts	State Library	Executive	Board of Trustees	
Michigan	Leg. Service Bureau	Legislative	Advisory Board* Executive Board	
Minnesota	Leg. Research Comm.	Legislative		Supreme Court
Mississippi	State Library	Legislative*	State Library Board	
Missouri	Committee on Legislative Research	Legislative	Committee	
Montana	State Law Library	Judiciary	Board*	Supreme Court*
Nebraska	Legislative Council	Legislative	Council	

State	Name of Agency	Branch of Government	Board or Committee	Department
Nevada	State Library	Executive	Commission	
New Hampshire	State Library	Executive	State Library Comm.	
New Jersey	Div.State Library Arch. & History	Executive	Advisory Council	Dept. of Ed.
New Mexico	State Library	Judiciary	Board of Trustees	Supreme Court
New York	State Library	Legislative	Board of Regents	State Ed. Dept.
North Carolina	Div. Publications	Executive*		Sec'y. of State
North Dakota	Leg. Research Com.	Legislative		
Ohio	Leg. Ref. Bureau	Legislative	Leg. Ref. Board	
Oklahoma	State Library	Judiciary		
Oregon	State Library	Executive	State Library Board	
Pennsylvania	Leg. Ref. Bureau	Legislative		
Rhode Island	State Library	Executive		Sec'y. of State
South Carolina	Legislative Council	Legislative		
South Dakota				
Tennessee	Leg. Ref. Bureau	Legislative		
Texas	State Library	Executive	Library & History Commission	

State	Name of Agency	Branch of Government	Board or Committee	Department
Utah	Legislative Council	Legislative		
Vermont	State Library	Legislative	Board of Trustees	
Virginia	Div. of Statutory Research & Drafting	Legislative*		
Washington	State Library	Executive	Commission	
West Virginia				
Wisconsin	Free Library Comm.	Executive	Free Library Comm.	
Wyoming	State Library	Executive		

CHAPTER V

ADMINISTRATIVE PROBLEMS AND NEEDS OF STATE LIBRARY AGENCIES

A report prepared for a national advisory committee on education in 1938 concluded that:

> A general appraisal of the record of the states in library service must conclude that they are the weakest link in the chain of library development. Not more than ten or twelve states have succeeded in establishing state library services of first rank.[1]

Although progress has been made, fundamentally the situation remains the same today. In the face of the trend toward reorganization in most of the states today, what are the important problems and needs facing state libraries today?

A. Small Size of Individual Agencies.

This is the factor which makes state library agencies most vulnerable in state government today. The trend toward larger and fewer state departments threatens to absorb or eliminate them.

There are some state library agencies, particularly those giving only law and limited general library services with annual budgets of less than $10,000 and a staff of only one person. The state library in South Carolina, for example, has only the state librarian as staff. In 1948 the total budget for this library was lit-

---

[1] Library Service, "Staff Study," No. 11, prepared for the Advisory Committee on Education (Washington. Government Printing Office, 1938), p. 20

tle more than the librarian's salary and the total collection consisted of 140,000 volumes with no change in quantity reported since 1945. The only legal qualifications for the position of state librarian are: ". . . any woman, resident of the State two years, who has attained the age of twenty-one years."[1] The legislature still elects and re-elects the state librarian every four years. She operates under an ex-officio Board of Trustees consisting of the governor, secretary of state and superintendent of public instruction. It is rather easy to understand how relatively minor and unimportant this agency would seem in the total governmental picture in South Carolina.

But even the largest, most integrated, successful and progressive state library agencies have not as yet approached annual appropriations of a million dollars over and above state aid appropriations, nor have total staff members of any agency much exceeded one hundred. Considering the multitude and importance of the functions such centralized agencies should be performing, one million dollars would not seem like an unreasonable budget. However, there is no doubt but that these larger agencies have achieved a much more secure and respected position in their respective states and, in general, can keep their appropriations more in line with increased costs and services.

---

[1]South Carolina, Constitution, 1868, art. XIV, sec. 1.

B. Multiplicity of State Library Agencies.

Four or five small independent agencies all performing some kind of state library service would certainly cause any state reorganization expert to recommend elimination, combination, or integration of these individual agencies.

South Carolina can again serve as a good bad example. In addition to the State Library just described, there are at least four other state library agencies each bidding for funds from the same state budget. There is a State Public Library Association under a Board of Directors which administers library extension work. A third agency is the Supreme Court Library which is in the custody of the clerk of the court who employs a "suitable" person annually to attend to it. Fourth is the State Historical Commission which handles the archives and historical materials. Fifth is a Legislative Council which does legislative reference. In addition to these five, the state education department would be looking for funds to support its school library consultant function.

There is also a sixth state agency which gives library service to the public libraries of the state unofficially because of the inability of any other agency to do it. That is the library of the state university which sends out books in answer to specific requests. In several other states, where there is a similar lack of good general library service in a state library agency, the state university or

sometimes the public library in the largest city fills the gap. Two more examples of this are the University of Colorado Library and the Salt Lake City Public Library in Utah.

Other states that also have a hodge-podge of library agencies are Delaware, Kansas and North Dakota. All of these are characterized by weak programs and low budgets. The Kansas State Library is under the Supreme Court serving as directors. The law still specifies the title and salary of every position in the library. The Supreme Court also appoints the members of the library extension board on which the state librarian serves as ex-officio chairman. In addition there is an Historical Society and a Legislative Council in the state.

The need for fewer state library agencies is obvious. Several states, including Kansas and Tennessee, are now officially studying their state library organization and will recommend changes in organization to their legislatures.

C. Problems of Integration.

Integration of state library agencies is the obvious way of getting larger state library agencies and eliminating multiplicity.. If the integration is well-planned it should also result in a stronger agency, more efficiently organized and administered.

This is how the American Library Association sees the problem:

> The trend in recent years is clearly away from many scattered library agencies toward one strong agency. Reorganization

> has come on the initiative of library leaders or as part of a general reorganization of state administration or on the recommendation of a surveying or research agency. It is a trend to be welcomed, provided the consolidation is wisely conceived. Operation of intimately related functions by several administrative agencies is contrary to the best governmental principles, and conflicts and overlappings are inevitable. One strong agency can in general have higher standing and better financial support than a number of smaller ones.[1]

There are many natural obstacles in changing or integrating any state service. Years of tradition as an independent agency; the intrenchment of agency personnel and governing bodies; political considerations; special influential friends of the several independent agencies; the lack of proof that the change will really bring improvement; the difficulty of revising state laws; or, as in Mississippi, the necessity of changing the state constitution to change the organization of the State Library.

Integration in itself, is, of course, not the entire answer. Combining two understaffed and under-supported agencies into one with the same disadvantages accomplishes little, if anything. The Iowa legislature, for example, took four state library agencies in 1939 and put them all under one ex-officio board consisting of the governor, a member of the Supreme Court and the superintendent of public instruction. This board appoints the four librarians heading the agencies and makes and enfor-

---

[1]American Library Association, Library Extension Board, The State Library Agency (5th ed.; Chicago: American Library Association, 1945) p. 6. (Mimeographed)

ces their rules. In 1948, the librarian of the State Traveling Library reported:

> At the time of the consolidation of the libraries, there were twelve on the Library Commission payroll and nine on the State Library payroll. The work is now being done by nineteen people . . . . The amount of money appropriated to the State Traveling Library is niggardly and justifies deserved criticism of people in the library field and others concerned with the value of good library service to the state.[1]

The Michigan State Library is an example of a well-integrated agency having the distinct advantages of general reference, law library, and extension services in one administrative unit. The extension division needs materials to work with for exhibit and promotional purposes, in addition to their need for all professional tools. The traveling library collection is also used promotionally in giving newly organized county libraries a start with a collection and permanently supplements county libraries in the low tax valuation areas of the state. In North Carolina, for example, the Library Commission and the State Library both maintain book collections which must duplicate each other to a considerable degree. The same duplication can result when a state law library is not coordinated with the general state library service.

The library extension agency can also be of con-

---

[1]Iowa, Twenty-fourth Report of the Iowa State Traveling Library, 1948, pp. 5-6.

siderable assistance to the reference and circulation service in selecting materials which they find are needed and wanted out in the state. The channels of communication and coordination would be lacking in separate agencies which are often not even located in the same building or even in the same city. In Maryland, for example, the State Library is in Dover and the library extension agency is in Baltimore.

Centralized administration can also eliminate much expensive duplication of personnel and equipment between separate agencies, particularly in accounting, clerical, and public relations work.

One state library agency for all library functions can also be used easier by the public who cannot be expected to understand and differentiate between the different types of services offered by one agency as against another. Centralization makes referrals of the public from one separate agency to another unnecessary and makes it more certain that they will get the service they are looking for more promptly and expeditiously.

D. Lack of Leadership.

Lack of leadership, either within state library boards or by heads of state library agencies, is another general problem. This is particularly true of agencies headed by boards composed entirely or largely of ex-officio members who "lack either the time or the inclination

to give much attention to board work or devote much energy to it."[1] The results usually show in the lack of accomplishment in their programs. The State Library Commission in Idaho, for example, is composed of the attorney-general, secretary of state, superintendent of public instruction and president of the State University. How much attention could such a board devote to a state library agency and how much positive leadership could they give it? The state library board that has charge of all the state library services in Iowa is composed of the governor, superintendent of public instruction and a member of the Supreme Court. In Kansas, the justices of the Supreme Court comprise the library board. Montana, Nevada and South Dakota are other states whose programs have shown the ill effects of ex-officio board members. Three members of the South Dakota Free Library Commission are nominated by three different state-wide groups, and appointed by the governor who is one of the ex-officio commission members. The superintendent of public instruction is another ex-officio member but also chairman of the Commission. This power in an ex-officio member is also poor administrative practice and difficult to circumvent if and when necessary. The Director of the Public Library Service Division in Alabama has stated her definite preference for a state library board made up of "five citizens, non-librarians,

---

[1]W. Brooke Graves, American State Government (Boston: D. C. Heath and Company, 1946), p. 426.

with no ex-officio members."[1]

Another disadvantage of ex-officio board members is the indefiniteness of their tenure on the board since they are members by virtue of their elected or appointed office. They may change every time there is a political change in which case they would not be able to learn much about or contribute much to the work of the board. On the other hand they may be political fixtures in the state government and stay in office indefinitely in which case, as appointed board members came and went, the fixed ex-officio member or members would be in a position to dominate the board. The very uncertainty of their tenure is a disadvantage in itself.

Specific, legal requirements of training and experience for heads of state library agencies are still the exception in state library laws rather than the rule, although requirements are becoming more prevalent in recent legislation. This is how the situation was summed up at a University of Chicago Library institute in 1944:

> In professional education the qualifications of heads of state library agencies appear to be definitely inferior to those of librarians of public libraries in cities of 35,000 or over. The record of professional experience of the state agency officers is also not of the best; many are relatively new in the library field. In order to be effective leaders and advisers to local groups, the state

---

[1]"Who Should Make Up the Membership of a State Library Board," Tennessee Librarian, II (1950), 12.

> agency must be greatly strengthened professionally. The library extension heads should be the library leaders in their states. Their general education, professional training, experience, personality, ingenuity, vision, and executive ability must command the respect of the library profession and of co-operating organizations in their respective areas. They must have broad social viewpoints, fearlessness, and must be able to push toward their goal with unflagging tenacity.[1]

In several states political considerations still dominate in the appointment of an agency head.. This can be especially true in states in which the governor, or some other executive officer appoints or the legislature elects the librarian in the absence of specific training and experience requirements. At the 1949 meeting of the National Association of State Libraries, the State Librarian of Wyoming said: "I think, perhaps, I should be embarrassed. I am the seventeenth State Librarian from Wyoming, and I visualize you shrugging your shoulders and saying, 'another State Librarian'."[2] Wyoming is by no means unique. Other states have had the same experience. This spoils system, however, often results in having as heads of state library agencies people having little administrative or professional ability in positions that are

---

[1]Paul A. T. Noon, "The Role of the State Agency in Library Extension," in Carleton B. Joeckel, ed., Library Extension Problems and Solutions (Chicago: University of Chicago Press, 1946), pp. 165-66.

[2]National Association of State Librarians, Proceedings and Papers, 1948-49 (Rochester, N. Y., 1949), p. 19.

vitally important to the development of library service in the state. Sometimes these appointees do not even have the confidence or the approval of the librarians or the library association of the state and as a result general progress is temporarily blocked. Occasionally state library associations try to correct the situation by seeking legislative change. It was in 1939, after almost a decade of rapidly changing political appointments in Michigan, that the Michigan Library Association managed to replace the library law allowing the state librarian to be a political appointee of the governor with a new law establishing a State Board for Libraries which appoints a librarian with library training and at least four years of administrative experience.[1]

Under its reorganization program in 1945, New Jersey went even further to take politics out of the state library service. The Director of the Division of the State Library, Archives and History, who supervises all state library activities, is under civil service and the Commissioner of Education must choose one of three top names on the civil service register.

At the meeting of the National Association of State Libraries in 1949, the State Librarian of Florida, appointed by a board, did not agree that boards, particularly in his state, necessarily did away with political

---

[1]Michigan, Public Acts, 1937, Act No. 106, Sec. 5.

appointees. He added:

> When I went in as State Librarian in 1927, as Secretary of the State Library Board, most of the members of the Florida Library Association were opposed to it. That is no secret now. They are now my best friends. I do not know what caused it. I have tried to do my duty in any way I could. I did not know anything then, and I don't know anything yet.[1]

In 1941, one of the leading professional journals applauded the unusual action of the Governor of Maine in appointing a trained librarian to head the State Library:

> From our earliest years we have been familiar with the expression so often heard around election time: 'As Maine goes, so goes the nation.' Whatever its accuracy as applied to politics, would it not be splendid if we could feel that Governor Sewall's important step in appointing a professional librarian to the post of State Librarian would set an example that every state in the Union would follow as opportunity offers.
>
> Compare the good name that the New York State Library possesses today, after half a century under the guidance of trained librarians, with, for instance, the poor name the Michigan State Library has carried for years, and still carries, under political appointees. May we remind Governor Van Wagoner of his pledge to the Michigan voters before he was elected last fall, that "I promise the Michigan Library Association a definitely non-political organization, and I will carry out the letter and the spirit of the Michigan Library Law, passed in 1939 and still neglected."

---

[1]National Association of State Libraries, Proceedings and Papers, 1948-49 (Rochester, N. Y., 1949) p. 17.

> Why is it necessary or important to place a trained and experienced librarian at the head of a State Library, or any other public library? Why cannot a politician, trained, for example, as a dog catcher, do just as efficient a job? The answer to that question would answer all questions raised these many years as to why any sane person would devote four years to college training and one year in an accredited professional library school to learn the science and ideals of the library profession.
>
> Given an active state library, with an alert extension agency, a dynamic state library association, and a trained librarian in charge, it is being constantly proved that progress in the extension and enlargement of library services will make rapid strides.[1]

This states the case and sums up the point very well. Accomplishing these goals, unfortunately, is not as easy as stating them.

E. Need for Stronger Staff Service Agency.

Another general state library problem is the need for further development as a strong and effective service agency to state departments and staff. As the work of state legislatures and state departments becomes necessarily more complex, state library agencies must adapt themselves to the information needs of state government. State libraries must not only meet the needs but in many cases foresee the needs if they are to give valuable service.

---

[1]"As Maine Goes, So Goes the Nation," Library Journal, LXVI (1944), 164.

A great deal of the prestige and the influence of state library agencies rests on their ability to meet the challenge of the changing times. If they do not meet the challenges, they will be by-passed. The services needed will be sought from other agencies or new agencies will be created. Records administration is a new service, the need for which has been stressed by many reorganizations studies. This is a logical extension of archival, historical or even general state library document work. Unless state library agencies already engaged in archival work show an interest and an ability to do it, they will lose a great opportunity and their prestige and possibly their budgets will drop accordingly.[1]

In reporting on this area the Public Library Inquiry said:

> Most libraries still have not developed an effective service to public administrators. This is a significant vacuum, for public policy is formed largely and probably increasingly at the administrative level. Every library can serve local, and some can serve state officials. The research suggests the hypothesis that all librarians will find such service politically important.[2]

F. Need for Changes in Library Legislation.

Just as most states need integration of their

---

[1]Christopher Crittenden, "State Archives and the Future," American Archivist, VIII (1945), 185-93.

[2]Oliver Garceau, The Public Library in the Political Process (New York: Columbia University Press, 1949), p. 150.

state library agencies, so do their library laws need recodification and modernization. Most states have some legal provisions which either hamper their library agencies or else must be ignored.

The Maryland State Library law, for example, provides for a State Librarian appointed by the governor who "shall hold office during the term of the Governor . . . . His salary shall be fifteen hundred dollars a year . . . and no appropriation shall be made by law to pay for any clerk or assistant to the Librarian."[1]

The Kentucky law sets the salary of the state librarian at $3,000 per year. These salaries may have been adequate when the law was written but it is obvious how it would limit recruiting for these positions at the present time. Kentucky has also set the most minute and detailed laws for its Law Library, specifying the hours and days the library shall be open and listing the books and series which shall constitute part of the library and which books certain officials may take out of the library. This library is a division of the Department of Library and Archives with a State Librarian appointed by the governor. Over the one division, the Law Library, the law superimposes a board of trustees consisting of the Judges of the Court of Appeals and the Attorney General to "see that

---

[1]Annotated Code of Maryland, 1939, Vol. 1, p. 126.

the Law Librarian properly discharges the duties of his office."[1] There are many other such examples of dual and triple responsibility in state library laws as pointed out in the Appendix.

The laws governing the Wyoming State Library offer a prize example and are worth summarizing here. The State Librarian is appointed by the governor by and with the consent of the Senate. The judges of the Supreme Court make the rules and regulations on the loan of books. The librarian reports to the legislature at the beginning of each regular session. The law also gives the librarian legal responsibility for the labeling and classifying of a cabinet of geological specimens.

Another common holdover in state library laws which is ignored in Michigan and probably in most of the other states having it, is the provision that legislators cannot receive their pay until they have a clearance from the state librarian they have returned all state library books.

Laws applying to state library agencies are scattered all over the law books in most states. A re-study, re-evaluation and codification of them would most likely take many of the outdated and restricting provisions off the books. Having them all drawn together after conferences involving all the agencies plus the state library

---

[1] Carrol's Kentucky Statutes, 1936, p. 2489.

association would probably result in many improvements and this process would, in itself, be an influence toward integration and cooperation between the agencies.

The more recent state library laws are much broader and general in defining the functions of the agency.[1] They do not constrict the progress and development of the agency and allow the board or the head of the agency to exercise a great deal of administrative discretion. This is as it should be.

Another problem regarding legislation is not unique with state library agencies. That is the problem of good legislation which lacks the implementation of staff, budget and physical facilities to put it into effect. The Washington State Librarian has said: "We are very proud of the library laws of Washington. If we ever catch up to our laws we will be an awfully good library state."[2]

---

[1]See Appendix under Arizona and Missouri.

[2]National Association of State Libraries, Proceedings and Papers, 1946-1947 (Rochester, N. Y., 1947) p. 22.

CHAPTER VI

STATE REORGANIZATION AND STATE LIBRARY AGENCIES

Reorganization surveys in the states have, in most cases, followed these principles:

1. Concentration of authority and responsibility.
2. Departmentalization or functional administration.
3. Elimination of boards for purely administrative work.
4. Coordination of the staff services of administration.
5. Recognition of a governor's cabinet.[1]

As might be suspected from this trend toward the integration of administrative departments, state surveys have usually recommended the consolidation of the state library agency or agencies with the state education department under the administration of the education department. The over-simplified premise is that libraries are educational institutions and that state departments of education are concerned will all facets of education. Education is, of course, accepted as one of the major state functions and since the reorganization goal is usually a small number of departments, many nearly related functions must be tucked under every large department.

This is the way one of the leading students of library government has described the relationship between

---

[1] A. E. Buck, op. cit., pp. 14-15.

libraries and schools:

> Little or no evidence of a real philosophy of public education, broad enough to include the library, has been shown by the boards of education in any of the cities here studied. This seems to have been true of the easier days of the past as well as of the depression years. The attention of the board members and school executives alike is so closely focused on the schools that there is as yet no indication of the emergence of a program in which the public library is to play an important part.[1]

Library agencies as divisions of state departments of education are not a new idea. One such division dates back to 1893, but most have been developed since 1911, and the trend continues with more state reorganization programs and constitutional changes.

In some states with strong state education agencies, which think of education in broad terms, state library service has not suffered under the centralization. This is particularly true of the New York State Library under a Board of Regents, elected by the legislature, with the State Librarian now serving also as an Assistant Commissioner of Education.

In other states, however, state education departments are concerned primarily with public schools and school development, and state and public library services are neglected. The proceedings of the meetings of the

---

[1]Carleton Bruns Joeckel, The Government of the American Public Library (Chicago: University of Chicago Press, 1935), p. 146.

National Association of State Libraries have some revealing statements on this point. At the 1949 meeting, the Secretary of the North Dakota State Library Commission said in a discussion on the advisability of state library agencies being under state education departments:

> Under our State Department of Public Instruction, I just wonder whether we would have had any appropriation at all; having just gone through a session of the legislature, and knowing how hard it has been to get any appropriation, and to get our appropriation raised, I am wondering if the appropriation would have been forthcoming, if our State Department of Public Instruction had been pleading for us. Somehow, I think we stood a much better chance, as being an individual department, than to have it under the State Department of Public Instruction. Then, I am a little bit alarmed about the public libraries. Probably, the State Department of Public Instruction, if it did give the appropriation, would be more concerned about having the school libraries looked after properly, than it would have if the public libraries enter the picture solely. As to salaries, if in their budget they were going to include the salaries for us, too, knowing how they fared or how they didn't fare, I wonder how much salary we would have had given to our own department for the various people who were working for us.[1]

A former State Librarian of California, who served under the State Department of Education there, had this comment to make about a report which recommended that a federal library agency be placed in the U. S. Office of Education:

---

[1]National Association of State Libraries, Proceedings and Papers, 1948-1949 (Rochester, N. Y., 1949) p. 10.

> My years of service as a librarian . . . leave me no other deduction than that the absorption of the public library by the school system would be a fatal backward step. In my knowledge, at least, no schoolman has risen to show genius, and few more than a passing interest, in the public library problem. Let me add that I do not blame teachers for their lack of information on this subject, but merely for their readiness to undertake remote control of our system. Cooperation as offered by the Reeves report is too closely akin to that ancient figure of the lion and the lamb lying down in peace together--with the lamb inside the big cat.[1]

New Jersey is one of the states in which reorganization has more recently abolished the independent state library agencies and put them under the state education department as a division of the department. At the 1948 meeting of the National Association of State Libraries, the Director of the state library division said:

> Under the reorganization of the Department of Education in 1945, the libraries were placed where they belong, we feel. So we have no labor pains at the moment . . . I am convinced that if in the future we cooperate and work with the Department of Education the way we have in the little more than a year that I have been in office, we will do all right.
>
> But it must be admitted freely that a great many states seem to feel and a good many librarians at the local level feel that to come under education is to move into the position of a stepchild.[2]

---

[1]Milton J. Ferguson, "The Library Crosses the Bridge," Bulletin of the American Library Association, XXXII (1938), p. 422.

[2]National Association of State Libraries, Proceedings and Papers, 1947-1948 (Rochester, N. Y., 1948), p. 44.

Within two years after this statement the state library division was almost a step-child. The governor's budget for 1950 recommended the complete abolition of the State Museum Division of the education department and a tremendous cut in the budget of the Division of State Library, Archives and History. Since the superintendent of education is an appointee of the governor and a member of the governor's cabinet, he could do nothing to save the divisions and officially the divisions could do nothing to save themselves. Only the remnant of the former Public Library Commission which had been carried over in the reorganization as an Advisory Council to the division, plus the Library Association and Library Trustee Association could go to work. They did an excellent job of letting the state know what was happening and arousing public opinion. The result was that both divisions were saved but an example of what can happen when a state library agency is dominated by an education department was shown. If the public library interests which had been developed under the independent state library agencies had not existed, the state library service may have suffered a permanent set-back.

A fundamental difference exists between schools and libraries which cannot be overlooked. Schools emphasize formal education, in most cases compulsory and designed primarily for children and young people. Public library service is decidedly informal, voluntary and

designed for all age levels. Public library and state library service is also at a much lower stage of development than the school program in most states. It got its start later and has never been of as much concern to state government. Certainly there is no comparison between state and local expenditures for schools and for public libraries. It would be natural for officials of state education departments to be concerned with the greater financial and political demands of the school program.

At the 1949 meeting of the National Association of State Libraries, the New York State Librarian said:

> I seem to recall that one of the most profound writers on library administration, and perhaps political science generally, once wrote, many years ago, that it was very dangerous for a prince of modest means to ally himself with a much more powerful prince. Sometimes the library does lose by an affiliation with an educational organization, and I know that has happened.[1]

Taking local public libraries as an analogy, the Ohio State Librarian said:

> Speaking from the experience in our state, I know that the local public libraries that are not tied up--that are not dependent upon support fromthe schools --are much better off, financially, and as an independent unit, than are those which are tied up with schools.[2]

A significant experiment was tried in Louisiana in 1937. The demand for library service and demonstra-

---

[1]National Association of State Libraries, Proceedings and Papers, 1948-1949 (Rochester, N. Y., 1949) p. 12.

[2]Ibid., p. 11.

tions had become so acute that the governor became interested in providing books to the rural areas particularly. His idea was to utilize the school libraries which had gained impetus under the direction of the State School Library Supervisor in the Department of Education. The Library Commission, however, didn't believe that the school library was the answer. Nor were Louisiana educators sure. To find the answer, a scheme was worked out. The State Department of Education put books for adults into the libraries of fifty-six high schools in ten parishes. The Library Commission put the $10,000 provided by the Department of Education, plus additional funds, into a regional demonstration, utilizing three parishes with approximately one-third the adult population of the ten parishes. Results were conclusive. At the end of six months the 119,296 residents of the ten parishes served by the fifty-six school libraries had borrowed only 14,355 books. The 31,610 residents of the parishes served by the Tri-State Demonstration had borrowed 101,236 books.

The following year, the legislature added $100,000 to the appropriation of the Library Commission with the understanding that the regional demonstration would be carried on through the parish libraries and not through the schools.[1]

---

[1]Margaret Dixon, "The First Twenty-Five Years," Bulletin of the Louisiana Library Association, XIII (1950), pp. 41-42.

Many state library functions are not closely akin to functions of state education or public instruction functions at all. This is particularly true of services which state libraries render to state departments. These are staff services rather than line functions. These include the wide range of reference and research work for state departments, the information and materials service. They also include the assistance to other agencies with their archives and state records. Legal information service and research is still another aspect of this kind of staff function. All of these would be quite foreign to the normal functions of a state education department which is primarily a line agency working with, giving consultant service to, and accrediting the schools of the state.

The staff functions which state library agencies perform for state departments in the field of general and specific information and material are typically library functions and should have independent status in state organization. Just as civil service commissions serve all state departments in the field of personnel and as other administrative departments serve state government in the field of budgeting, accounting, auditing and building management, so does the state library agency serve in the field of information and information materials. The more centralized this library service is, the better service it can give. It should be an independent agency in order

that its services can be available equally to all departments and so that its services can not be subverted and de-emphasized by a controlling department.

The field of state library extension is another matter. The point has already been made that the same library organization that has been set up to serve the state departments can also be efficiently used to supplement and supply library service for the libraries and people of the state. Library extension divisions can use the collections and professional services of good state library agencies to very good advantage. Effective state library extension programs also include state wide planning, the distribution of state grants to libraries based on libraries meeting standards and certification of librarians. It is on this point that we run into conflict with another principle of reorganization--that boards doing purely administrative work be eliminated.

The boards of effective state library extension agencies do more than purely administrative work. In the determination of standards and decisions on grants and certification, their work is certainly quasi-judicial. In the absence of a library board, are these important decisions to be left in the hands of one person or in a situation in which political influence can play a part? State boards of education, primarily concerned with the myriad of school problems, would have little time to weigh library decisions. And how much time would they

have to plan and work for a state-wide public library development program. When some independent state library agencies have been abolished and placed under education departments advisory boards have in some cases been carried over.[1] This may be a partial solution to the problem but the authority of these boards is often limited, particularly on the important decisions. Their interest is also likely to become limited or else they become rubber stamps. If such a board does take a forthright stand on an issue in opposition to the Superintendent of Education, the Board of Education or even the governor, the result is that the state librarian or division director is placed right in the middle of the controversy. No man can really serve two masters. Furthermore, dual responsibility is bad administration. The library extension agency in Alabama is organized in just such a dual administrative manner.[2]

Another principle of reorganization might very well be followed by states in which there are two or more independent state library agencies. That principle is the coordination of administrative staff services.[3] This usually results in a recommendation for the unification of all financial and housekeeping functions in one department. The same principle could also be applied to the

---

[1]See Appendix under Missouri and New Jersey.

[2]See Appendix under Alabama.

[3]Buck, op. cit., pp. 21-22.

unification of all information, research, state records, documents and reference services. In most states, this coordination would reduce the number of independent state library agencies by from one to four and if properly done, would result in more efficient and effective use of library personnel and resources.

Some states are going in the direction of one coordinated state library agency under an independent board even though state reorganization surveys continue to recommend the abolition of state library agencies with their functions assigned to state boards or departments of education. The latter recommendations have most recently been turned down in Michigan and Connecticut although in the latter state, the library extension agency was already under the department of education.

The state of Washington reversed the trend toward centralization under education in 1941 by re-establishing an independent State Library Commission. The superintendent of Public instruction remained, however, as ex-officio chairman of the Commission.

In the same year, the Maine State Library returned to independent status after having been under the Department of Education for ten years. The state librarian is now appointed directly by the governor and responsible to him.

Change has been brewing in Tennessee recently. Two of its state library agencies are at present divisions

under the department of education. These divisions were combined for two years but separated again in 1949. The publication of the Tennessee Library Association, "Tennessee Librarian," recently had a series of statements reflecting the most recent thinking by some top people in the field.

The Tennessee Commissioner of Education after studying the organization of state library services in his department proposed "to withdraw the state library and public library functions from the Department of Education and to establish such functions under either a separate department or an independent Commission." The chairman of the Tennessee Library Association Planning Committee also reported: "There can be no practical questions raised against such a program for the administration of the library functions of the State. As evidence of the acceptance of the belief one need only glance at the list of states now operating under such a program."[1]

Helen Harris, a member of the Executive Board of the American Library Association and librarian of the public library in Knoxville, said in the same publication:

> I am heartily in favor of the administration of the Tennessee library extension program under the State Library and a Library Board or Commission. The state has a distinct stake in the development of its

---

[1]E. W. Palmer, "Are You Ready for the Questions?" Tennessee Librarian, II (1950), p. 11.

> public library program and it is logcal to center this program in the State Library. This is a department with a unified purpose, committed to the preservation and use of materials. Such an institution under the State Librarian and a Board or Commission, can devote a major share of its attention to the development of libraries in Tennessee and can be made responsible for the successful prosecution of this objective. It can offer leadership to librarians, library trustees and government officials in fostering and developing a statewide public library system which will meet the needs of Tennessee citizens.[1]

Tennessee librarians have followed through on these ideas. Their reorganization committee recently wrote to the membership of the Tennessee Library Association:

> Of greatest interest to the membership of TLA is the following report from the Special Committee on State Library Reorganization. Here for the first time is printed a piece of proposed legislation which reflects the committee's belief that a strong, central state library agency is the best administrative organization for promoting good library service at the state level. In brief it proposes:
>
> 1. To remove the State Library and library extension from the Department of Education.
>
> 2. A State Library and Archives Commission of seven members.
>
> 3. A state library system composed initially of the following divisions:
>
>   a. Division of Archives

---

[1]Helen Harris, "How Can Public Library Extension Be Best Administered at the State Level in Tennessee?", Tennessee Librarian, II (1950), pp. 11-12.

b. Division of Exchange and Distribution.

c. Division of the State Library.

d. Division of Library Extension.

The special committee presents this proposal after due deliberation, in the belief that it will secure the desired objectives of an integrated state library system administered under a separate and independent Commission.[1]

It will be interesting to see how successful this well-planned, far-sighted legislation will be.

Some state surveys have recommended another means of abolishing the independent state library agency and that is to assign its functions to the state university. Nebraska and Tennessee tried this but abandoned it. Louisiana enacted legislation in 1940 under a general reorganization act transferring the Library Commission to the State University, but the legislation was declared unconstitutional in 1941 before the act had been completely put into effect.[2] This same proposal has been expressed in several other states including Michigan and New Hampshire.

There are several obvious fallacies. In the first place, the state university is not always located in the capitol city where most of the state departments require their library service. Nor can this kind of service be given very well by remote control. Secondly, a state uni-

---

[1]Gerald W. Shaw, "Proposed Reorganization of the Tennessee State Library System," Tennessee Librarian, III (1950), 9-10.

[2]Dixon, op. cit., p. 45.

versity is not organized as a department of state government. It might just as well be expected to do recruiting and examining for state positions and do the state's accounting, auditing and budget preparation.

In general, library extension cannot easily be thought of as a state university function. In the absence of a good, general state library agency, some state universities do respond to requests from libraries and send them books on interlibrary loan. This service, however, is not usually extended to persons without local library service. On many requests, university libraries would naturally hesitate to send books out and perhaps withdraw them from the use of their resident students.

Nor could a state university be expected to administer a public library development program including the setting of standards, distribution of state grants and a certification program. This would be out of character for a state university and be poor state government.

The American Library Association does not recommend one best form of state library organization and administration for all the states, but does recognize that:

> The trend in recent years is clearly away from many scattered library agencies toward one strong agency. Reorganization has come on the initiative of library leaders or as part of a general reorganization of state administration or on the recommendation of a surveying or research agency. It is a trend to be welcomed, provided the consolidation is wisely conceived. Operation of intimately related

> functions by several administrative agencies is contrary to the best governmental principles, and conflicts and overlappings are inevitable. One strong agency can in general have high standing and better financial support than a number of smaller ones.[1]

---

[1]American Library Association, Library Extension Board, op. cit., p. ó.

CHAPTER VII

CHANGING PATTERNS OF STATE LIBRARY ORGANIZATION

The accepted concept of state library service up to a comparatively recent date has been that of an agency or agencies located in or near the state capitol giving reference, loan and library extension service either by mail or via field visitors whose offices were located in the capitol. State aid, if any, was in the form of money grants or books, one of the purposes of the grant being to encourage county or regional libraries.[1]

New patterns of state library service are now emerging. As a state, Delaware was the first to break the older concept by giving direct book service by bookmobile from the state agency.[2] Since the distances in Delaware are smaller than in many counties in other states and the Commission budget is very limited, this is not a significant change in itself. Vermont and Massachusetts, however, have established regional branches to bring their book and advisory extension services closer to the public and school libraries of the state.

Vermont now covers the entire state with field offices, with staff, bookmobiles, books and other library materials supplied by the state. The materials are processed and made ready at state library headquarters. These

---

[1] Garceau, op. cit., pp. 214-15.

[2] Ibid., p. 223.

regional units of the state library agency serve all existing library units in the region and serve directly all those people who have no local libraries. The state library maintains a union catalog of all books. Inter-library borrowing and use of advisory services are encouraged.

To bring its state library consultant services closer to the people and libraries of the state, the Michigan State Library established two regional extension offices in the upper two-thirds of the state. These, however, give no book service but only advisory service.

Some state library agencies have tried state library sponsored demonstrations of county and regional library service to encourage local effort. The Illinois State Library has put on county library demonstration programs with State Library personnel, books and bookmobiles. The Missouri State Library is now doing the same thing, hoping to encourage counties to establish their own county library service. Since 1926, the Louisiana State Library has been demonstrating full county or regional library service for one year and then withdrawing its aid. Most of the demonstrations have been successfully continued with local funds.

The New York State Library is now experimenting with a regional branch of the State Library which is giving supplementary service to existing public libraries in the region. On a contract basis, the regional office

purchases, processes and transports library material and gives professional guidance to local libraries. This is somewhat similar to what Vermont and Massachusetts are doing with regional branches.[1]

This is the new pattern of state library service recommended by the Public Library Inquiry. Garceau maintains that:

> The state capitol is, in most states, too remote physically, certainly psychologically, to win over local libraries to centralize operations. The regional office can provide technical services on an intimate basis, with constant and reliable communication through the bookmobile, freeing local librarians for the important work of service to their communities.

This would involve between one-third to one-half of total library expenditure going to the state library agency. It would make the direct grants to libraries unnecessary. Garceau feels that appropriations to a state agency would be more stable than state grants have been.[2]

This program would also make certification and attempts to eliminate small independent local units unnecessary. In many states, librarians have reputedly rejected certification requirements which would have been difficult for the half-starved little libraries. Garceau says:

---

[1]Edmund H. Grave, A State Plan for Library Development (Albany: State Education Department, 1947), pp. 28-48.

[2]Garceau, op. cit., pp. 223-27.

> It is not so understandable that they have allowed some state library agencies to remain open to political patronage to this day and that others are staffed with low salaried people, without training, professional tools, or ideas.

This condition must now be changed if the state library agency is to take this increasing responsibility and play the larger role. Garceau says it is up to the state library associations to go into politics to improve their state library agencies. He concludes: "It is, in fact, at the state level that librarians have so far done the poorest job of sustained political effort."[1]

---

[1] Ibid., pp. 231-32.

CHAPTER VIII

CONCLUSIONS

The term "state library" can mean anything from a state agency combining all or most of the state's library functions to one that is not more than a small collection of law books on documents. There are now at least one-hundred thirty-seven individual state agencies performing state library service of some kind in the forty-eight states. These are organized in almost every possible way from the most simple organization (the appointment of the Maine State Librarian by the Governor) to the most confused and complex (the Wyoming State Librarian who is appointed by the Governor, makes libray rules and regulations approved by the Supreme Court and reports to the Legislature at the beginning of each session).

The importance and value of the services of these agencies vary from great to insignificant. Some make vital contributions to the government of their state. Others are still in the custodial stage, making sure the bookcases are kept locked. The State Librarian in Mississippi is required to "keep the rooms belonging to the Library clean and properly ventilated, and at the proper season well warmed."[1] Staffs number from one to one hundred plus and budgets go from zero to the million mark. The ex-officio or lay board appointed by the Governor, or

---

[1] Mississippi Code, 1930, vol. s., sec. 8.

a combination of ex-officio and lay membership, is still the most common form of organization although there are many variations on the theme. In Kansas, the Supreme Court Justices are the State Library Board and the Governor approves their appointment of the State Librarian. In Idaho, the Attorney-General is the ex-officio chairman of the State Library Commission.

Professional training and experience requirements for the executive heads of state library agencies are still the exception rather than the rule but are becoming more general, particularly in state library extension agencies. Requirements are often not stated at all. Many supreme court clerks also serve as law librarians. Mississippi requires that their State Librarian be "any woman, a resident of the state for four years, and who has attained the age of twenty years shall be eligible for office."[1] South Carolina raised this requirement to twenty-one. The Mississippi requirement for membership on the Board of Trustees of the Department of Archives and History takes the prize. There shall be nine trustees "provided three of said trustees shall be ex-confederate soldiers while as many can be had who are competent."

There are five major types of state library service which developed over different periods of time, the oldest being the law library service and the most recent de-

---

[1]Mississippi, Constitution, 1890, sec. 106.

velopment, the legislative reference service. There was little precedent or pressure for coordination of similar services during the period of state library growth. This plus political and practical considerations caused state library agencies to grow like Topsy.

The result is that, in general, the state library services as organized or disorganized in most states today form perfect examples of the need for state reorganization and consolidation. This study does not argue against the need for change. It has tried to indicate the need and the wisdom of consolidation and unification among the state library services rather than subordinating them to another state service, such as public instruction or education.

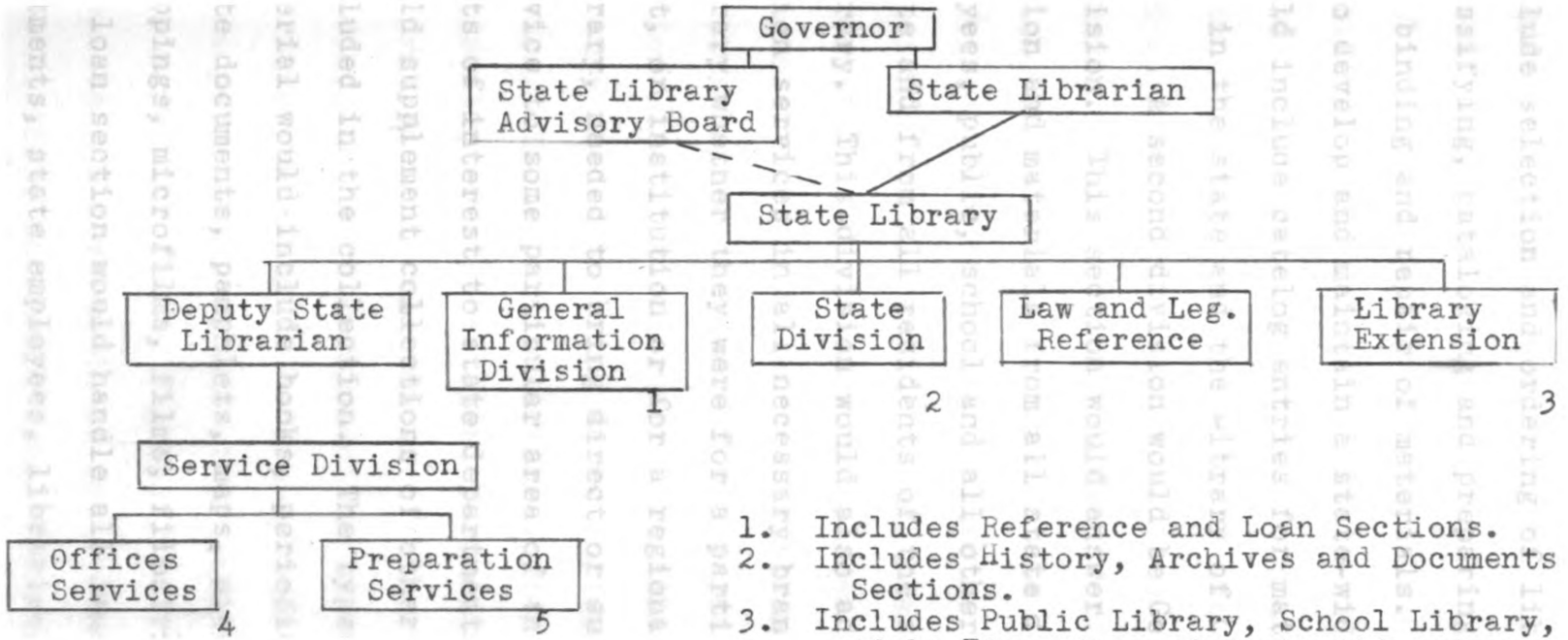
Certainly there is room enough for vast improvement among state library agencies. There is also wide enough scope for the improvement of state organization in the unification of two to five different agencies in most of the states making them more responsive and functional units of government. It would seem reasonable that such integration of like services should certainly be accomplished first before the individual state library agencies are scattered and deemphasized farther.

After we have the unified, centralized, strengthened state library agency, how do we organize and administer it ideally and to the best advantage. A proposed

organization outline is shown in Figure 1. Following current political science recommendations, the State Librarian would be appointed by the governor and a member of his cabinet. He would be legally required to have professional library training and at least five years of administrative experience. All other positions in the agency, including a Deputy State Librarian, would be under state civil service. There may be included in the new library law a State Library Advisory Board of five appointed for five year terms staggered. The only requirement for their appointment would be their demonstrated interest in library service and development. The State Librarian would serve as secretary and non-voting member of the board. He would be required to call at least ten monthly meetings each year. The board would advise the State Librarian in areas of state-wide library planning, library standards, in-service training programs, certification, library legislation and public relations. An ideal board would consist of a lawyer, an historian, a business man or woman, a librarian and a library trustee but no such legal restrictions would exist.

The organization of this state library would include five major divisions. The Deputy State Librarian would be in charge of a general Service Division which would perform the following services for the four other divisions. An Office Services Section would include personnel work, financial transactions, stenographer, typing

PROPOSED STATE LIBRARY ORGANIZATION



1. Includes Reference and Loan Sections.
2. Includes History, Archives and Documents Sections.
3. Includes Public Library, School Library, Adult Education and State Aid and Certification Sections.
4. Includes Personnel, Finance, Clerical, Shipping and Maintenance Sections.
5. Includes Book Order, Cataloging and Binding and Repair Sections.

Figure 1

and general office work, receiving and shipping library materials and maintenance; a Preparations Section would include selection and ordering of library materials, classifying, cataloging and preparing material for use and binding and repair of materials. This section would also develop and maintain a state-wide union catalog which would include catelog entries for materials in all libraries in the state and the Library of Congress.

A second division would be General Information Division. This section would answer requests for information and materials from all state departments and employees, public, school and all other libraries of the state and from all residents of the state with no local library. This division would also administer the information services in all necessary branches of the State Library whether they were for a particular state department, or institution or for a regional branch of the State Library, needed to bring direct or supplementary library service to some particular area of the state. All subjects of interest to state departments and materials which would supplement collections of other libraries would be included in the collection. The types of informational material would include books, periodicals, federal and state documents, pamphlets, maps, pictures, newspapers, clippings, microfilms, films, filmstrips, and recordings. The loan section would handle all lending whether to departments, state employees, libraries, individuals, state

parks, institutions, etc. A special collection of books would be maintained to lend for longer periods of time to schools, libraries, camps and state institutions requiring them.

All information and materials pertaining to the individual state would comprise a separate division. This would include state history, state archives, state documents and all materials by state authors and all information about the state. This would naturally be a subject of major interest in any state and since it is impossible to make sharp divisions between the types of materials described, they should be handled as a separate unit or division. History would include state, county, local, and family history, state newspapers and periodicals, materials written by state authors or about the state. The state documents section would include a complete collection of all state agency publications and would administer the exchange of these publications with other libraries. The archives section would include the permanent state, county and local records. An active, continuous program would include assistance to state departments and other units of government in evaluating their records over five years old to determine what is important enough to add permanently to the state archives. The division would work with state, regional, and local groups to stimulate and develop their active interest in state and local history, encourage local responsibility for collect-

ing and publishing valuable information and in general create an appreciation for their heritage in more citizens of the state.

The original state library service, legal information for the Legislature, Supreme Court, Attorney-General and all other state officers and departments would comprise a fourth major division. The more recently developed special legislative reference, research, and bill drafting would also fit most logically into this division. The major difficulty to overcome would be gaining the complete confidence of the legislature in the impartiality and ability of the employees in this division. A possible administrative technique to achieve this would be the creation of an informal advisory committee to consult monthly with the head of the division. This might consist of the President of the Senate, the Speaker of the House, a Justice of the Supreme Court, the Attorney-General or his representative and the Governor or his representative. In addition to supplying the state legislature, courts, officers and departments with legal and legislative information, the Law and Legislative Reference Division would supply judges and lawyers throughout the state with the same service. The division would also work with officials of counties and municipalities to develop the best possible local law library service.

The Library Extension Division would be the fifth and last. Developing and coordinating the best kind of

public and school library service is the job of this division to the end that every resident, teacher and pupil has available the informational materials necessary for his learning, livelihood, and leisure. This division would work with local and state-wide groups to interpret good library service to them and help them to establish effective library units and receive adequate financial support. Assistance in obtaining necessary library personnel would also be given. The division would administer standards of local support, service and state certification of library staff as well as the distribution of state, and when available, federal grants to these libraries meeting standards. Advisory and information service to existing libraries on their library problems, through field visits, conferences, workshops, publications and correspondence would be given. The collection of library statistics and the distribution of the latest and most useful library information would be another aspect of this job. And finally, assisting in the coordination of the work of library agencies with each other and with other community and state agencies and assisting libraries in the development of adult education programs in their communities would be one of the highest goals of the division. A special section of the division would be devoted to this program.

Probably the greatest advantage of this integrated State Library is the ease with which the work of the five divisions can be coordinated. An organizational descrip-

tion may make these seem separate and individual but they all require considerable cooperation of personnel and easy exchange of resources to operate most effectively and efficiently. Obviously, one Service Division to serve four other divisions is more efficient and economical organization than a separate one for each division. The four other divisions, however, depend on each other almost as much. No division of informational services or materials can be mutually exclusive. A request for the history of land grant colleges, for example, would require information from the General Information Division including entire books on some of the colleges, periodical articles, state and federal documents, clippings, pictures, and the film "Waves of Green" on Michigan State College. The State Division would contribute the history of the land grant college in that state, plus the state documents and books published by it and about it. The Law Division would have the federal and state laws regarding land grant colleges.

The Library Extension Division, although an advisory and consultant service and not a materials service, except profession materials, could not operate effectively unless it had the library materials to fall back on. The most effective way of selling good library service to the state is through actual demonstration with the best library materials and the best kind of information service. This is what the other three divisions can provide to work with,

via a bookmobile, county or regional library demonstration supplied and operated by the State Library or sometimes, even a small exhibit of select books at a group meeting. The information divisions are just as reliant on the Library Extension Division to interpret the State Library's service to the state, and to bring back to the information divisions, the pertinent facts on library developments and interests which will help them to build better collections and improve their service to the state.

Such an integrated State Library with its professional staff could exert strong professional leadership in the state and be an invaluable staff agency to state government. Properly staffed and supported to perform the functions outlined, it would no longer be a small, weak agency unable to assert itself and hold its own among other departments. It would be as large and as strong as some of the other important and independent state services, such as public instruction, civil service, and health. A staff of 150 to 200 employees would be required with an annual budget of $700,000 for personnel and $300,000 for supplies, materials and contractual services. Depending on the stage of library development in the state, $1,000,000 to $3,000,000 annually in state-aid grants would be required.

To achieve such an integrated state library agency would require major changes in the laws of most of the states including changing the Constitution in Mississippi.

But these are days in which state reorganization programs are recommending major changes and constitutional overhaul. Certainly New Jersey and Missouri have set bold examples. The Connecticut survey recommendations are also bold and sweeping.[1] Unfortunately the researchers on these surveys have not appreciated the scope and uniqueness of state library service and have not realized the great advantages and necessity of integrating these services first. They have not understood the important role the State Library should play as a staff agency to state government as well as a line agency to the public and school libraries of the state. They have not appreciated the importance of a state librarian in the governor's cabinet to represent unbiased fact and present all pertinent and available information on questions confronting the cabinet. They have all fallen into the pattern of recommendations set down by former state surveys that libraries are education and schools are education - so combine them; abolish the individual state library agencies and put them in a division under Department of Education or Public Instruction. Whatever the name, the emphasis of the agency is still on schools and not on education in its broad sense. Certainly any good school should have a good school library, but is library

---

[1]Connecticut, The Report, 1950

service with all its ramifications of public information service, research, archives, legal reference and adult education necessarily a part of a school administration program? A Justice of the New York Supreme Court recently said:

> It is suggested that libraries are a tool or adjunct of schools . . . I reject such notions. Libraries - books - are a primary cultural institution. They are not tools or adjuncts of any other cultural institution, no matter how great.[1]

Reorganization recommendations also often involve only the state library extension service and the general state library agency, if there is one, and leave the other state library agencies still in existence, thereby not cutting down by very much the number of individual state agencies and not integrating all similar services. Missouri, for example, abolished the independent Library Commission in 1946, changed it to the Missouri State Library, and placed it under the Division of Higher Education in the State Department of Education. This change left the Law Library still an agency under the Supreme Court, the Legislative Reference Library still a separate agency under the Legislature, and a privately organized State Historical Society, without legal status, doing the state's archival and historical library work. That would not

---

[1]Charles D. Breitel, "Public Library No Adjunct," Library Journal, LXXV (1950), 1258.

seem to be well-planned or good integration.

Making a large unit of service a division of a larger unit, such as the present state library division is organized in New Jersey, or a section of a large division of a still larger department as the Missouri State Library is, creates a hierarchical type of administration which can cause red tape and inefficiency and, much worse, frustrate the aims and purposes of the state library service. There are limits to the "span of control."[1] There are all the natural difficulties of getting high administrative clearance on projects and expenditures. There is the hazard of turning plans over to an immediate superior who needs to interpret the original request to top management before top approval can be granted. Then there is the most dangerous aspect of all in having practically no control over the state library's budget request after originally submitted, it being thrown in the hopper with the requests of several other divisions. And, finally, there is the difficulty of getting needed changes in legislative or administrative rules and regulations when several organizational hurdles must be cleared through top management with many other interests, responsibilities and demands upon their time and energy.

The value of the State Librarian being in a posi-

---

[1]Leonard D. White, Introduction to the Study of Public Administration (New York: The Macmillan Company, 1948), p. 36.

tion to present unbiased facts and information to the governor's cabinet must not be overlooked. It is the unbiased aspect of the facts that is important and must be stressed. Any bright and truly democratic administration would be willing to face these facts and inform the public of them. Under no circumstances must the State Library and state librarian become political tools. Professional qualifications for the top office give considerable assurance. Rather than have the State Library become a political agency, it would be preferable to set up the safeguards of an independent state library board appointed by the governor, the board in turn to appoint a professionally qualified librarian and set the policies for the State Library and the standards for the libraries of the state. The board in this case must play a much more active and vital role and should, as a result, have much more concern and interest in their jobs than an advisory board would. They would also be in a position to bring to the state library's administrative policy a cross-section of lay opinion and see to it that that opinion was effectively applied to operation. The state librarian would in this case be executive secretary of the board and carry out the board's policies.

Regardless of the type of state library organization, it can be no better than the manner in which it is administered. Examples can be found of state library

boards which are under complete political control and others are in operation with no taint of political influence. The same variety exists among appointive state librarians. In making such a study as this, one cannot overlook the force of individual personality on state library development and progress in some states. The State Librarian of California from 1900-17 is a case in point and also an example of the danger of prediction based on a person's background. Mr. James L. Gillis was a politician and a lobbyist before his appointment by the Governor as California State Librarian. During his years in office he changed the State Library from a place where back-room political bargains were made to an outstanding state library service and the center of the most advanced county library system of the country. He founded a library school at the State Library to train county librarians and he established a union catalog at the State Library so that the information resources of the state would be available to all.[1]

Although the great majority of the states are equipped with poor legal framework to carry out the functions and responsibilities of state library service, this study found that even the best legal structure does not guarantee results and is not proof in itself of good performance. Arizona, for example, has almost a model state

---

[1]Garceau, op. cit., p. 41.

library law, granting a single Department of Library and Archives with all the requisite powers to do an excellent job. This law was only achieved in 1949 and progress may still be made. But to date, the law is practically meaningless since the legislature has not appropriated funds for staff, equipment, materials and physical facilities to put the law into effect. The same limitation can be found hampering the work of many state library agencies.

The time is overdue when the states must be the strongest and not the weakest link in the chain of library development. To achieve this goal, every state must have a strong, effective state library agency performing a vital role in supplying facts and information to state government and leadership for all library service to the people of the state. Present state library agencies must recognize the general need for reorganization of their state governments but, even more, they must recognize the need for reorganization of their own agencies toward the end that they shall become one integrated and effective arm of state administration.

APPENDIX

Basic data on the present organization and administration of the state library agencies in the forty-eight states is given on the following pages. The legal basis for the organization of the agencies is outlined whenever possible and the historical developments and changes of the various agencies have been included when they have seemed to have some significance. Unusual organizational features and problems, and descriptions of services which agencies perform or which they are legally assigned have also been described in some detail in some states. The result is that there is more attention devoted to some states than others.

Following the description of the agencies in each state is an organization chart of the state library agencies showing the relationship of the agencies to the three branches of state government and to each other. Many of these charts were submitted by the state library agencies themselves in response to a questionnaire sponsored by the National Association of State Libraries in 1949. Some charts were necessarily revised to make the presentation uniform. Others were created for this study from information in print about the state library agencies. No attempt has been made to chart the divisions and sections below the state library agency levels.

ALABAMA

The first state library organization to be described is typical of the unusual administrative set-up to be found in many of the states. The fact that it requires as many as three different agencies (one with two boards), operating under three different branches of government, to perform four of the five state library functions in Alabama is also rather typical.

General state library service to state departments and general reference and loan service to the libraries and people without libraries in Alabama is practically non-existent. The Department of Archives and History comes closest to being the general state library even though there is another agency called the State and Supreme Court Library.

A unique feature of the administrative structure of the Alabama Department of Archives and History is its self-perpetuating board of trustees, the names of newly elected members confirmed by the Senate. The governor is a member of the board and the director of the department acts as secretary. Only the governor's membership gives the executive any influence and only Senate confirmation gives the legislature some power over the board. The director is elected by the board for six year terms. The primary function of the department is, as its name describes it, archival and historical and not current

reference and research work for state departments and officials.

The library extension function was added to the functions of the department in 1907 but discontinued before 1930 although the law was not officially changed. Even though the department's law included the development of libraries function, in 1939 a Public Library Service Division was created in the department to develop "a cooperative system of providing books and library service for the various cities and counties of the state."[1] An executive board of the division was set up, consisting of five members, appointed by the governor, the director of the department to serve as ex-officio member of the board. This board appoints a professionally qualified director with administrative experience to carry out the purpose of the board. There are no such requirements for the department head.

This library extension division performs field work and circulates books to develop county libraries and obtains annual reports from free public libraries and in turn submits its report to the Department of Archives and History. The law specifically exempts public school libraries, libraries of higher institutions and libraries in cities over 65,000 population. The school library consultant is on the staff of the State Department of Education.

---

[1]Code of Alabama 1940, Title 55, p. 364, Sec. 278.

One problem in Alabama's state library organization would seem to be the administration and direction of the public library service division under a separate board and as a division of another department. The only coordination is the membership of the department director on the division's board. However, this membership is only ex-officio. For example, would one budget or two budgets be submitted to the legislature? Who would decide what the request was to be? Some interesting problems could arise. If the department exercises little or no authority over the division, division status might well be almost meaningless.

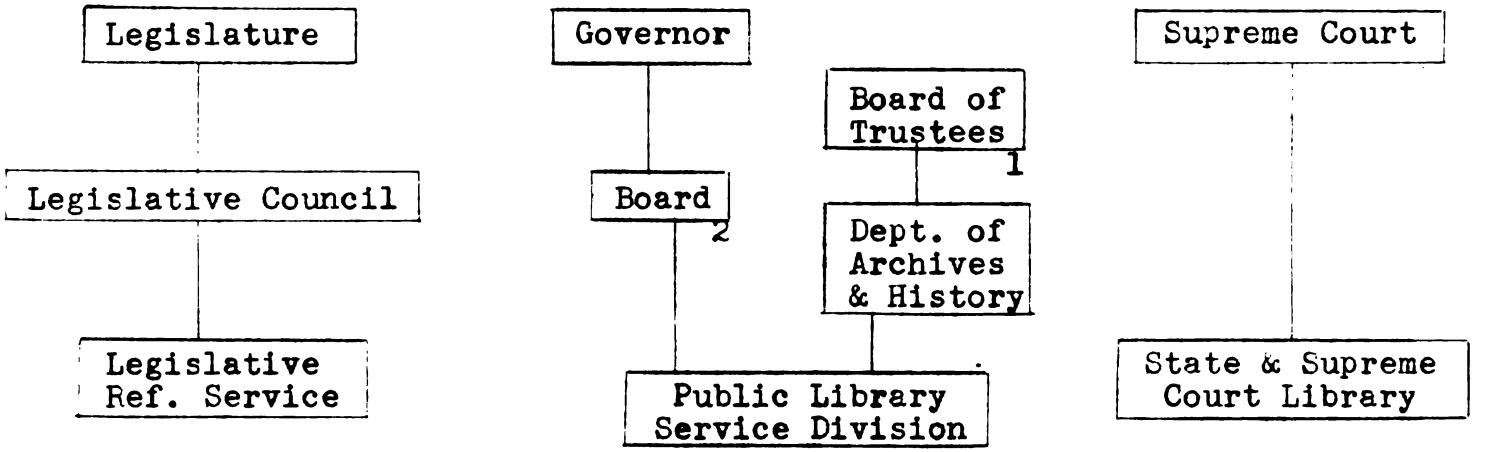
The creation of the Public Library Service Division under a separate board in the Department of Archives and History is an example of the circumlocution necessary in some states to avoid a political clash over the creation of a new agency and at the same time insure the new library extension function with a reasonable amount of independence. When the new service was created, there was a real possibility that it might have been put under the State Board of Education along with the school library service if it had not been put under the Department of Archives and History.

The law library is called the State and Supreme Court Library. The Supreme Court appoints a marshall who also acts as librarian of the State and Supreme Court Library. The library is supported by a $500 appropria-

tion plus proceeds of the sale of secretary of state reports plus a tax of five dollars in each civil case decided by the Supreme Court or Court of Appeals.

The Legislative Reference Service in Alabama was created in 1945. It is supervised by a Legislative Council of twelve, the president of the Senate, four senators elected by the Senate, the speaker of the house and six representatives elected by the house.

ALABAMA



1. Self perpetuating board of governor and one member from each congressional district elected by board for six year terms.

2. Appointed by governor for five year terms plus director of the Department of Archives and History.

ARIZONA

Arizona has one of the few state library agencies with all of the library functions carried out on the state level under one department. The Department of Library and Archives is under a Board of Curators, three members appointed by the governor for terms of six years. However, since the only function of this board is to choose a director in the event of a vacancy, pending a meeting of the legislature, and since the legislative act creating the department specifies that the director report biennially to the legislature, the department can be considered under the jurisdiction of the legislature.

As late as 1949, Arizona finally joined the other forty-seven states by providing in its laws for state library extension service. The service was set up as a section of the Department of Library and Archives, thus maintaining the unity of the state's library organization.

The bill, which was brought about by a statewide movement plus the assistance of the American Library Association, was not connected with any general state reorganization program. The report of the Department in 1948 stated:

> The crying need for more general library facilities, and particularly in the less populous and less wealthy counties, and the more remote and sparsely settled portions of the state, is very obvious. Arizona has the unenviable dis-

> tinction of ranking among the lowest states in point of library service.[1]

The bill creating the library extension service provided that the section shall:

> (1) prepare a plan for state-wide public library service, including a supplementary service to libraries of books, other printed materials, and audio-visual materials, and a direct service to individuals and groups of books, pamphlets, and visual materials, and shall put such plan into effect as and to the extent made practicable by available facilities;
>
> (2) encourage and assist the development of library services in state institutions;
>
> (3) compile statistics and other data relating to libraries and library services, and disseminate the same by newspaper, radio, bulletins, or other means;
>
> (4) give professional advice and assistance in the establishment of county free libraries, and to any municipal library requesting the same; and
>
> (5) perform all other duties deemed necessary or appropriate to the development of state-wide library service.[2]

These provisions could be used as a model state library law. They provide the Department of Library and Archives with tremendous scope, and establish not only the library extension function, but also the general library loan function. The specific provision for the loan of audio-visual materials and the provision for not only the collection of library data, but the dissemination of

---

[1]Arizona, Report of the Department of Library and Archives, 1948, p. 21.

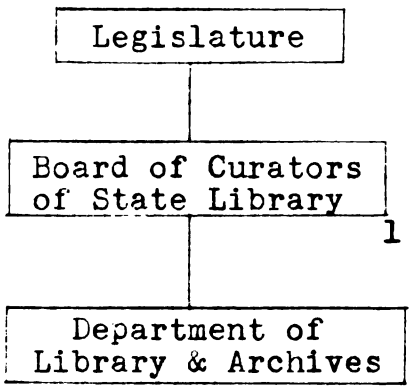
[2]Helen A. Ridgway, "Library Legislation and Planning," in The Book of the States, (Chicago: Council of State Governments, 1950), p. 299.

same by newspaper, radio, bulletins, or other means are both rare and far-sighted features of this law.

The catch in the 1949 law is the phrase, "shall put such plan into effect as and to the extent made practicable by available facilities." According to the director's report in 1948, three existing divisions, the State Legislative Bureau, the Library Division and the Division of Archives and History, were already understaffed and undersupported. Lack of space was also a serious problem of the department even though funds were available to begin microfilming some archives. It would, therefore, seem improbable that much could be accomplished to put the 1949 law into effect since considerable staff, equipment, space and money would be required to do so. The bill carried no appropriations to put any provision into effect.

Arizona, we may conclude, has good state library organization with good legal provisions. What it needs is the personnel and budget to carry its assigned functions into effect.

ARIZONA



1. Consists of three members, all appointed by governor, whose function is to appoint the director only if vacancy occurs when legislature is not in session.

ARKANSAS

There are five legally established state library agencies in Arkansas. The State Library, under the Secretary of State as librarian, exists practically in name and law only. No collections nor staff is noted for this library in the American Library Directory for 1948. This is understandable since the law provides that the librarian, under the direction of the Governor, "shall purchase such books, maps and charts as may, from time to time, be directed to be purchased by the General Assembly."[1] Also, "no person shall be permitted to remove any book from the library except state officials."[2] These are hardly provisions which would develop a good library and good library service.

The state library extension service under a State Library Commission was established in 1935 to replace the Free Library Service Bureau begun in 1921. The board of seven is appointed by the governor, one from each congressional district. Four interested state-wide organizations submit lists and one member must be chosen from each list. The commission appoints the librarian who also serves as executive secretary. Through the office, advice and assistance to public and school libraries is given. It may

---

[1]Arkansas Digest of Statutes, 1937, Vol. 1, Sec.5467.

[2]Ibid., Sec. 5470.

purchase books for loan and encourage the establishment of county libraries, give courses in library work and administer state aid to libraries. The library extension agency is the most active and well-supported of all the state library services. The school library consultant also works under the commission's program.

The extension program of the commission is developing rapidly. The state legislature increased its appropriation from $140,000 to $180,600 for the 1949-50 fiscal year. The larger increases were in the book budget which rose from $8,000 to $25,000, in salaries from $25,000 to $34,000, and in state aid from $91,000 to $101,000. State-aid now includes library service for negroes.

The Supreme Court Library is the generally accepted law library. The clerk of the Supreme Court serves as the librarian and also is authorized to appoint a librarian who shall perform the duties prescribed by the clerk and have charge of the library. Attorneys may use the library upon payment of a quarterly fee.

The object and purpose of the State History Commission is to care for and have custody of official archives and the collection of material on the history of the state. A secretary is paid to devote his entire time to the work of the Commission which also receives copies of every state publication for exchange with other states and societies for their publications. An unusual combination of services is added to the Commissions functions: "To

build up at the State Capitol a museum, art gallery and library . . . To collect, compile and arrange information upon subjects of legislation and administration . . . "[1] In other words, archives and history functions are combined in one commission whose total income in 1948 was $10,000, and whose total collection numbered 21,000 volumes. Intention must certainly outrun accomplishment in this case.

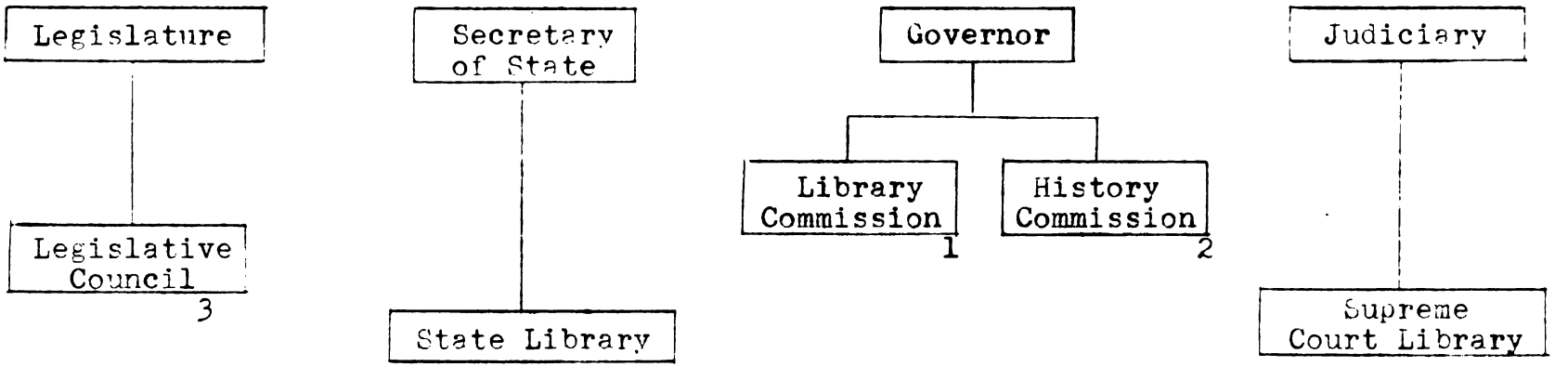
The legislative reference service under the commission could not have been satisfactory since it is now organized under a Legislative Council consisting of twenty-three members of the General Assembly.

No move to change the current organization seems to be afoot in Arkansas. Libraries and librarians must be content to see the Library Commission and its extension service prosper and do not feel the need of coordination or integration of state library service on the state level.

---

[1] Ibid., vol. 2, sec. 12238.

ARKANSAS



1. Seven members. Three by governor's choice, four by governor from submitted lists from other groups.

2. Nine members. Six appointed by governor, chief justice, presidents of University of Arkansas and State Normal.

3. Twenty-three members of the General Assembly. Staff does legislative research and bill drafting.

CALIFORNIA

The California State Library is a good example of a state library agency combining all of the five important functions under one agency even though two of the functions are partially duplicated by other agencies. In this case, however, the agency does not have its own board nor is it directly responsible to the governor or legislature. Its Board of Library Trustees was abolished in 1921. In 1929 it was made a division of the Department of Education which is headed by a superintendent chosen by popular election for a four year term. The governor, however, still appoints the state librarian, who holds office at his pleasure. This counteracts the possible dominance of the state education department. The 1929 law specified that the state librarian shall be "technically trained." He is the only division chief of the Department of Education who is not an associate or deputy superintendent of Education and not subject to removal through action of the superintendent or Board of Education. Examination of the history of the position of state librarian reveals the steady reappointment of the state librarian by succeeding governors.

Without detailed legal provision specifying organization and function, the California State Library has developed a very complete, well-integrated state library service with a good staff and good financial support. Fol-

lowing are some of the duties performed by the various sections under the State Library. They are outlined here because they provide a good example for complete state library service.

The library extension work is performed by a Field Representative. His duties are thus described:

> The work of the Field Representative includes a variety of activities relating to the establishment and administration of municipal and county libraries. Under the direction of the State Librarian, a clearing house of information on library practice, administrative policies and professional procedures is maintained through correspondence, interviews and field trips. Advice and recommendations regarding library problems are provided to librarians, trustees and local officials upon request.
>
> From time to time the Field Representative undertakes investigations of special problems, compiling and interpreting pertinent data in the field or in State Library files, and prepares articles and talks on library questions and activities. Surveys of city and county libraries are made when requested by the proper authorities. Statements on the application and interpretation of library law are prepared. Suggestions and advice pertaining to the establishment of county libraries is given to individuals, organizations, and interested local officials. Other assignments include inspection of county libraries, conferring with state and local officials regarding school library service, departmental and special libraries.
>
> In carrying forward this work there is maintained in the Field Representative's office files of library building plans, pictures, publicity, equipment catalogs, legal opinions, ordinances, library contracts and data on school and public library service.[1]

---

[1]California State Library, News Notes of California Libraries, VL (1950), p. 241.

The general state library reference and loan service of the California State Library has been described by the library as follows:

> The Reference Section has the responsibility for circulation of books and magazines, except those borrowed from the Law and Legislative Reference Section and from the Books for the Blind Section. It also handles all requests for books and information except those referred to the specialized departments of the Library.
>
> The policy of the State Library is to lend books through other libraries where possible. Individuals in communities without local library service may borrow directly upon making arrangements with the State Library.
>
> Through an extended reference service to state agencies and employees the Library is contributing to in-service training in the state program. In July, 1948 a Senior Librarian was appointed to act as liaison librarian in making the resources of the State Library available to state workers. Monthly reading lists prepared on the subjects of management, personnel and accounting are distributed throughout the state departments; books and articles useful in solving problems arising directly from state work are assembled on request; special assistance is given in preparation for civil service examinations.[1]

The Law and Legislative Reference Section is another major function. It is:

> Fully equipped with the latest reports, digests, encyclopedias, and textbooks, the statutes of other states, the United States, Great Britain, Canada, Australia and certain other foreign countries, and briefs of cousel in cases de-

---

[1] Ibid., pp. 245-46.

> cided in the California Supreme and Appellate Courts. It is the policy to lend books through other libraries where possible. State officers are entitled to borrow books direct.
>
> In addition to special service to members of the Legislature, information on the laws of California and other states and countries is given on inquiry from libraries and individuals.[1]

Actual bill drafting, however, is done by an Office of Legislative Counsel under the legislature.

The history and archives functions of the library is called the California Section. It has:

> A working collection of printed and manuscript sources dealing with the history of the State in its many phases. This section collects and preserves books, manuscripts, maps, periodicals, newspapers, photographs, and other material bearing upon the development of California. The entire collection is available for reference and much of it also circulates. The staff of the department, by maintaining a familiarity with the material in its specialized field and by preparing indexes and other keys, is able to give expert assistance to students, authors, librarians, and others interested in the state's history.[2]

The California law provides and the organization chart includes a Supreme Court Library under the Supreme Court. A record of this library is not included in the American Library Directory for 1948 even though other small departmental collections are noted. This library serves only the Supreme Court. It is probably true that

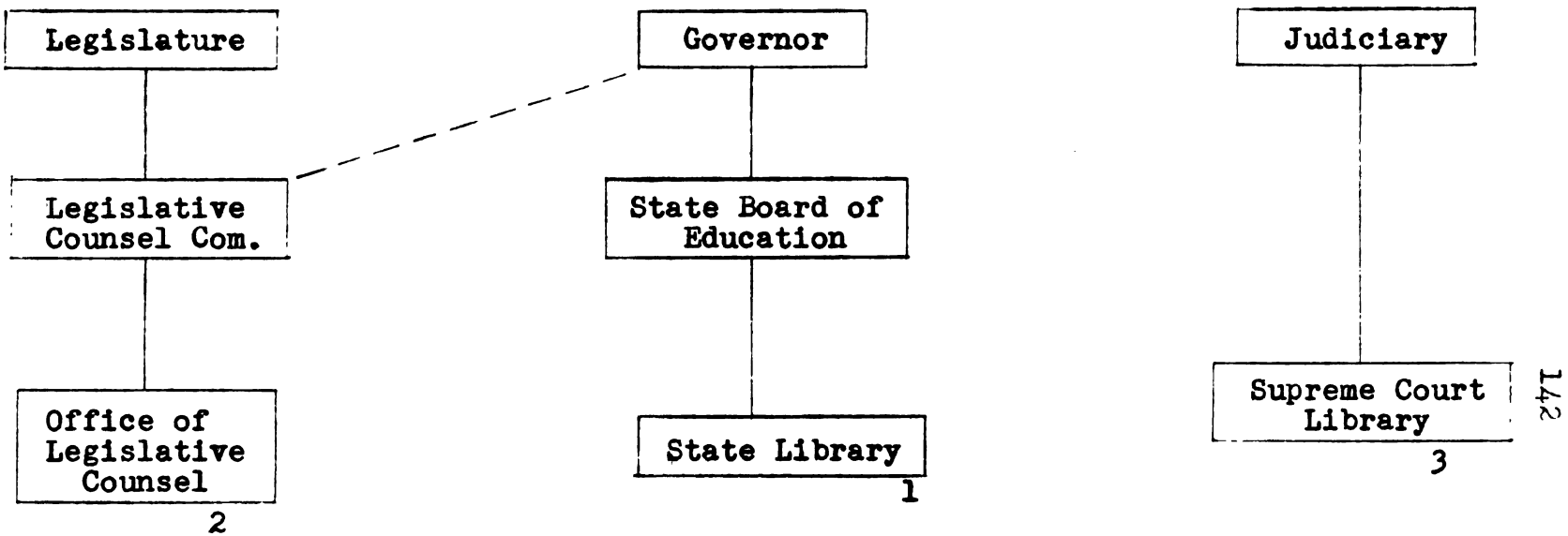
---

[1] Ibid., p. 245.

[2] Ibid., p. 243.

the legal library service of this library, if any, cannot in any way compare with the service of the Law and Legislative Reference Section under the State Library, and does not do the kind of legal reference and research work which the Law and Legislative Reference Section of the State Library would do for all state departments, lawyers and judges.

CALIFORNIA



1. *State Librarian is appointed by the governor.

2. Bill drafting service as compared with legislative reference service under State Library.

3. Legal reference service to Supreme Court as compared with legal reference and research service under State Library given to all who request.

COLORADO

The state library agency in Colorado has gone through a series of changes. None of these has simplified or integrated the state's library service. In 1929 the Traveling Library Commission and the State Library Commission were combined in one Colorado Library Commission. In 1933 its duties were transferred to the State Library, the Commission itself was abolished, and the state superintendent of public instruction became state librarian, ex-officio, according to the constitution. The State Board of Education consisted of three ex-officio members: secretary of state; attorney general; and the state superintendent of public instruction. The superintendent was elected by popular vote every two years.

In 1947 a new library law was enacted after much hard work by the Colorado Library Association. This law begins by declaring:

> Public Policy. It is hereby declared to be the policy of the State, as a part of its provision for public education, to promote the establishment and development of publicly supported free library service throughout the state, and to encourage the development of libraries of all types.[1]

The State Library was made a division of the State Department of Education under this law with the state superintendent remaining as ex-officio state librarian but

---

[1] "Colorado's 1947 Library Act," The Colorado Library Association Bulletin, June, 1947, p. 4.

recognizing his authority to delegate to the deputy state librarian, whom he appoints, any or all of the powers given to him. The law requires that the deputy shall be a library school graduate with three years of library work during the five years immediately preceding his appointment.

The previous law provided that the state librarian should be little more than a custodian of the library and put rigid restrictions on the use of library materials. The 1947 law gives the librarian the power and duty to purchase books and materials for lending to publicly supported libraries and institutions, and for the establishment and maintenance and operation of libraries in the penal, correctional, charitable and medical institutions operated by the State.

In 1947, for the first time, the state librarian was given the following powers and duties with respect to other libraries in the State:

> (a) He shall further library development throughout the state, in cooperation with other agencies where practical;
>
> (b) He shall serve as the agency of the State to receive and administer State or Federal funds which may now or in the future be appropriated to further library development within the state, and shall establish regulations under which such grants shall be distributed; except that this provision shall not apply to appropriations made directly to any institution;
>
> (c) He shall aid and provide general advisory assistance in the development of effective state-wide school library and

> public library service, and encourage contractual and cooperative relations between school libraries and public libraries;
>
> (d) He shall give assistance, advice and counsel to all libraries of any type within the state and to all communities or persons proposing to establish them, on the approved methods of operation, selection of books, or other activities necessary to the proper administration of a library;
>
> (e) He shall collect such information and statistics as is necessary to his work, and publish findings and reports thereon;
>
> (f) He shall supply further advice and information to libraries in the state through field visits, conferences, institutes, correspondence and publications, and do any and all things he may reasonably be expected to do to promote and advance library services in the state.[1]

The 1947 reorganization of state library service in Colorado follows the pattern of change which will bring more direct library service to the people of the State, improved professional leadership, responsive to policies set by those elected to carry out the will of the people. Unfortunately, there has been great delay in putting the new provisions into practice.

In April 1949, the Colorado Library Association Bulletin was still able to quote a 1947 statement by John Van Male, then president-elect of the Colorado Library Association as follows:

> The State Library now does two things--

---

[1] Ibid., pp. 5-6.

it sends out boxes of books and it lends recreational reading to state employees. Neither of these activities appear in the new law. While both activities have merit, they do not appear in the new law because we believed the State Library has more important work to do. If the State Library continues its present activities, it cannot very well begin to assume its new duties, which the law set down in unmistakable terms. The law says that the State Library shall become an agency to promote local libraries and a reference service to supply information to state officials. In other words, the State Library should cease to be a public library and become two things: a field agency and a reference library.

Both these duties will require all the energy and thought the new Deputy State Librarian can muster. They will also require much larger appropriations, eventually. The Deputy State Librarian must travel a good deal, spending at least half his time outside Denver, or engaging a field worker to share this duty with him. He should be known throughout the state, stopping by to pass the time of day with librarians and library boards which have not asked his advice on his way to communities which have. He should help local groups plan their campaigns for a city or a county or regional library, and advise school superintendents how to set up a library system on their own or in cooperation with county and regional libraries. Later he will probably need two field workers--one for schools, one for public libraries.

The other half of his main job--reference service--calls for a new kind of book collection. The State Library now has a set of United States government publications and a fair-sized collection of novels, children's books and general literature. The State Library of the future, when it has complied with the new law, will consist of recent state and national government reports, files of magazines dealing with public health, highways, schools and the other subjects of great-

> est interest to the state government, and books and pamphlets on these subjects and public administration.
>
> To select the right publications and help state officials use them, the State Library needs an expert reference librarian. Therefore, the State Library needs more than a Deputy State Librarian to carry out the main provisions of the new law. It needs a field worker, as I said before, soon if not now, and it needs a reference librarian, preferably right away.[1]

Just as in Arizona, we again have another case of a good library law which lacks both funds and staff to make it meaningful and effective. The unwillingness of the Colorado legislature to implement the 1947 law with funds is reflected in their defeat of a request for $100,000 in state-aid for public libraries in the same year.

The 1947 library law did not change the organization of the Supreme Court Library which is supported by license fees of $20, charged to lawyers being admitted to practice in the state. The Supreme Court appoints the librarian who has custody of the library under the direction of the court. The library is open to the public for legal reference service.

The State Historical Society had a rather independent status until 1947 when a new law declared the cociety to be an institution of the state, part of the ex-

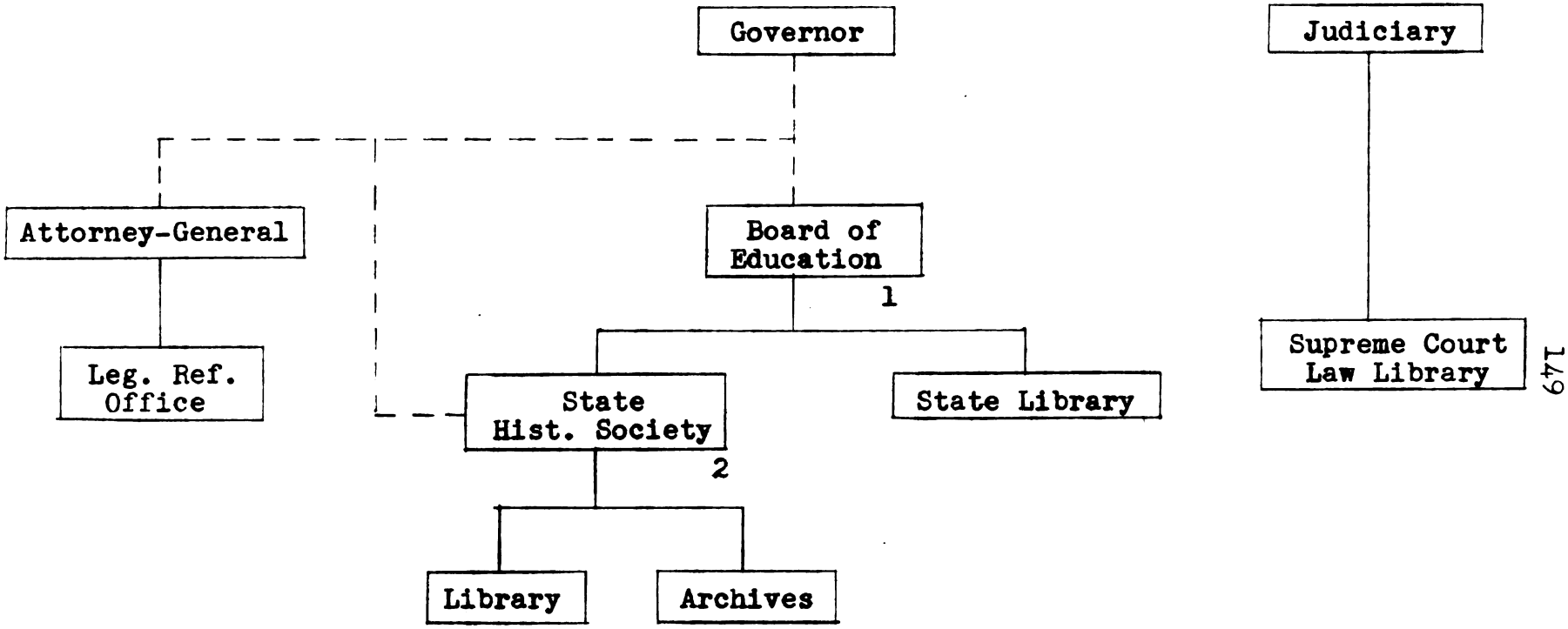
---

[1]John Van Male, "The Function of the State Library," The Colorado Library Association Bulletin, April, 1949, p. 9.

ecutive department of the state government, and official custodian of all documents, books and other library materials. The society still elects its own board, and the governor is an ex-officio member. Under law, the society is now a component of the Department of Education, but in practice no control is exercised by the Board of Education. The curator of history and other employees are appointed by the Board of Directors which also fixes salaries.

The Legislative Reference Office is in charge of a director, appointed by the attorney general with the consent of the governor, the appointment to be based on fitness to perform the duties of the office. The law also encourages the cooperation of the Supreme Court Library both in use of materials and staff by the Legislative Reference Office during legislative sessions.

COLORADO



1. Superintendent of public instruction ex-officio state librarian appoints Deputy.
2. Governor, ex-officio member of Board of Directors. Society elects own board, but under law is "component" of Department of Education. In practice no control exercised by Board of Education.

CONNECTICUT

The State Library in Connecticut has had a long history, its emphasis having been almost entirely on the reference, archival and historical aspect of state library service.

The Connecticut General Assembly in 1851 provided for a State Library Committee to consist of three persons to be appointed annually by the General Assembly. It was provided that the State Library Committee "shall have the care and custody of the State Library, shall be charged with the conduct of all literary exchanges, both foreign and domestic, and shall make a report of their doings annually to the General Assembly."[1]

In 1854 the General Assembly passed a resolution authorizing the State Library Committee to appoint a librarian to:

> Take charge of the State Library, to arrange, catalogue and index the same, and to have bound such unbound books or works belonging to the library as the said committee shall deem to be of sufficient value to the state to warrant the expense; also to make such state and national exchanges of books and works as are now required by law; also to discharge the duties required by the Secretary of State under the registration laws relating to births, marriages and deaths.[2]

---

[1]Connecticut, Resolution and Private Acts of the General Assembly of the State of Connecticut, May Session, 1851, p. 187.

[2]Ibid., 1854, p. 193.

Succeeding librarians developed legal collections to serve legislators, judges, state officers and attorneys and in 1900, Mr. Godard, the third librarian in his first report to the Governor, expressed the opinion that the process of specializing libraries to increase their utility was a necessary result of progress and that the State Library could make itself more useful by selecting its specialities and leaving it to the other libraries to be more general in their aims. In developing his idea of what the library should do, he made the following statement:

> There are two lines, however, which have a peculiar and special place in a State Library, viz: Whatever pertains to the science of government for the aid of those who are to administer government, and whatever illustrates the history, character, resources and development of the state.[1]

During the administration of Mr. Godard until his death in 1936, many new services and duties were added to the library. These services were added partly by legislative action and partly by administrative action on the part of the state librarian. An example of adding duties by administrative action is the expansion of the Legislative Reference Department of the library in 1907. This was all done without special legislation, but the librarian felt that "all state libraries were originally intended

---

[1]Edward A. Wight and Leon Liddell, Connecticut Library Survey (Hartford: Connecticut State Department of Education, 1948), p. 99.

to be legislative reference libraries as well as law, departmental, and general reference libraries."[1]

Again, in 1918, the librarian in speaking of the expansion of the library made the following statement:

> . . . The real value of any library does not consist in the number of volumes upon its shelves, but does consist in the completeness of the departments which it undertakes to represent. On the principle that an institution should perform any service necessary in a state for which it is adapted, and for which there is no other authorized agency, and which it can perform better than any other existing agency, the duties of the Connecticut State Library have gradually been added to until today it is a busy institution, serving the state and nation in many different ways.[2]

This is an excellent example of how the functions of a state agency change not by legislative action solely but also by administrative action under a strong leader.

The present legal status places the State Library under a State Library Committee, composed of the governor and four persons appointed biennially by the General Assembly - usually the secretary of state, chief justice of the Supreme Court and two others. This committee has charge of the State Library and appoints the state librarian. The services and collection of the State Library include reference, archives, history, genealogy, legislative reference and law. The State Library is also respon-

---

[1] Ibid., p. 99.

[2] Ibid, pp. 99-100.

sible for the collection of vital records, church and court records, probate records, and state military necrology.

The state library extension function has had a more varied organization, the most recent change having been made in 1947. The Connecticut Library Association was established in 1890, and largely through its efforts a bill was introduced to the Connecticut legislature and in 1893 passed. It provided for the appointment, by the State Board of Education of the Connecticut Public Library Committee consisting of five members. Members of the committee were not paid, but were allowed $500 annually for clerical assistance and incidental and necessary expenses incurred in the discharge of their duties. The committee was authorized to spend for books in any town not having a free public library but which would establish and maintain one, a sum not to exceed that spent by the town, and not to exceed $200.[1] Presumably the legislation used the designation of "Committee" because of the large number of commissions already in existence, and the appointive power was placed with the State Board of Education rather than with the governor in order to reduce the probabilities of political influence in appointments.

By 1921 the law provided $7,500 annually for the work of the Public Library Committee. The 1930 Revision

---

[1]Connecticut, Public Acts of Connecticut, January 1893, chap. 178, sec. 10.

of the General Statutes did not specify a fixed sum, leaving the amount to be set by the appropriation of the General Assembly. In 1939 an amendment specified that the State Board of Education should provide annually in its budget that such sum as was deemed necessary to carry out the duties of the committee.

The 1948 survey found that the place of the Public Library Committee within the organization of the State Department of Education varied over the years and has not always been clear. It concluded that:

> The lack of clarity in the relationship between the State Board of Education, the Commissioner of Education, the Connecticut Public Library Committee, and the Executive Secretary of the Committee is such that the lines of responsibil ty for carrying out the mandatory and permissive provisions of the law are not clear-cut. This lack of clear-cut responsibility has resulted in the absence of dynamic leadership on the part of the Connecticut Public Library Committee. In carrying out an expanded program of public library service that definite responsibilities for policies and for carrying out a program based upon these policies should be placed respectively, upon a single board and a single administrative officer.[1]

The Survey recommended that:

> 1. The Public Library Committee be abolished and that its policy-making functions be taken over by the State Board of Education.
>
> 2. A Division of Libraries comparable in rank with other major divisions in the State Department of Education be established and the class of position of

---

[1]Wight, op. cit., p. 14.

> Director of the Division of Libraries be created in the state classified service. The qualifications required should include general and professional schooling and professional experience appropriate to the position as head of the public library system of the State. The division should be directly responsible to the Commissioner of Education. An advisory committee of librarians would probably be desired both by the Director of the Division of Libraries and by the librarians of the state . . . .[1]

Even before the survey was printed the Connecticut General Assembly in the 1947 legislative session abolished the Public Library Committee and transferred its duties to the State Board of Education. The office of the committee is now the Division of Libraries of the State Education Department. This may improve the administration and policy-making function of the library extension service but the real test of the change will be whether or not the library extension staff and the funds with which they can operate will be increased.

Although the survey recommendations for a regional library program have been adopted in principle by the Department of Education, the state aid program has not been advanced, the only change being that instead of purchasing books for libraries, the Division will reimburse libraries, but the maximum grant-in-aid is still $100 per library per year.

In February, 1950, the Commission on State Govern-

---

[1]Wight, op. cit., pp. 14-15.

ment Organization issued its sweeping recommendations in "The Report." It proposed to reduce the number of departments to seventeen plus the executive office, judicial department and the legislative departments. All present functions would be grouped under these departments which would be headed by commissioners appointed by the Governor. These recommendations include that: "All the functions of the State Library, except those relating to the Supreme Court Library, photostating and photo-offsetting . . . are hereby transferred to and shall be exercised by the Education Department under the direction of an Education Commissioner."[1] Transferred to the Judicial Department would be: "Those functions of the State Library Committee pertaining to the Supreme Court Law Library."[2] Office of General Services would receive those functions of the State Library Commission relating to grounds and building management and those functions of the State Library relating to photostating and photo-offsetting.

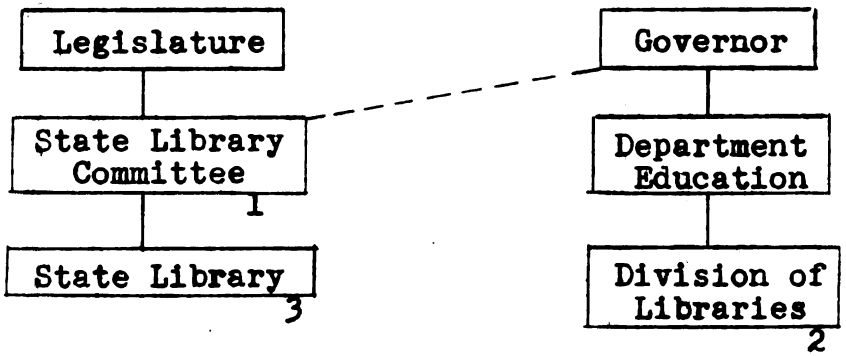
The 1950 special session of the General Assembly received the recommendations of "The Report" and rejected them entirely. Combining of the two library agencies under one head whether it be an independent board appointed by the governor or the Department of Education will be difficult because of the long independent history of both.

---

[1]Connecticut, The Report, 1950, pp. 92-93.

[2]Ibid, p. 96.

CONNECTICUT



1. Legislature appoints, biennially, four persons who, with the governor, constitute the State Library Committee, which has charge of the State Library and Supreme Court building and appoints a state Librarian.

2. A division of the Department of Education to give aid and assistance to public libraries.

3. The State Library is a separate state department. It has no direct connection with public libraries of the state. Contains the Supreme Court Law Library, a Legislative Reference Department, Archives Department, Vital Records Department, Genealogy and Local History Department, War Records Department. Also serves as the exchange agency in the distribution of official state publications.

DELAWARE

The State Library in Delaware is primarily a law library with a low personnel and book budget ($4500 in 1948). Its organization is rather unusual and makes it difficult to place on a chart. The governor appoints the state librarian and also has the power to remove him from office. The state librarian also reports to the Governor. However, the Supreme Court approves the rules and regulations formulated by the state librarian and also approves his expenditures and receipts. This type of organization would probably break down if the state librarian had more important duties and responsibilities including policy-making decisions regarding the administration of the State Library.

The library extension function is carried out by the Library Commission, nine persons appointed by the governor for five year terms. The commission selects a "qualified" librarian who serves as its secretary but has no vote. "The Commission shall have general supervision over all libraries in the state," can require reports, administer state-aid, provide books and other reading matter "tending to the encouragement of reading."[1]

The biennial report of the Library Commission for 1947-48 states that:

> The main objective of the State Library Commission is to reach the greatest number of rural people with adequate

---

[1]Delaware, Revised Code, 1935, p. 237.

library service. This is done in various ways.

Two bookmobiles are operated on rural highways where individual homes are visited, in order that the families may have the benefits of a trained person and a good selection of books. From 45 to 60 homes are visited each day that weather permits. Residents in the homes visited may borrow books to suit their desires. If borrowers desire books that are not on the bookmobile, the librarians make every effort to see that the requests are filled by mail from headquarters. Recent books of popular interest, as well as books on various subjects, are available to the people, together with light recreational reading.

In some of the more thinly populated areas, collections of books have been placed in centers, from which the neighboring families may secure their books.

The staff of the Library Commission renders advisory service to libraries already established in small towns. Publicity for promoting library interest in the State is given.

Collections of books are lent to libraries in the small towns, to supplement the library service that is already there.

Assistance in organizing both school and town libraries is rendered by the staff of the Commission.

The Traveling Exhibit, composed of a choice selection of children's books from the outstanding publishers, is routed during the winter and spring months, to the small town and school libraries. In this way the librarians and teachers, who do not have an opportunity to visit bookstores, may select books for child-

ren by examining the books rather than selecting from lists.[1]

In effect, the Library Commission in Delaware is operating as a regional library for the unserved areas of this small state. Its total budget for 1947-48 was $12,970, with $7,674 of this going for salaries. Sixteen libraries in small towns received a total of $5,700 in state-aid. The amounts varied from $150 to $500, which, according to law, must be spent for books.

In the same report, the commission recommended:

> Since there are several small towns and villages that do not have library service, the Commission recommends that one large bookmobile be provided to serve these communities. It is planned that this bookmobile should be equipped to carry at least fifteen or eighteen hundred books; with proper lighting and heating; with a desk for keeping records in charge of a trained librarian. In this way a mobile collection of books with one assistant will provide better library service than if there were a center established in each town. The Commission feels that this bookmobile will greatly improve the library service in the State.
>
> Since the headquarters of the State Library Commission is inadequate at the present time and since the Commission has been notified that no additional weight may be put in the room where the library is housed, it immediately becomes apparent that new headquarters is necessary.[2]

It is interesting to note that exactly the same

---

[1]Delaware, Twenty-third Biennial Report of the Library Commission, 1948, pp. 4-5.

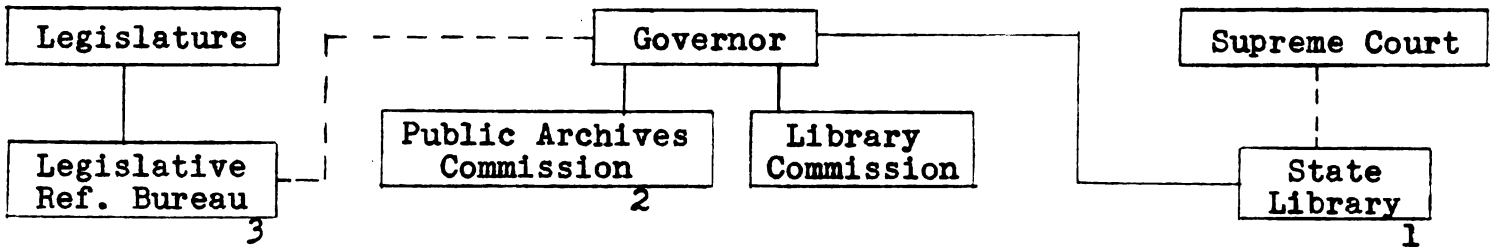
[2]Ibid., p. 8.

recommendations appeared in the biennial report for 1945-46. Even so small a state is having its difficulties in bringing library service to all its residents.

The organization and function of the Public Archives Commission follows a usual pattern. It consists of six members, two of whom, one man and one woman, are from each county. No more than three members of the Commission can belong to the same political party and all members must be residents of the state for at least ten years. The commission is authorized to employ assistants to carry out its duties as necessary.

There is a Legislative Reference Bureau consisting of the Governor, President Pro Tem of the Senate and Speaker of the House. Their primary concern is bill drafting and research.

DELAWARE



1. Governor appoints librarian.

2. Commission appoints archivist.

3. Composed of governor, president pro-tem of Senate and speaker of the House.

FLORIDA

The State Library in Florida got its legal start in 1845. The law provided that books and maps in state possession be placed in three collections to be known respectively as the Executive, Legislative, and Judicial Libraries, with custodians for each. In practice, however, the secretary of state, became the administrator of the three collections. In 1855, the secretary of state was legally made state librarian ex-officio. In 1925, the administration of the State Library was placed under the State Library Board whose secretary was made state librarian. The board of three is appointed by the governor for staggered four-year terms. It appoints a secretary by law, "a person trained in modern library methods." The secretary, appointed in 1927, was formerly a state legislator and is still serving.

Under the 1925 law, the State Library Board acts as custodian of a collection of about 50,000 books and pamphlets, loaning them to individual borrowers and to communities, groups or organizations, The Board also has legally implied powers to act as a library extension agency.

> The Board may, upon request, give advice and counsel to all school, state institutional, free and public libraries, as to the best means of establishing and administering them, selecting and cataloging books and other details of library-management.[1]

---

[1]Florida, Compiled General Laws 1927, p. 644, sec., 1690.

The law also permitted the Board to conduct courses of library instruction and perform such other services as it may consider for the best interest of the State. Only the loan and reference function, however, are now being performed by a staff of nine with an annual budget of about $36,000.

As a result of the lack of real library extension service from the State Library Board, a General Extension Division, representing the tax-supported institutions of higher learning in Florida, has made its materials freely available to all Floridians since 1920. Materials available, although not large in number (about 25,000), include books, plays, phonograph records, package libraries and pictures. The Division also employs a specialist in library services who edits a "Florida Public Library Newsletter", giving practical information and advice to improve and strengthen public library service. He also visits libraries and provides assistance in organizing or changing over from a private to a public library. This year (1950), the General Extension Division assumed another of the State Library Board's legal functions by holding six one-day regional library training institutes for librarians, staff and trustees of smaller public libraries.

About one-half of Florida's libraries are privately supported. An unusual provision in the Florida library law stipulates that the governor of the state shall appoint the members of county library boards. This seems to be an un-

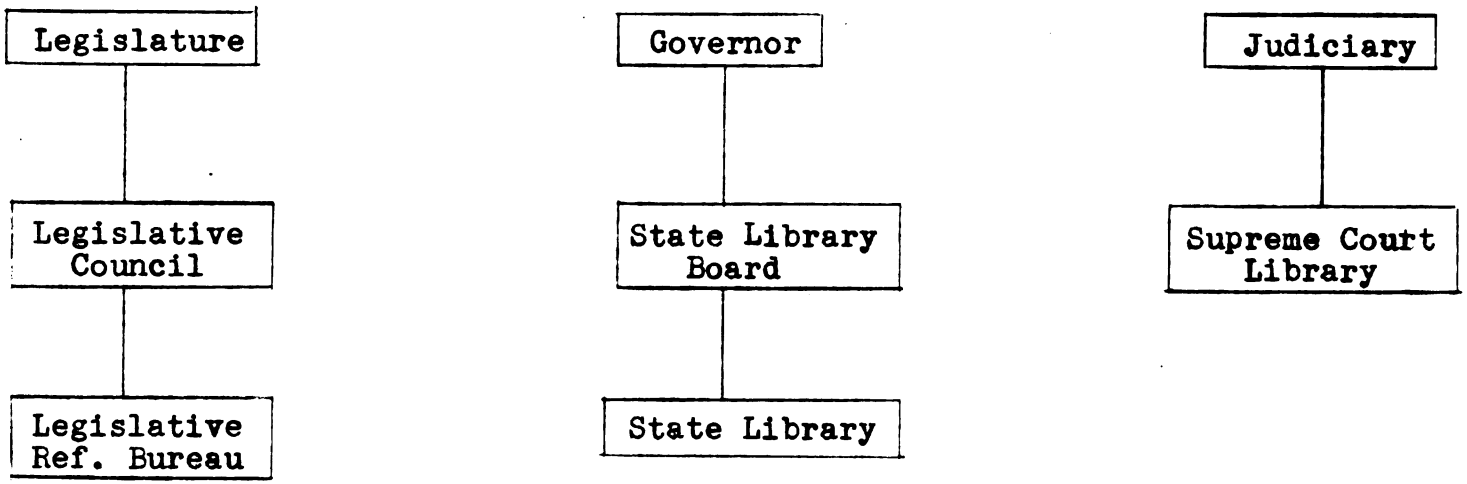
necessary centralization of power and may be one reason why Florida has been slow in adopting county libraries which would improve library service in the state, particularly to the rural areas.

Florida law provides for a Supreme Court Library, the clerk of the court also serving as librarian of the law collection. This is strictly a legal reference collection under the exclusive control and supervision of the Supreme Court.

In 1949 the legislature provided a Legislative Reference Bureau under the Legislative Council, taking away another function which had already been legally assigned to the State Library.

The Florida State Library obviously needs more professional staff and financial support to fulfill its legal obligations. These obligations are being assumed by the General Extension Division of the state university in the absence of activity by the State Library. The functions the State Library is forfeiting are necessary and proper for it to perform. It is not sound library development to have the only aggressive library development work being performed by an extension librarian under the General Extension Division of the state's universities and the school library consultant on the staff of the State Department of Education.

FLORIDA


Legislature
Legislative Council
Legislative Ref. Bureau
Governor
State Library Board
State Library
Judiciary
Supreme Court Library

GEORGIA

The Georgia State Library, founded in 1831, serves the administrative, legislative and judicial departments of the state. The state librarian in Georgia is appointed and supervised directly by the governor and confirmed by the Senate. The term of office is four years. Until 1947, only a "fit and competent person" was specified by law.

In 1947 the law was changed to:

> The head of said department shall be known as the State Librarian, who shall be appointed by the Governor with the advice and consent of the Senate, whose term of office shall be for four years or until his successor shall have been appointed and confirmed by the Senate. The officer so appointed shall be a duly certified librarian, according to the provisions of An Act to Establish a State Board for the Certification of Librarians, approved March 31, 1937, and of rules and regulations pursuant thereto and, in addition, shall have had experience of at least three years in an executive position in a law or other reference library. The said State Librarian shall have all the powers and duties heretofore required of or invested in the State Librarian, not inconsistent with this Act. The present State Librarian shall continue in office under this Chapter until the present term of office of said State Librarian expires or until a successor is appointed and qualified.[1]

This library is primarily a legal collection for reference purposes, the law reading: "It is the librarian's business to preserve, keep in order, and protect said library.[2]

---

[1] Georgia Laws 1947, p. 1167.

[2] Georgia Code 1933, p. 2597.

The State Library also carries out the function of exchanging state documents and laws with other states. It is somewhat more unusual that the State Library also has the legislative reference function under its supervision. The law originally gave the state librarian the power to designate an assistant to be known as the legislative reference librarian, to have charge of legislative reference work and other duties as the state librarian directed. This law was repealed in 1947, though the state librarian still has the legislative reference function.

The 1947 law also set up for the first time an Advisory Library Committee, consisting of the chief justice of the Supreme Court, secretary of state and the chancellor of the university system, ex-officio, consult and advise with the state librarian from time to time and suggest or recommend to the governor and the state librarian such policies and services that would best promote and advance the usefulness of the department to public officials and the citizens of this State.

In 1929, the legislature abolished the office of compiler of state records and established a Department of Archives and History, under the secretary of state. This office appoints the director or state historian "who may be a woman"[1] for a term of six years, adopts rules for the Department and controls and expends appropriations.

---

[1] Georgia Code 1933, p. 1208.

In 1943, an independent State Library Commission was abolished and its functions were transferred to the State Department of Education, Division of Textbook and Library Service. The law establishing the commission was passed in 1897, but the commission got its first appropriation in 1920. The commission was appointed by the governor for three year terms and it was to "give advice and counsel to all libraries and to all communities which may propose to establish them . . . conduct a system of traveling libraries . . . employ a trained secretary . . . and send its members to aid in organizing new libraries and improving those already established."[1]

One reason for the lack of accomplishment of the Commission may have been this restricting aspect of the law: "To enable the Commission to properly discharge its duties, the sum of $10,000 per annum is hereby appropriated."[2] Any law which specifies a constant figure which is inadequate to begin with has at least two strikes against it.

Although Georgia adopted a new constitution in 1945, with specific changes regarding education, no changes were made in the laws affecting state library agencies at that time. The 1943 legislature which adopted the resolution to revise the constitution did not wait until the

---

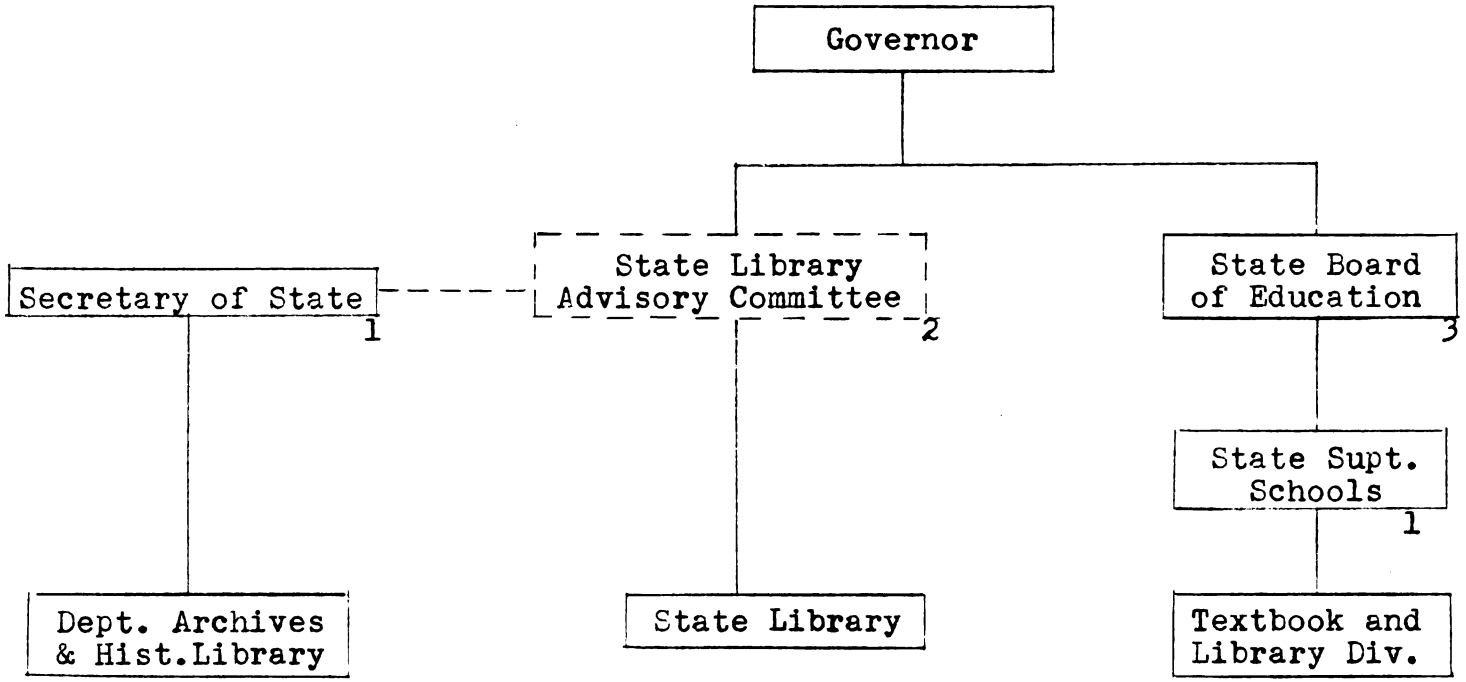
[1]Georgia Code 1933, p. 980.

[2]Ibid., p. 980.

year was out to make the major change which abolished the State Library Commission and transferred the library extension function to the Department of Education.

Library extension under the Department of Education has made rapid progress in Georgia and the program continues to expand rapidly. The Department is under an elected superintendent who happens to be interested in public, county and regional library development as well as school and school library development. As a result, state-aid appropriations have risen steadily since 1943. The division also has an excellent library extension staff to develop and make the most of the state-aid program. They have been assisted in their development of county and regional libraries by the great need for service and the lack of previously organized and independent libraries to oppose their program. State wide support for the library extension program has been developed and the feeling is that even under a different superintendent and state education board who might not be favorably disposed toward public library development, the people of the state would see to it that the program was continued. This is possible after such state-wide support has been developed.

GEORGIA



1. Elected.

2. Chief Justice, secretary of state, chancellor of university system comprise committee.

3. Ten members. Appointed by governor.

IDAHO

The State Library Commission in Idaho is organized in a rather unusual manner. The law reads: "Acting through its own executive officers, the State Board of Education and the Board of Regents of the University of Idaho, shall . . . supervise, govern and direct the State Library Commission."[1] Then the law assigns the executive officers of these two bodies, plus the superintendent of public instruction and the president of the State University to membership on the commission, the president being an ex-officio member but the superintendent being secretary. Other members of the commission are the secretary of state and the attorney-general who serves as chairman.

Here we have a really complex and confused administrative set-up. Add to the confusion the fact that the State Board of Education and the Board of Regents are appointed by the governor and the superintendent is elected by popular vote.

The commission manages the State Traveling Library which is practically the only function the library performs. The law stresses the distribution of books function but also includes the provision for more active extension work: "It shall cooperate with the management of public schools and other free libraries within the State and adopt such

---

[1] Idaho Code Anno. 1932, Vol. II, p. 630

means as shall promote these establishments."[1] The ex-officio commission has not been effective in seeing to it that these responsibilities are well supported.

The law library function is also somewhat unusual in Idaho in that there are three State Law Libraries, at Boise, Lewiston and Pocatello, all under the supervision of the Supreme Court which they also appoint the three law librarians.[2] There are no legal provisions for legislative reference service in Idaho.

The archival function is under the State Historical Society, whose board of three trustees is appointed by the Governor. The board appoints and directs the librarian. The library is supported by state funds.[3]

Many more people are without library service in Idaho than have service. All the libraries in the state have little more than 500,000 books total. Such a situation calls for a strengthening of the state library extension agency and possibly the establishment of a system of regional libraries operated by the state agency or largely supported by state funds.

The value of unifying the state library agencies in this case is questionable since all the agencies are so weak. More important would be the establishment of an independent board instead of the ex-officio board existing.

---

[1] Ibid, Vol. II, p. 710.

[2] Ibid., Vol. I, pp. 315-16.

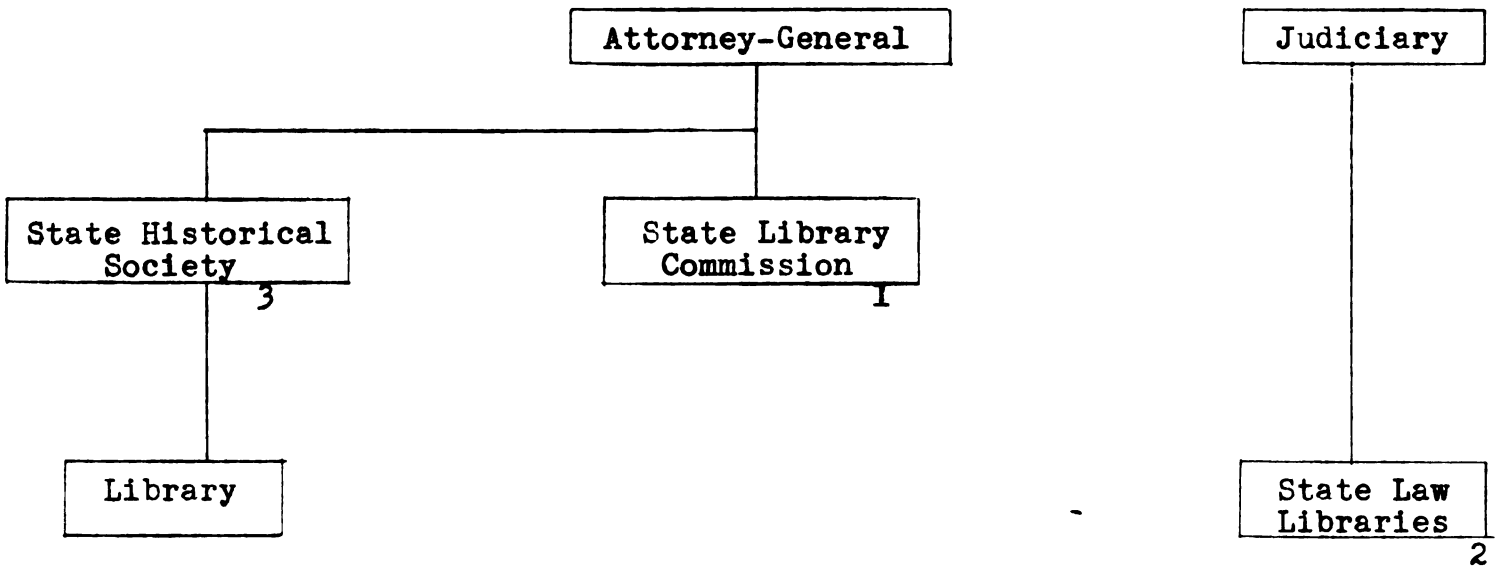
[3] Ibid., Vol. III, pp. 1303-1306.

No logical reason exists for having an attorney-general as chairman of a state library board administering state library extension, reference and loan service.[1]

---

[1]After this was written, the Idaho State Library Association, at its biennial meeting, decided to work on a revision of the Idaho code to change the Idaho State Library Commission from an ex-officio board to an appointed board.

IDAHO



1. Attorney-general, secretary of state, superintendent of public instruction, and president of state university, comprise commission.

2. Three state law libraries: Boise, Lewiston and Pocatello.

3. Governor appoints a three-member board of trustees.

ILLINOIS

The State Library in Illinois was originally created in 1839, as a law and general reference library for the use of the legislature and the Supreme Court under the control of the governor and Supreme Court judges. In 1842 a separate Supreme Court Library was created, and the State Library, converted into solely a general reference library, was put under the control of the secretary of state. An act of 1874 created a Board of Library Commissioners consisting of the governor, the secretary of state, and superintendent of public instruction, with the secretary to serve also as state librarian. The act also provided that books might be borrowed from the library by members of the General Assembly during a session, and at any time by the governor, officers of the executive departments of the state, and the justices of the Supreme Court.

In 1909 library extension activity was authorized when the Illinois Library Extension Commission, with the secretary of state as ex-officio chairman, was created with authority to operate traveling libraries and to loan such collections to any library in the state or to any community without library service. The Library Extension Commission was also given authority to appoint a library organizer whose duties were to keep informed concerning the work of the various public libraries in the state, to visit such libraries as occasion might require, to assist in pro-

moting new libraries and to make an annual report concerning library conditions in the state. In 1921, the Library Extension Commission was abolished and all its powers vested in the secretary of state, who continued as state librarian. Two citizen members appointed by the governor were added to the statutory membership of the advisory Board of Library Commissioners. The State Library was set up with three divisions: Reference, Extension, and Archives.

In 1939, the Board of Library Commissioners was abandoned, and the office of library organizer dispensed with, leaving full control and direction of the library function in the secretary of state as state librarian. The act specifies that the State Library is to serve as a library for state officials and employees, especially with respect to material concerning their work. In addition, it is also to serve this group by maintaining general reading material. Other functions of the library are: to supplement reading material unavailable in local libraries; to assist local libraries by loaning them books and in drafting plans for improving their local services; to aid local groups in developing library service in rural communities and rural schools without such service; and to act in an advisory capacity on questions concerning public and school libraries in Illinois.[1]

---

[1]Illinois Legislative Council, Library Service in Illinois, Publication No. 45 (1942), pp. 6-7.

The act of 1939 also gives specific legislative sanction to a liberal use of the loaning privileges of the state library. Provision was made for loaning reading material to:

> state officials, employees of the State, urban and rural schools not having library facilities in the schools, study groups, individuals living in communities without library service and to established libraries to supplement their book collections and to other individuals at the discretion of the state librarian.[1]

For over fifty years the privilege of borrowing books had been extended to all state employees without specific statutory authority. Likewise individuals living in areas without library service exercised the same privileges without express legislative permission. The reference facilities of the library have long been available to any person desiring them.

An innovation of the library act of 1939 is the division of the state into six regional library districts in each of which the secretary of state appoints a district librarian with authority to make recommendations concerning policies and management of the State Library.

The secretary of state-state librarian in reality serves ex-officio, although all state library activity and correspondence is carried on in his name. He appoints an assistant state librarian who carries on the administrative function.

---

[1] Illinois Revised Statutes, 1941, ch. 128., Sec.12.8.

In 1945, the state legislature provided $300,000 to set up demonstration libraries in the six districts of the state under the supervision of the State Library. Few permanent county or regional libraries have resulted from this two-year program.

In 1947 a bill designed to transfer the administration of the State Library from the secretary of state's office to an independent State Library Board was sponsored by the Illinois Library Association but was unsuccessful. The secretary of state carried on a vigorous campaign to keep the status quo. His principal argument was, strangely enough, that a State Library Board would bring politics into the administration of the State Library. The conflict in 1947 illustrated the lack of confidence and cooperation existing between the State Library and the librarians of the state.

In the same year, the secretary of state, without a formal change in the law, announced the expansion of the Illinois State Library Advisory Committee to include "citizen representatives" as well as librarians. To the seven librarian members, he added six other individuals.

In 1949, the legislature appropriated $10,000 for a survey of the State Library by three librarians, selected to do the job by the secretary of state-state librarian. This survey was requested by the State Library to determine whether any changes are desirable in the present

system.[1] The secretary of state has been quoted as saying that he will follow the recommendations of the survey. The results of the survey have not been published.

The Illinois State Library has a strong collection, good financial support and gives excellent reference and loan service to state departments, libraries and state residents without libraries. Its staff and activities, particularly in the extension field, are hampered by the effects of political influence in the library.

There is no doubt but that the political connections of the secretary of state-state librarian has considerable influence in obtaining good legislative appropriations for the State Library. It has achieved this even in lean appropriation years, but not without sacrifice of political independence, high staff morale and the full cooperation of local libraries and the Illinois Library Association.

In addition to the State Library and its varied library functions, there is an independent State Historical Library under a State Historical Library Board consisting of three trustees appointed by the Governor. The trustees select the state historian who shall be a "qualified person." There is overlapping between this library and the strong archival section of the State Library.

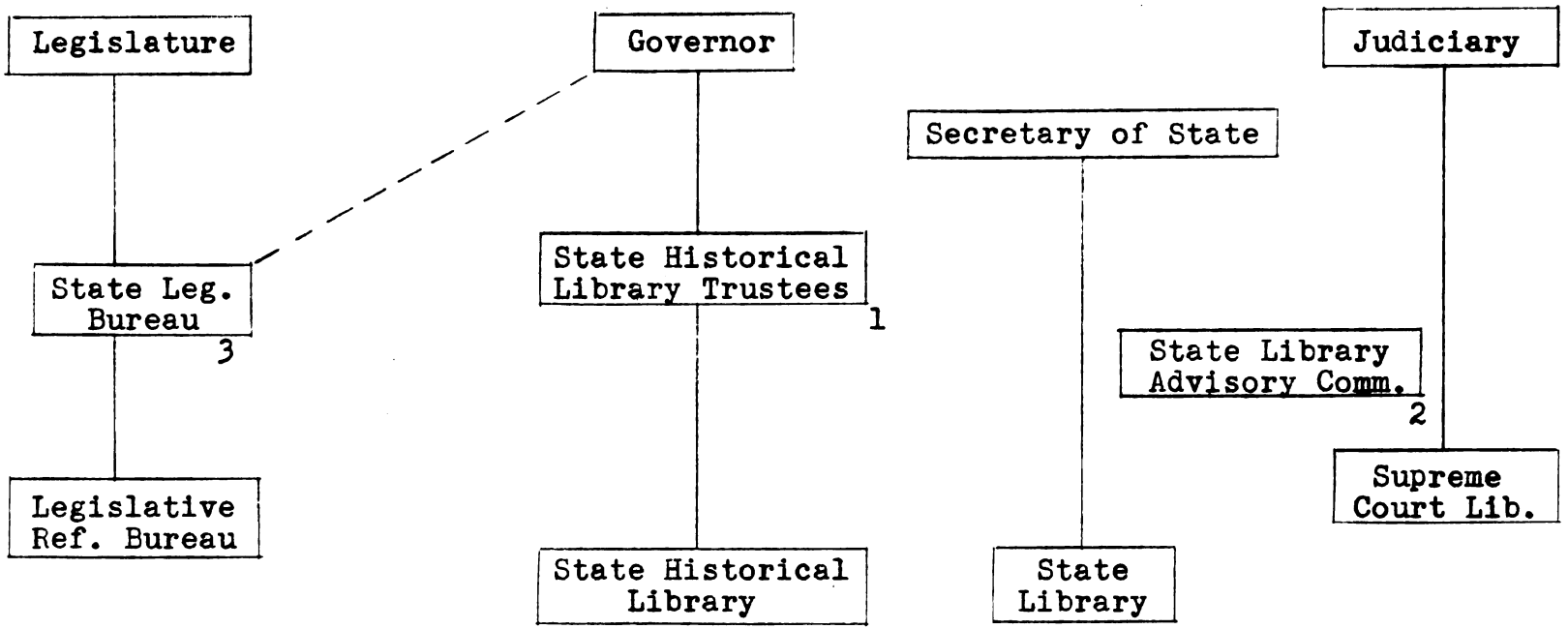
---

[1]National Association of State Libraries, Proceedings and Papers, 1948-49, (Rochester, N. Y., 1948), p. 13.

There is also a Supreme Court Library with a librarian appointed by the court. This is a legal reference collection for the use of the court and state departments. This library was established in 1842 when law books and court reports were transferred to it from the State Library.

A rather unusual legislative reference service exists. It is called a Joint Legislative Reference Bureau and consists of the governor, the chairman of the Senate and House appropriation committees and the Senate and House judiciary committees. The governor serves as ex-officio chairman of the Legislative Reference Bureau. The bureau appoints a secretary to carry out the duties.

ILLINOIS



1. Three members appointed by governor.

2. Seven librarians and six citizens - all appointed by secretary of state, but directed by statute.

3. Governor, two representatives, two senators, comprise Bureau.

INDIANA

The Indiana State Library was authorized by an act of the General Assembly in 1825 and in 1925 was merged with the Public Library Commission. This independent Commission had been established in 1899. The Indiana Historical Commission, established in 1915, was also superseded in 1925 by the Historical Bureau which was combined with the State Library and Legislative Bureau into the Indiana Library and Historical Department. In April 1933, by executive order under the state reorganization act of 1933, the state library agency was identified with the Department of Education, but reverted to the former board administration in 1941, with repeal of the reorganization act. State school library service is still under the State Board of Education.

The two divisions of the Indiana Library and Historical Department are each headed by a director, under one board of five appointed by the governor for four years, this board to appoint as director of the Library Division, a college graduate with special library training. The governor appoints the board as follows: One member on the recommendation of the State Board of Education, one on recommendation of the Indiana Library Trustees Association, one on recommendation of the Indiana Library Trustees Association, one on recommendation of Indiana Historical Society and one selected and appointed by the Governor.

The law providing for the two divisions, the State

Library and the Historical Bureau, under separate directors reads:

> The Board may designate one of the directors so appointed as the executive secretary of the board, whose duties, as secretary, shall be prescribed by the board.[1]

Each director appoints his own assistants. Another attempt at integration is made in specifying that:

> The Board may so apportion the duties of the department and the several divisions thereof that like services in the various divisions may be performed by the same employe or employees for the entire department.[2]

In this administrative organization there seems to be an opportunity for difficulties to arise between the two divisions, which are separate and yet under the same board and executive secretary who also serves as one of the division directors.

Since the duties of the Historical Bureau consist mostly of editing and publishing, and the duties of the State Library are much broader and would require a much larger staff, this latter division naturally dominates. The library serves not only as a reference center for state departments but loans books to public libraries and groups, and has the library extension function of coordinating library services and promoting the establishment and improvement of local library service.

---

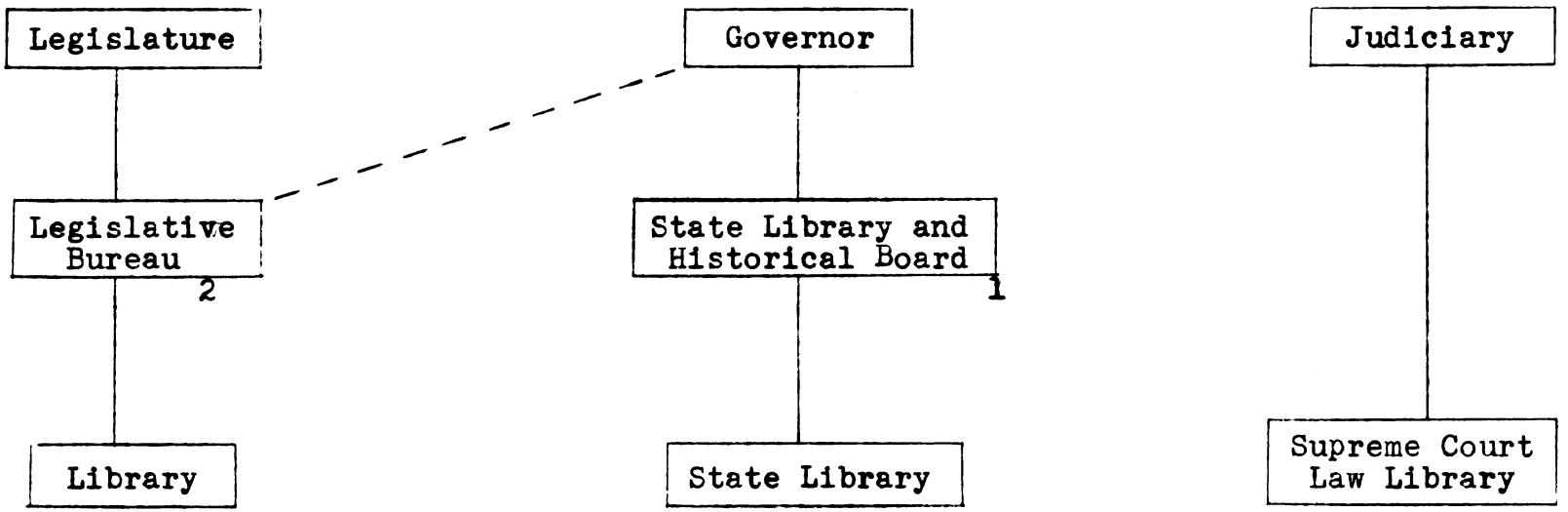
[1] Burns Indiana Statutes Annotated, 1933, Vol. 11, sec. 63-823.

[2] Ibid., sec. 63-826.

In addition to this state library agency, there is a State Law Library under the Supreme Court which appoints the law librarian.

In 1939, the Legislative Bureau was removed from the State Library and Historical Board. The director is now appointed by the governor and reports to him, but he may be removed by the General Assembly. This organization could also create difficulties and a possible impasse. A joint committee of the General Assembly, known as the Indiana Legislative Advisory Commission, acts in an advisory capacity to the Bureau which is at the service of all departments of government. The Bureau maintains a special legislative reference library.

INDIANA



1. Five members. Appointed by governor, but four are selected from lists submitted by Indiana Library Association, Indiana Library Trustees Association, State Board of Education, Indiana Historical Society (one each).

2. Reports to governor. Head is appointed by governor. General Assembly may remove him.

IOWA

Under a reorganization act of 1939, the state legislature abolished the State Library Commission and its extension functions (established in 1900), and combined this agency and the general book collection of the State Library into a new agency, the State Traveling Library.[1] The same legislation then put this agency and three others, the State Department of History and Archives, the Iowa State Law Library, and the Iowa State Medical Library under an ex-officio board of trustees consisting of the governor, a member of the Supreme Court to be designated by the Court, and the Superintendent of Public Instruction. This ex-officio board makes and enforces rules for the four libraries, appoints the librarians in accordance with stated professional qualifications and also appoints, after consultation with them, qualified assistants to carry on the work.

The State Traveling Library performs the duties previously assigned to the Commission, mostly book loan and extension functions. It gives advice and counsel on establishing and improving public libraries, collects reports, makes plans for extending adequate service to all residents of the State, and circulates books to libraries, schools, colleges, granges, study clubs, state institutions,

---

[1] Iowa Code, 1939, sec. 4541.02.

and individuals.

The State Traveling Library has not prospered in its ten years of existence under the ex-officio board. In her biennial report, dated July 1, 1948, the librarian reported:

> It is obvious that the staff has not been increased sufficiently to carry on the work that is needed. At the time of the consolidation of the libraries, there were twelve on the Library Commission payroll and nine on the State Library payroll. The work is now being done by nineteen people. We are attempting to do too much with too little in the way of staff.
>
> It is obvious, also, that Iowa is not supporting her libraries as they should be supported. Comparison with our neighboring states gives us nothing to feel proud about. The amount of money appropriated to the State Traveling Library is niggardly and justifies deserved criticism of people in the library field and others concerned with the value of good library service to the state.
>
> Since the consolidation, the library has never had a field worker though requests for this service arrive daily. The few visits that are made are by the librarian who must work overtime on work neglected when such visiting is done.
>
> The physical conditions under which we work leave much to be desired. The work is done on two floors with no direct connection. To go from one floor to the other involves a long, time-consuming trip in an antiquated elevator or by stairs that are outside the library rooms. Some method of direct access would save much in time and energy.
>
> The need for more book space is acute. In spite of much discarding, books are shelved on the tops of stacks and in inaccessible bins. More space is desperately needed.

In 1947, the State Legislature finally passed a county library law, allowing counties to vote a county library into being. This law, however, has not been implemented with a library extension staff or a state-aid to libraries program. In early 1950, the staff still did not include even one field extension librarian.

The lack of time and interest which usually characterizes ex-officio boards is at the basis of the difficulty. Consolidation of state library agencies has made a good beginning in Iowa. What is needed now is a change of board personnel to library-interested citizens, and one executive secretary or state librarian to administer the four departments as divisions of one library agency.

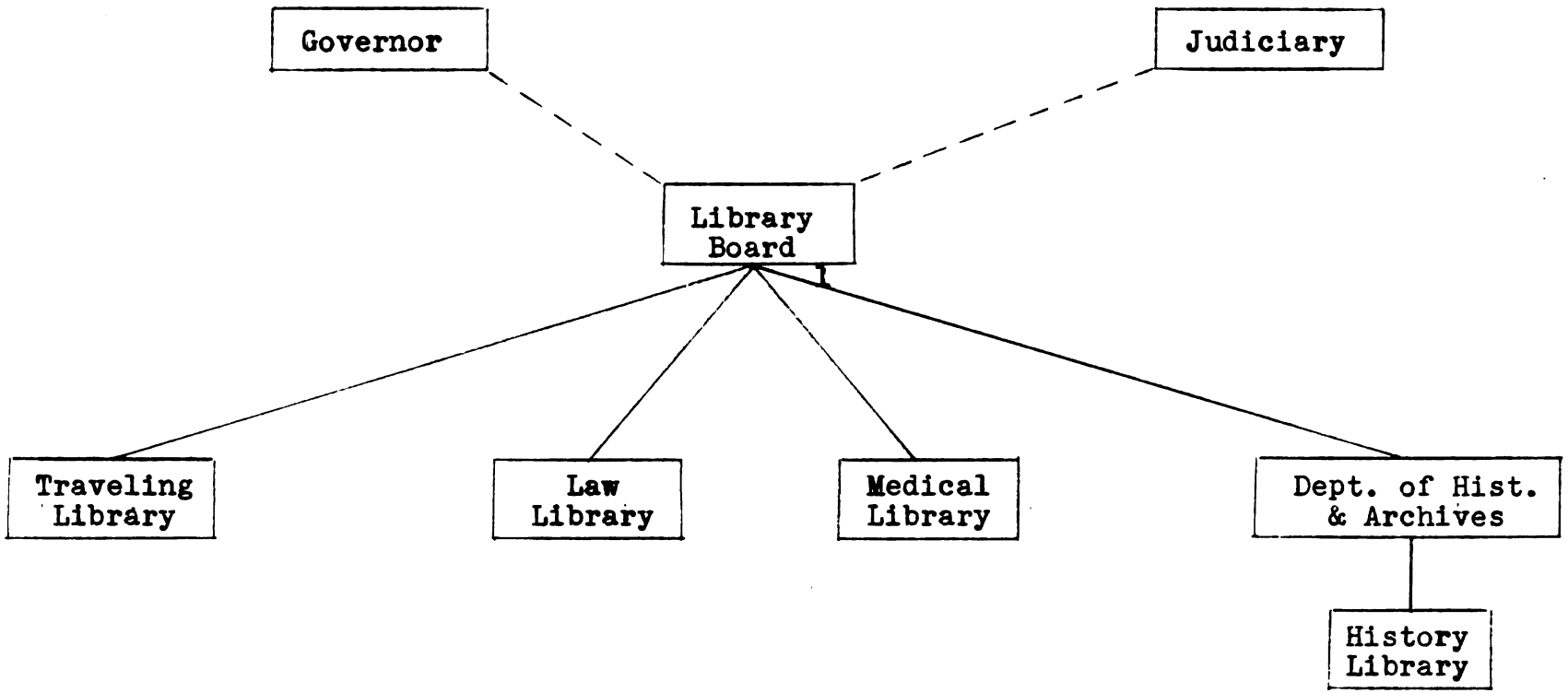
The Department of History and Archives is under a curator appointed by the board of trustees. There are some museum functions connected with the position as well as responsibility for archives in the History Library.

In addition to this Department, there is a legally recognized and independent State Historical Society (not shown on the chart), headed by a Board of Curators of eighteen persons, nine of whom shall be appointed by the governor, and nine elected by the Society, all for two years. The Society is maintained in connection with and under the auspices of the University of Iowa and maintains a library along with its collections, historical research and publications functions. There seems to be some duplication of functions here with the State Department of Ar-

chives and History. Supreme Court reports and other state documents are also kept by this library. Location of these materials in Iowa City rather than Des Moines is one explanation for their duplication.

The State Law Library also performs as the legislative reference service in Iowa. This is not as unusual as the existence of a state supported Medical Library in Iowa which is available for free use by Iowa residents.

IOWA



1. Board is comprised of governor, superintendent of public instruction and a member of Supreme Court.

KANSAS

Still another variation of state library organization exists in Kansas. Here we find that "the Justices of the Supreme Court, by virtue of their office, shall be the directors of the State Library."[1] The actual appointment of the State Librarian is made by the governor, but only on the recommendation of the directors. The law continues by specifying the title and salary of every position in the library. This library is primarily a reference, document and law library for the state.

Another unusual aspect of the Kansas library law provides that the members of the Supreme Court (directors of the State Library) appoint three persons for three-year terms, who together with the State Librarian and the president of the Kansas State Social Service Federation of Clubs (now the Federation of Women's Clubs) shall constitute a board to be known as the Kansas Traveling Libraries Commission, of which the State Librarian shall be ex-officio chairman. This Commission administers the Traveling Library which is a department of the State Library. The primary function of the department is to loan books to libraries in the State and communities and individuals without library service. The original law of 1899 specified that: "Said Commission shall be entitled to receive the

---

[1]Kansas, General Statutes, 1935, sec. 75-2501.

assistance of the Assistant Librarian of the State Library who is in charge of the miscellaneous departments of the State Library."[1] In 1937, the Kansas Traveling Libraries Commission was authorized to appoint a secretary, assistant secretary and a cataloger at specified salaries. Here is the same kind of dual administration of the library extension work found in Alabama, operating with less success.

The archival function in Kansas is under the State Historical Society, which is an independent organization, electing its own board of directors. The state, however, provides funds, specifies the titles and number of positions, and sets the salaries to be paid them. The secretary of the Society, who is appointed by the board, appoints the librarian.

An office of revisor of statutes is located in the State Library. The Supreme Court appoints the advisor directly. He appoints his own staff with the consent of the court. His functions are mostly bill drafting and serving as secretary of a Legislative Council appointed by the legislature.

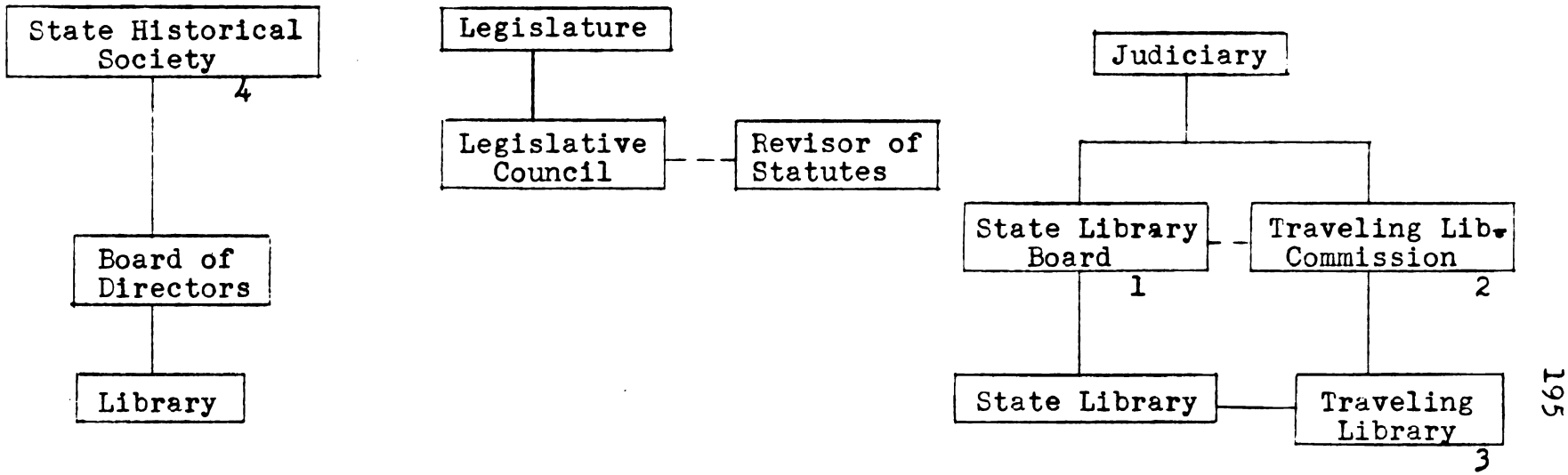
There may be some logic to having the Supreme Court administer a state law library in a state in which the law library serves them primarily, but it seems absurd to put the Supreme Court in the position of administering or appointing the board to administer library extension work. This would be as foreign to their interest as the

---

[1] Ibid, sec. 75-2603.

subject of conservation or school administration. This lack of interest at the top is probably the major reason Kansas has been backward in the library extension and development movement. In 1948, the total appropriation for the Traveling Libraries Commission was $12.940, and no provision for state aid. A survey has been made this year with a view toward changing the organization of the state library agencies but no recommendations have as yet been made public.

KANSAS



1. Supreme Court justices comprise library board. The governor approves the appointment of the state librarian, but has no power to select.

2. Library Board (Supreme Court) appoints three members of Commission. State librarian is exofficio, a member and chairman. Other member is president of State Federation of Women's Clubs.

3. A department of State Library.

4. Independent organization, but state provides funds and imposes certain legal conditions.

KENTUCKY

In 1936, the Kentucky legislature consolidated three state library agencies into one Department of Library and Archives, abolishing the Library Commission which had been established to do library extension in 1910, the Library of the Commonwealth and the State Law Library.[1] The governor now appoints the state librarian who must have professional library training and experience and the law sets the salary for the position at $3,000 per year. The law further specifies that the department shall consist of a library extension division, a legislative and law library, and the Kentucky Historical Society, all under the direction of the State Librarian.

All the necessary legal power is granted the department to carry out an effective library extension program. Provision is made for establishment, improvement, consolidation and extension of service, the receipt of state or federal grants to assist libraries. The law also establishes a State Board for the certification of librarians in the library extension division, consisting of the state librarian, ex-officio, head of the extension division and five members appointed by the governor for four-year terms from a list submitted by the Kentucky Library Association, two professional public librarians, two professional college

---

[1] Carroll's Kentucky Statutes, 1936, sec. 4618-128.

or university librarians and one library trustee.

Again, however, the division has been hampered in its accomplishments by a low book budget and supply and a small staff, and no state-aid provisions.

The Legislative and Law Library performs the function of the former Library of the Commonwealth of Kentucky and the Law Library. An assistant librarian acts under the direction of the state librarian. He must be a graduate of an accredited law school. Superimposed on this clear organization pattern is this legal provision:

> The Judges of the Court of Appeals of Kentucky and the Attorney General shall be Trustees of the Law Library. They shall see that the law librarian properly discharges the duties of his office.[1]

This dual responsibility obviously needs further clarification. The law is minute in its detail, specifying the hours and days of opening of the library, and a list of the books and series which shall constitute part of the library and which officials may take books out of the library.

The Kentucky Historical Library, the third division of the department, was guaranteed state support in 1936, upon transfer of its properties to the department. The law requires further clarification on the present and future acquiring of necessary archives and other historical materials. More financial support is also a requisite here for improved operation.

---

[1]Carroll's Kentucky Statutes, 1936, sec. 2439.4.

In November, 1947, the Legislative Committee in the Kentucky Library Association Bulletin, pointed up this criticism of State Library legislation:

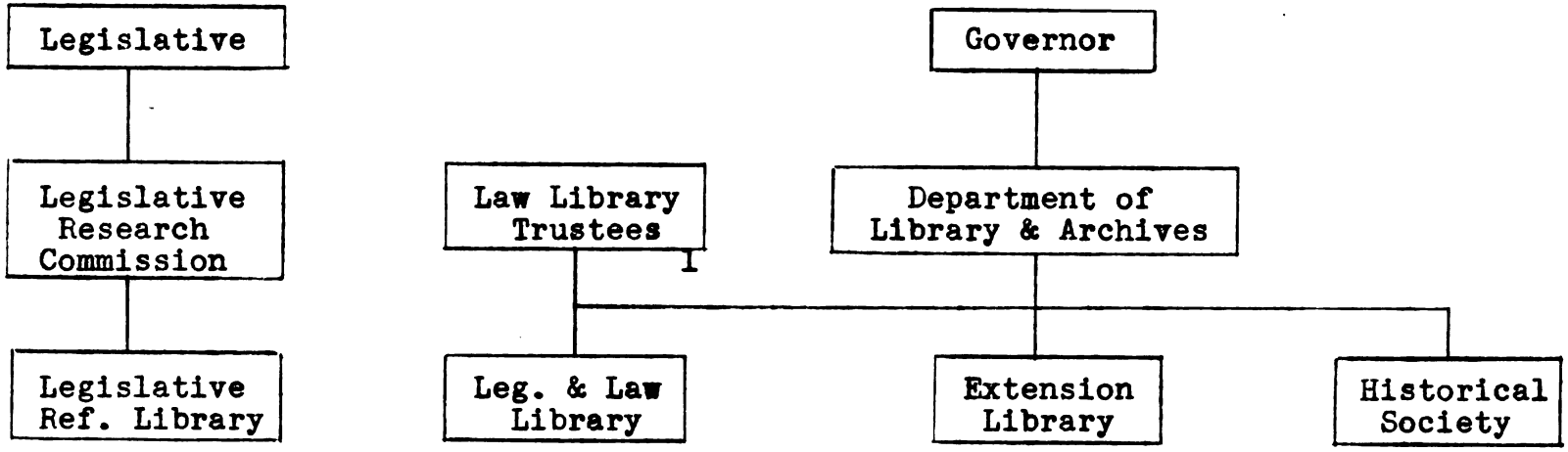
> Statutory limitation upon the State Librarian's salary, which in turn limits salaries paid to other employees in the Department and its Divisions, has created a serious personnel problem. Increased living costs have further complicated the situation. Salaries too low in normal times have under present conditions jeopardized the entire State program. For these compelling reasons the Legislative Committee recommends the repeal of this part of the law governing the Department of Library and Archives.

A Legislative Research Commission was created in 1948. It is composed of the governor, who is ex-officio chairman, the president of the Senate, speaker of the House, and the majority and minority floor leaders of the Senate and House. The Commission appoints a director with graduate training in government and maintains a legislative reference library as part of its duties.

Two additional state library services exist in Kentucky which are not included on the chart. One is a school library consultant under the State Department of Education. This service was re-established in 1947, and lends advice and assistance to librarians, teachers and school administrators toward the improvement of school libraries. Another State Library service was established in 1944, a Supervisor of Institution Libraries in the Department of Welfare. There is a good possibility that both these services could be operated more efficiently and effec-

tively if they had been included under the Department of Library of Archives.

KENTUCKY



1. Judges of Court of Appeals and attorney general.

LOUISIANA

Louisiana has had an interesting State Library history. Up to 1946, the law library service was known as the State Library. In that year the Louisiana Legislature officially changed the name of the law library service to the Law Library of Louisiana. Administratively speaking, this service had previously undergone several changes. The state reorganization act of 1941, transferred it from the Secretary of State to the Department of Justice and when the act was declared unconstitutional, it reverted back. A special act in 1942 then placed the law library service under the jurisdiction of the Department of Justice which is under the supervision of the Attorney-General. The law librarian is appointed by the attorney-general. By a special act of the 1942 legislature, the Huey P. Long Memorial Law Library is also under the jurisdiction of the Department of Justice.

The more important agency in Louisiana library history is, however, the Library Commission. The law establishing the Commission was passed in 1920, but it did not begin operation until 1925. In that year the national League of Library Commissions with $50,000 provided by the Carnegie Corporation decided that Louisiana was the rural and relatively bookless state it was looking for to try out a five-year state library demonstration.[1]

---

[1]Dixon, op. cit., pp. 36-37.

The fact that Louisiana already had a good library law but no money to operate it was also an important factor. That law provided for a commission of five appointed by the governor with the advice and counsel of the Senate. A rather unusual proviso was made in the law that at least two of the commissioners be women. The Commission appoints a secretary who shall not be a member of it but must be "a trained and experienced librarian" with "one year's training in library school and at least three years successful experience as head of a free public or institutional library, or as an assistant of high rank in such library."[1]

The law also provided strong and broad powers and duties for the Commission which can almost be considered a model:

> The work of the commission shall be to give advice to all schools, state institutions and free public libraries, and to all communities in the state which may propose to establish libraries, as to the best means of establishing and administering them, selecting and cataloging books, and other details of library management. It may send any of its members to aid in the organization of such libraries or to assist in the improvement of those already established. It may also receive gifts of books, money, or other property, which may be used or held in trust for the purpose or purposes given; may purchase and operate traveling libraries, and circulate such libraries within the state among communities, libraries, schools, colleges, universities, library associations, study clubs, and charitable and penal institutions, under such

---

[1]Dart's Louisiana General Statutes, 1939, III, p.461.

> conditions and rules as the commission may deem necessary to protect the interest of the state and best increase the efficiency of the service it is expected to render the public. It may publish lists and circulars of information, and may cooperate with other library commissions and libraries in the publication of documents, in order to secure the most economical administration of the work for which it was formed. It may conduct courses or schools of library instruction and hold library institutes in various parts of the state, and cooperate with others in such schools or institutes. It may also conduct a clearing house for periodicals for free gifts to local libraries and shall perform such other service in behalf of public libraries as it may consider for the best interest of the state.[1]

The Commission used the demonstration funds to concentrate on the establishment of parish (county) libraries. This technique has been successful. In 1926, supplementary state appropriations began, and when the five-year demonstration period ended, the state took over. In 1926, the Commission was also influential in having the Legislature create a State Board of Examiners whose function was to certify administrative librarians of public libraries.

The law specified that plans for the care of and rules and regulations governing the use of school libraries were to be made with the cooperation of the Department of Education. Since it began, the Library Commission, when called upon, had given its expert library advice to

---

[1] Ibid., p.462.

school libraries and other educational institutions. In 1929, the Department of Education took over this responsibility and added a School Library Supervisor to its staff.

In 1940, the legislature passed first the state-aid bill, but it was vetoed by the governor because of insufficient funds. Also in 1940, a general reorganization act included the transfer of the functions of the Library Commission to the Louisiana State University. This was declared unconstitutional in 1941, before it had been completely put into effect.

A more constructive change came in 1946. It had long been apparent that a change in the name of the state's library agency was most desirable. As in many other states, the functions of the Commission were actually those outlined for a State Library, which the Commission had always been in reality. But the law library of the state, located in New Orleans, bore the name Louisiana State Library. As a consequence, there was a continual mix-up in the use of the two libraries. With the agreement of the attorney-general, under whose direction the law library functioned, two bills were introduced in the 1946 legislature by the Commission to effect the name changes. The law library became the Law Library of Louisiana and the Library Commission became the Louisiana State Library.

With the new name came an expansion of state library services to include a legislative reference service, which operated officially for the first time at the 1948 session

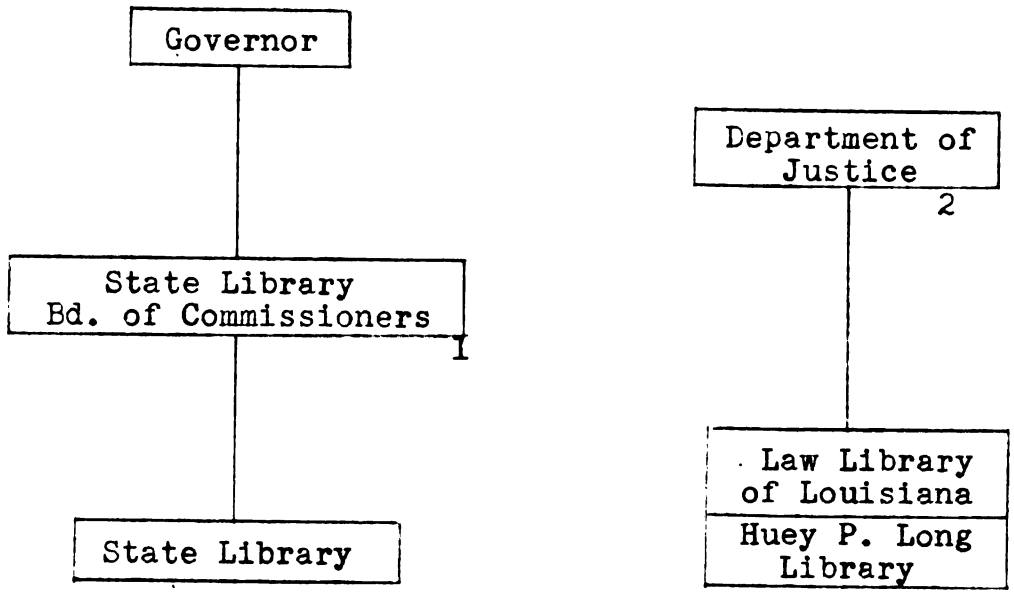
of the Legislature, although many legislators had long used the library's facilities.

According to state law, state and parish officials may legally turn their archives over to the State University, but there is no evidence that this is being done.[1] In 1950, the State Library enlarged its own activities in this field, assigning a special librarian to its new Department of Louisiana Archives.

---

[1] Ibid., II, p. 169.

LOUISIANA



1. Five members, appointed by governor. At least two must be women.

2. Not to be confused with Supreme Court. This is attorney-general's department.

MAINE

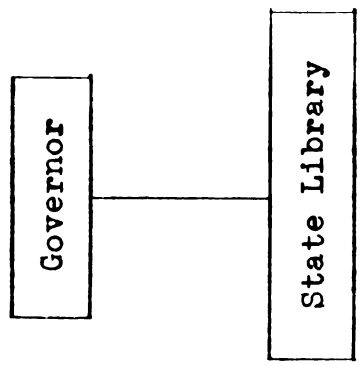
The most simple and unified state library administrative organization of all is the State Library in Maine. It has been an independent state department since 1861, except for a brief period from 1931 to 1940, when it was under the supervision of the State Department of Education. Under the present law the governor appoints the state librarian for a four year term with the advice and consent of the Council and the librarian administers the library.[1]

The library performs all the usual state library functions except the archival, even though it does carry on historical and genealogical research. Extension work established under a Library Commission in 1899, became a part of the state library in 1921. Reference, book loan, traveling libraries, legislative reference, are all parts of its work.

---

[1]Maine, Revised Statutes, 1940, Chap. 305, sec. 3.

MAINE



MARYLAND

The state librarian in Maryland is appointed by the governor by and with the consent of the Senate. The law prescribes that:

> he shall hold office during the term of the Governor. . . . His salary shall be fifteen hundred dollars a year. . . and no appropriation shall be made by law to pay for any clerk or assistant to the Librarian.[1]

This library gives a purely legal and reference service and is very limited and circumscribed in its activities. Its rules and regulations and even its method of book selection have all been prescribed by law. These administrative responsibilities have been put in the hands of a Library Committee of three or more persons appointed by the judges of the Court of Appeals or a majority of them. This committee also is authorized to appoint a law librarian of the State Library who holds office at the pleasure of said committee. To confuse the picture and the line of authority even further, the governor can appoint with the advice and consent of the Senate, a custodian of works of reference for two years, who shall perform duties as prescribed by the state librarian and the Library Committee.

The library extension function has had a varied history. In 1945, the Maryland legislature abolished the

---

[1]Maryland, Constitution, Art. VII, sec. 3.

Public Library Advisory Commission which was established in 1902. and reorganized in 1922. The Commission of five was appointed by the governor plus the state librarian and the librarian of the Enoch Pratt Free Library of Baltimore and had charge of library extension and development in the state. The Commission elected a president and secretary, but all members served without pay and there seemed to be no provision to hire a librarian or staff. There was, however, provision for traveling library loans and the offer of one-hundred dollars worth of books as an inducement to establish public library service.[1]

The legislature replaced the Commission in 1945 with a Division of Library Extension in the Department of Education. The division director is appointed by the State Board of Education on nomination of the state superintendent and he must be a graduate of an accredited library school with administrative experience.

The archival function in Maryland is under a Hall of Records Commission composed of the governor, the state comptroller, the chief judge of the Court of Appeals, the president of Johns Hopkins University, the president of St. John's College, the president of the Historical Society and the president of the Board of Trustees of the Peabody Institute. The Commission appoints an archivist who has active charge within the policies and rules established by the

---

1 Annotated Code of Maryland, 1939, II, art. 77, sec. 163-167.

Commission.[1]

The State Land Office Historical Library is headed by a commissioner appointed by the governor. He is authorized to collect historical books, papers and relics on Maryland as well as index land records and extracts of deeds.[2]

The Department of Legislative Reference is also under the Executive Office and reports annually to the governor. The executive officer of the Department is, however, required to accumulate information for any committee or member of the General Assembly or head of any state department as well.[3]

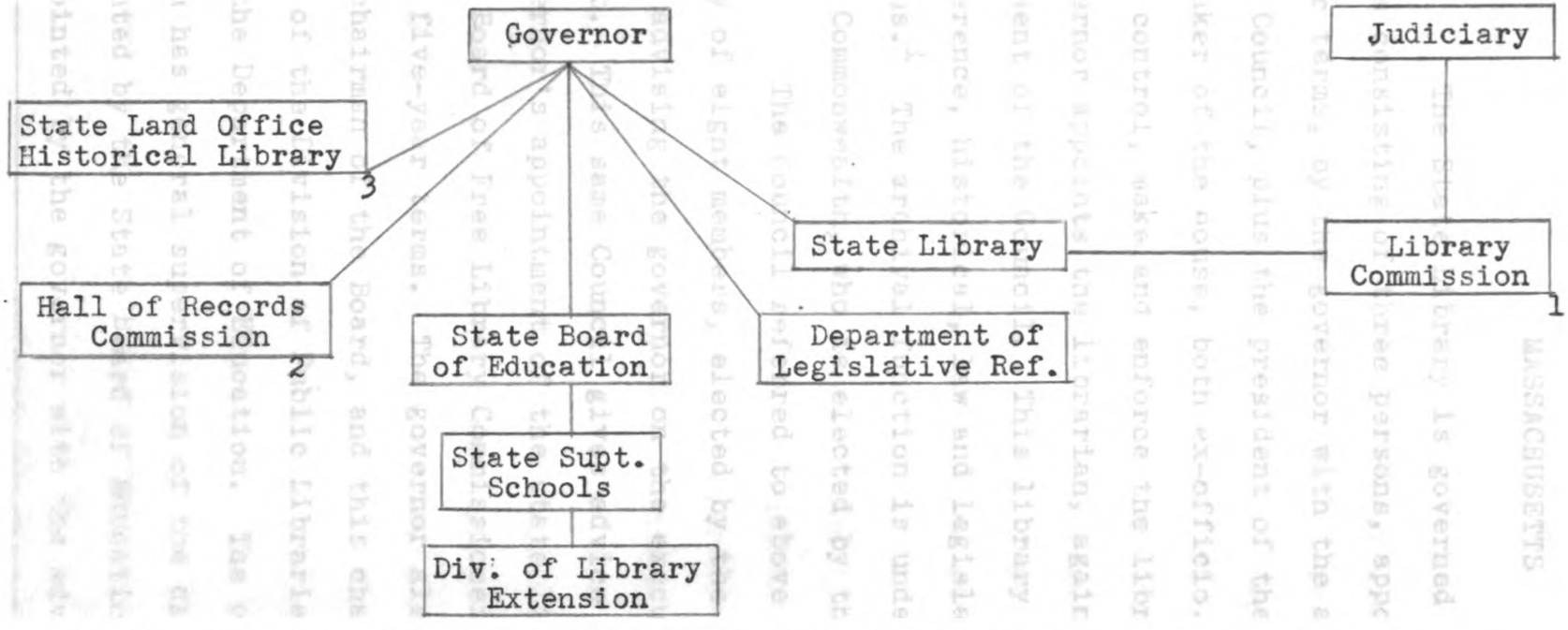
---

[1]Ibid., 1939, I, art. 41, sec. 123.

[2]Ibid., 1939, II, art. 54, sec. 17.

[3]Ibid., 1939, I, art. 41, sec. 100.

MARYLAND



1. Committee of three or more appointed by judges of Court of Appeals. Serves as book purchasing committee.

2. Governor, State Comptroller, Chief Judge Court of Appeals, President Johns Hopkins University, St. John's College, Maryland Historical Society, Board of Trustees Peabody Institute of Baltimore. Archival function.

3. Headed by a commission appointed by the governor. Historical function.

MASSACHUSETTS

The State Library is governed by a Board of Trustees consisting of three persons, appointed for three-year terms, by the governor with the advice and consent of the Council, plus the president of the Senate and the speaker of the House, both ex-officio. The trustees manage and control, make and enforce the library's rules but the governor appoints the librarian, again with the advice and consent of the Council. This library performs the general reference, historical, law and legislative reference functions.[1] The archival function is under the Secretary of the Commonwealth, who is elected by the people.

The Council referred to above is a constitutional body of eight members, elected by the people biennially and advising the governor on the executive part of government. This same Council gives advice and consent to the governor's appointment of the state library extension board, the Board of Free Library Commissioners, five members serving five-year terms. The governor also designates who shall be chairman of the Board, and this chairman acts as director of the Division of Public Libraries which is a division of the Department of Education. The commissioner of education has general supervision of the division. He is appointed by the State Board of Education which is, in turn, appointed by the governor with the advice and consent of

---

[1]Massachusetts, General Laws, 1932, chap. 6, sec.33.

the Council. The library board reports to the Commissioner of Education.[1]

The library board, with the consent of the governor and Council, may appoint a general secretary and advisor to carry on the duties assigned to it. These duties are to advise on public and school library matters and assist in the establishment and improvement of public library service as well as loan books to libraries for short or long periods.[2] The Board is also experimenting with and demonstrating direct regional library service via state operated bookmobiles in rural areas. Three such regional libraries are now in operation.

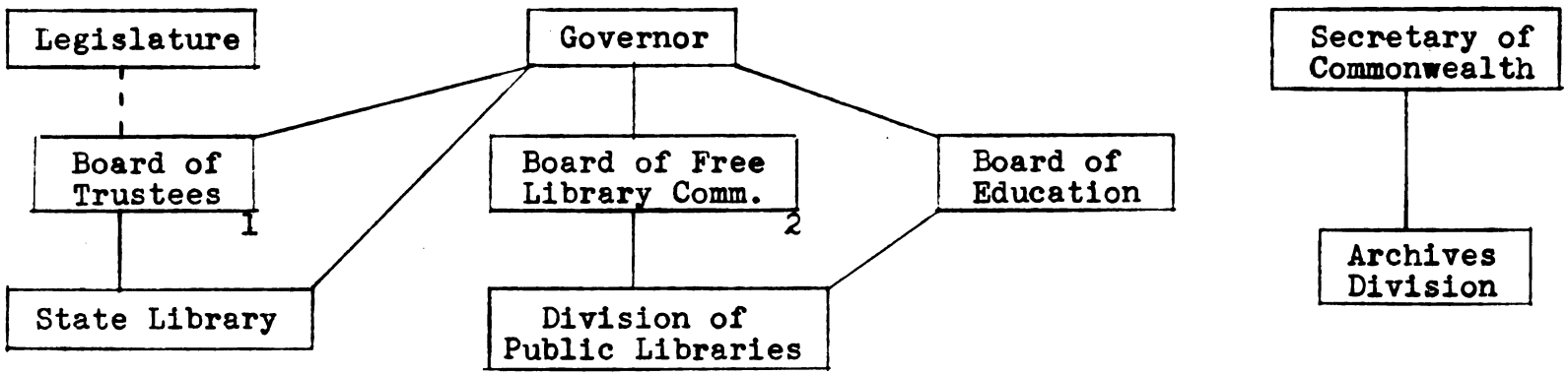
In the organization of the library extension function, the supervision of the Commissioner of Education and the direct administrative interference of the State Board of Education would seem to be nominal except possibly in matters of appropriation, size of staff and physical quarters. These factors, however, can often weigh more importantly than type of organization and administration. in the effectiveness of the agency's service.

---

[1] Ibid., chap. 15, sec. 4, 8, 9.

[2] Ibid., 1941, chap. 78, sec. 19.

MASSACHUSETTS



1. Consists of president of Senate, speaker of House and three persons appointed by governor with advice and consent of Council for three year terms.

2. Board of Free Public Library Commissioners consists of five residents of Commonwealth appointed by governor with advice and consent of Council for five year terms. Governor designates chairman who is director of the division.

MICHIGAN

The forerunner of the Michigan State Library was the Territorial Council Library established in 1828. When Michigan became a state in 1837, the collection of books, mostly law, became the foundation of the Michigan State Library. From a library that first included only law books, the library expanded to include state and federal documents and books on all subjects. In 1893, the State Library added to its services a purely reference library service, a general loan and traveling library service with books and collections going to libraries, clubs and groups throughout the state.

In 1899, a law was passed establishing a Library Commission, appointed by the governor, to assist library development. The Commission gave courses in library work and appointed a field visitor and a library organizer. The Commission was abolished in 1921, and its duties transferred to the state librarian, appointed by the governor. The extension work was re-established in 1924 by the state librarian.

In 1907, a Legislative Reference Department was established under the State Library. In 1921, it was transferred to legislative control and so it remains today.[1]

---

[1]Michigan, Michigan State Library, 1828-1928, pp. 8-13.

The legislature, in 1937, placed the State Library under a State Board for Libraries, five members appointed by the governor for five-year terms, subject to confirmation by the Senate. The state librarian is appointed by the Board and acts also as its secretary carrying out its policies and programs. The state librarian must be, by law, a graduate of an accredited library school and have at least four years of administrative experience.[1]

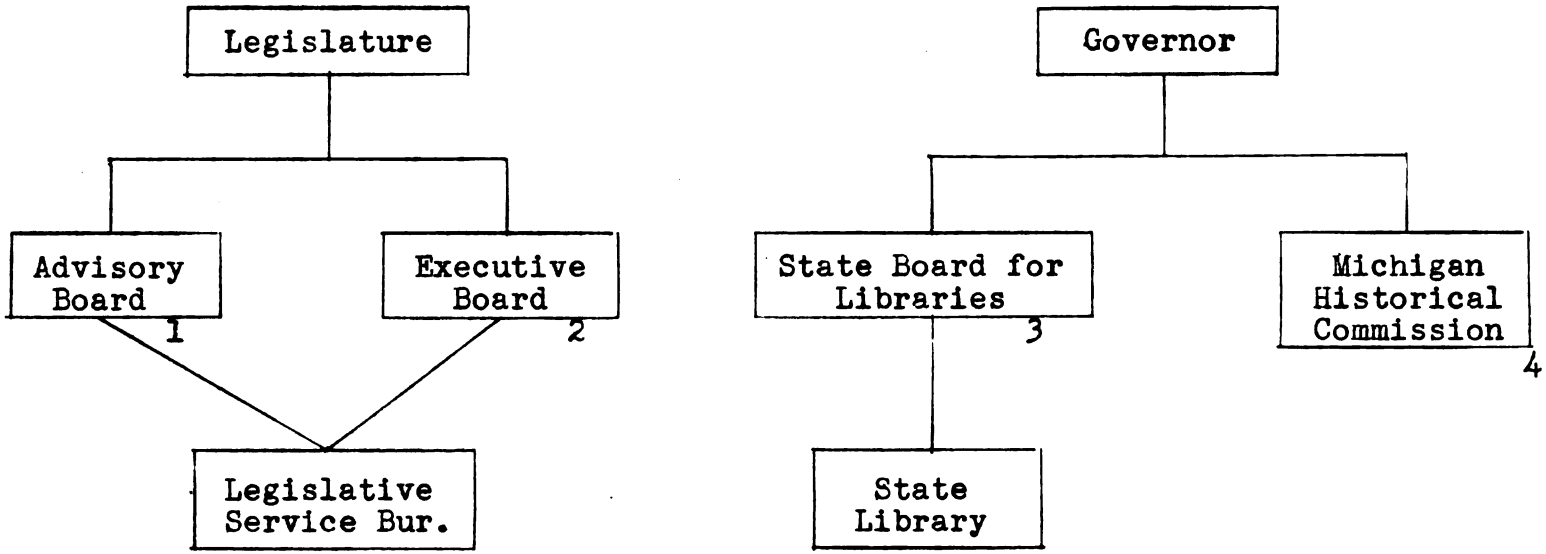
Under the State Board, the work of the state library (which includes the traveling libraries) and the Law Library, expanded along with the increased activities of the Extension Division which now includes the administration of state-aid to libraries, the certification of librarians and school library consultant work. Two regional library extension offices for consultants have also been added to assure all parts of the state of library consultant service and assistance.

In addition to legislative reference service, the only other state library function not included under the State Board is the archival which is legally assigned to the Michigan Historical Commission, consisting of the governor and six members appointed by him. The Commission appoints a secretary who carries out its functions.

---

[1]Michigan State Board for Libraries, Michigan Library Laws, 1944, pp. 5-6.

MICHIGAN



1. Responsible for programs, policies, rules, regulations and appointments of director. Consists of members of Executive Board plus president and secretary of Judicial Council and dean of Law School, University of Michigan.

2. Executive Board is comprised of two members of Senate, two members from House, secretary of Senate, clerk of House, director of Legislative Service Bureau. Employs assistants, prepares budget and manages detailed operation.

3. State Librarian is appointed by Board and acts as secretary.

4. Has archival function. Commission appoints secretary.

MINNESOTA

The Minnesota State Library is actually a law library under the supervision of the Supreme Court. They are the governing body for the library and as such determine its policy. The governor, however, appoints the state librarian according to the Constitution for a two year term. Subject to the approval of the justices, the librarian may employ necessary assistants.

The Minnesota State Library is a specialized library in the field of law and government documents. It has a sizeable collection of statutes of the various states and the United States as well as reports of court proceedings. In addition, the library has legal textbooks, reference books of various types, and many government documents.

When any agency of the State issues a publication, it is required by law to submit two copies to the State Library and such additional copies as the state librarian considers necessary for exchange with other libraries, with other states, with the United States, and with governments of foreign countries.[1]

Although the Minnesota State Library is open to the public its specialized nature does not attract the general public. The library is under the jurisdiction of the Supreme Court and its fundamental purpose is to serve the Court. Members of the attorney general's staff and prac-

---

[1] Mason's Minnesota Statutes, 1927, I, p. 36.

ticing attorneys, as well as students and researchers, use the library. Some legislators use the facilities of the library during and between sessions in order to get information about legislation in other states and in Minnesota.[2]

Although the law library is designated as the State Library, as in some other states, it is not alone in giving library service to state agencies. In 1949, librarians were employed by the Department of Business Research and Development, the Department of Health, and the Division of Social Welfare; and, in addition to these, the Division of Public Institutions, under the Department of Social Security, employed librarians at ten of the institutions. Furthermore, a number of state agencies have small libraries adapted to their needs although they do not employ librarians.

In 1899, a State Public Library Commission of five members was created. Three of the members were ex-officio and two were appointed by the governor. The three ex-officio members were: the president of the University of Minnesota, the state superintendent of Public Instruction, and the secretary of the State Historical Society. As set forth in the law, the purpose of the Commission was to encourage the establishment of free libraries in Minnesota and to make good books accessible to all residents of the state.

---

[1]Minnesota Legislative Research Committee, Minnesota Libraries, 1950, p. 67.

The Public Library Commission was dissolved on July 31, 1919, and the functions, powers, and duties of the Library Commission and its staff were vested in the then newly created State Board of Education. Operations of the Commission were continued by the Library Division of the Department of Education, and include supervision of school libraries; advisory service for public libraries; and direct service to libraries, schools, and individuals through the traveling library collections.[1]

At the present time the Library Division is located in the State Office Building in St. Paul in a group of offices in connection with those of the Department of Education. The Division is staffed by a director of libraries, a supervisor of school libraries, a supervisor of the extension library, and other assistants. The director and the two supervisors do considerable field work mainly of an advisory and consultative nature. Supervision is confined mainly to school libraries which are required to meet standards of library service.

Funds for the Library Division come from two principal sources: appropriations for traveling libraries and transfers from Department of Education funds. A third and very minor source of funds is income of the Library Division from fines and reimbursement for lost books. Almost

---

[1]Minnesota Department of Education, Minnesota Libraries, 1945, p. 384.

sixty percent of the Library Division's book collection is circulated through traveling library collections of fifteen, twenty-five or fifty volumes each. There is no charge for this service, but local sponsoring agencies must pay shipping charges both ways. These collections are sent out to small public libraries, schools, churches, stores, resorts, and even private homes where volunteers charge the books out to borrowers.

The circulation collection of the Library Division is the second type of direct service. From this collection of books, pamphlets, magazines, pictures, clippings, and films the Library Division makes inter-library loans or direct loans to individuals. The policy of the Library Division is to channel this service through local libraries whenever possible.[1]

The historical and archival library function is carried on by the Minnesota Historical Society, which is a private organization and not a department of the state government. It is governed by an Executive Council of thirty-six ex-officio state executive officials. Officers are elected for three years by the Executive Council administered by a secretary who is also superintendent.

The state contributes materially through appropriations for the support of the Society. These appropriations are for the general activities of the Society and are not limited to library purposes.

---

[1] Ibid., pp. 60-61.

The library of the Historical Society is a reference library, and as such it does not lend materials for home use. Users of the library's collection must come to the reading-rooms and use the materials there. Under unusual circumstances materials may be lent out, but this is not often done.

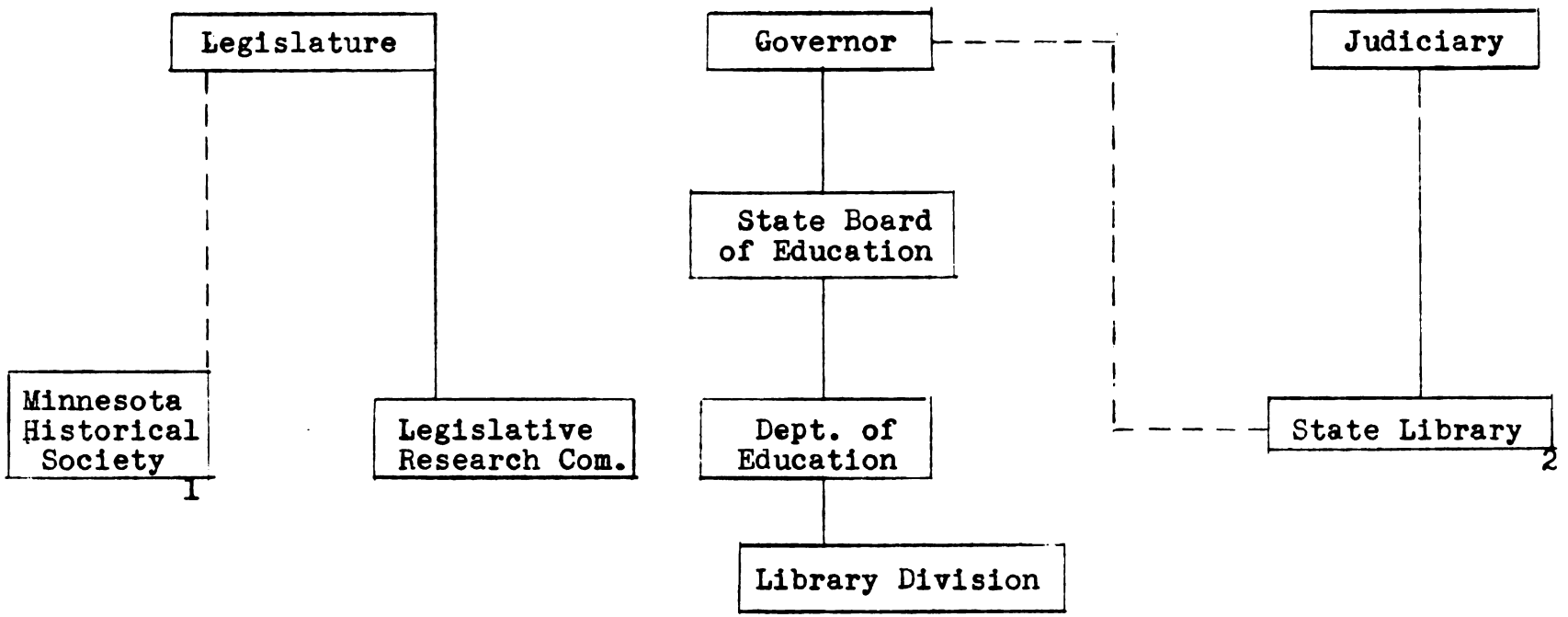
The library, according to law, receives three copies of everything published by the State of Minnesota. Of these three copies, one is filed by subject, one by department, and one is sent to the Library of Congress for inclusion in its monthly check list of state publications. The library is also supposed to receive copies of reports of local governments and it has a fair degree of success in obtaining them.[1]

The Legislative Research Committee is set up as a joint committee of the legislature, with a secretary appointed by the Committee. It engages in objective fact-finding and research regarding legislative problems.

---

[1] Ibid., pp. 66-68.

MINNESOTA



1. Private corporation, but authorized "to receive and is made the custodian" of all official records of state and local governments. Largely supported by state appropriations.

2. Governor appoints state librarian for two-year term.

MISSISSIPPI

The Mississippi Constitution provides that:

> There shall be a State Librarian, to be chosen by the legislature, on joint vote of the two houses, to serve four years, whose duties and compensation shall be prescribed by law. Any woman, a resident of the state for four years, and who has attained the age of twenty years, shall be eligible to said office.[1]

The law of the state, however, refers to the librarian in the more general "he" and establishes a State Library Board to supervise and control the State Library, consisting of the governor as chairman, chief justice of the Supreme Court, the presiding justice of the other division of the Supreme Court, the attorney-general, and the state superintendent of education. The state librarian serves as the secretary of the Board. The collection consists of general reference, law materials, and state documents.

In 1938, a Legislative Reference Bureau was created as part of the State Library with the state librarian director in charge. The law adds: "The duties of said director shall in no way interfere with or lessen the duties of the Librarian as already prescribed by law."[2]

These duties of the state librarian include appoint-

---

[1]Mississippi, Constitution, 1890, sec. 106.

[2]Mississippi Code, 1938, sec. 1727.

ing an assistant, with the approval of the governor and

> the State Librarian shall at all times keep the rooms belonging to the Library clean and properly ventilated, and at the proper season, well warmed, and have them provided with tables, pens, ink, paper, and so arranged for the examination and study of books in the Library that persons can make use of same without interruption from transient visitors.[1]

The State Library Commission was established in 1926, with the first appropriation made in 1928. Until the 1950 Legislature passed a Library Commission Reorganization Bill, the Commission consisted of five members, two appointed by the governor for five-year terms, three ex-officio, the state librarian, the president of the Federtion of Women's Clubs, and the president of the State Library Association.

The 1950 legislature changed the name from the State Library Commission to the Mississippi Library Commission, and changed the composition of the Board of Commissioners to two members appointed by the governor from a list of six supported by the Mississippi Library Association, one a professional librarian and the other a library trustee; two appointed from state at large, and one the president or recommended member of the Federation of Women's Clubs. This latter provision was an amendment to the original act which allowed the governor to appoint three members at large.[2]

---

[1] General Laws of Mississippi, 1940, chap. 135, sec. 5.

[2] "Library Legislation," Library News, XIV (1950), pp. 6-8.

The new law changed the title of the administrator from secretary to director and changed the qualifications from "experienced in modern library methods" to:

> shall be a trained, experienced librarian holding a degree from a college or university of recognized standing, have completed the required course covered in a school of library service accredited by the American Library Association and having had, at least, two years experience as an administrative librarian or director of a state or public library.[1]

The law specifically reads that the Commission shall give advice to all public and other libraries "when asked." This is an unusual provision, probably inserted to protect local rights and prevent state interference.

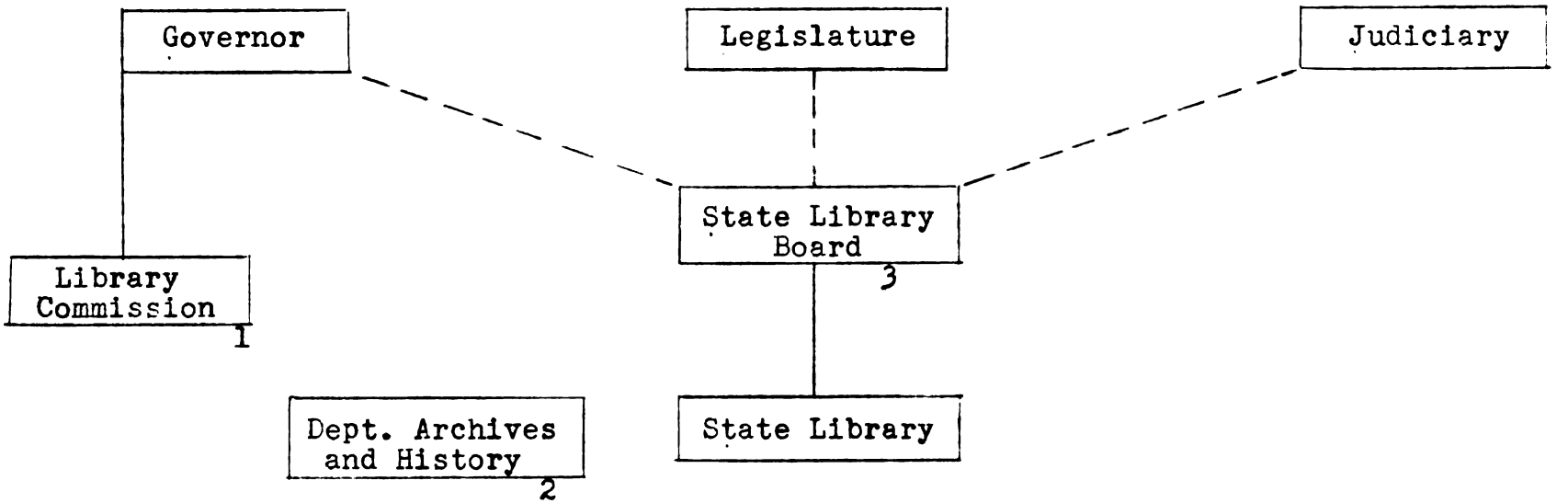
The Department of Archives and History is under an independent board of nine trustees, "provided three of said trustees shall be ex-confederate soldiers while as many can be had who are competent."[2] The Board fills its own vacancies with the consent of the Senate. The director is elected by the Board for six years and also serves as secretary.

---

[1] Ibid., p. 7.

[2] Mississippi Code Annotated, 1930, II, p. 1630.

MISSISSIPPI



1. Governor appoints five-man Commission.

2. Governor appointed first board of trustees - nine members. Trustees fill vacancies on board.

3. Board consists of the governor, chief justice, presiding justice of the other Division of Supreme Court, attorney-general, state superintendent of education.

MISSOURI

The new Missouri Constitution of 1945 includes a provision requiring state support of public libraries. That provision is a big step forward in state library history. Section 11 of the chapter on education in the constitution reads:

> It is hereby declared to be a policy of the State to promote the establishment and development of free public libraries and to accept the obligation of their support by the State and its sub-divisions and municipalities in such manner as may be provided by law. When any such subdivision or municipality supports a free library, the general assembly shall grant aid to such public library in such manner and in such amounts as may be provided by law.

The 1946 Legislature changed the name of the Missouri Library Commission to the Missouri State Library and placed it under the State Department of Education in the Division of Higher Education. The Legislature also created a State Library Advisory Board, two members appointed by the governor with the advice and consent of the Senate, plus the president of the State Board of Education, the commissioner of education and the librarian of the State University. The Board elects its president and serves in an advisory capacity to the state librarian who serves as the Board's secretary.

The state librarian is appointed by the State Board of Education with the approval of the Advisory Board. He

"shall be a graduate of an accredited college or university, and be graduated from an accredited library school and must have library experience."[1]

The law designates the sections of the State Library as:

1. Public Library and Adult Education Service;
2. School Library Service;
3. Institution Library Service;
4. Public Documents Service.

The law also permits the State Library

> to provide bookmobile service either from its headquarters in Jefferson City, or from area libraries or county, regional or city libraries, or other types of extension service.

The formula for the distribution of state grants to libraries is also included in the law.[2]

Prior to the 1946 legislation, the State Library was the law library under the Supreme Court who appointed the librarian for a four-year term. This library is now known as the Supreme Court Library and is administered in the same manner.

Missouri has a Committee on Legislative Research, ten members from each House. They appoint a research director who acts as secretary of the Committee. A legislative library is maintained with reference service available

---

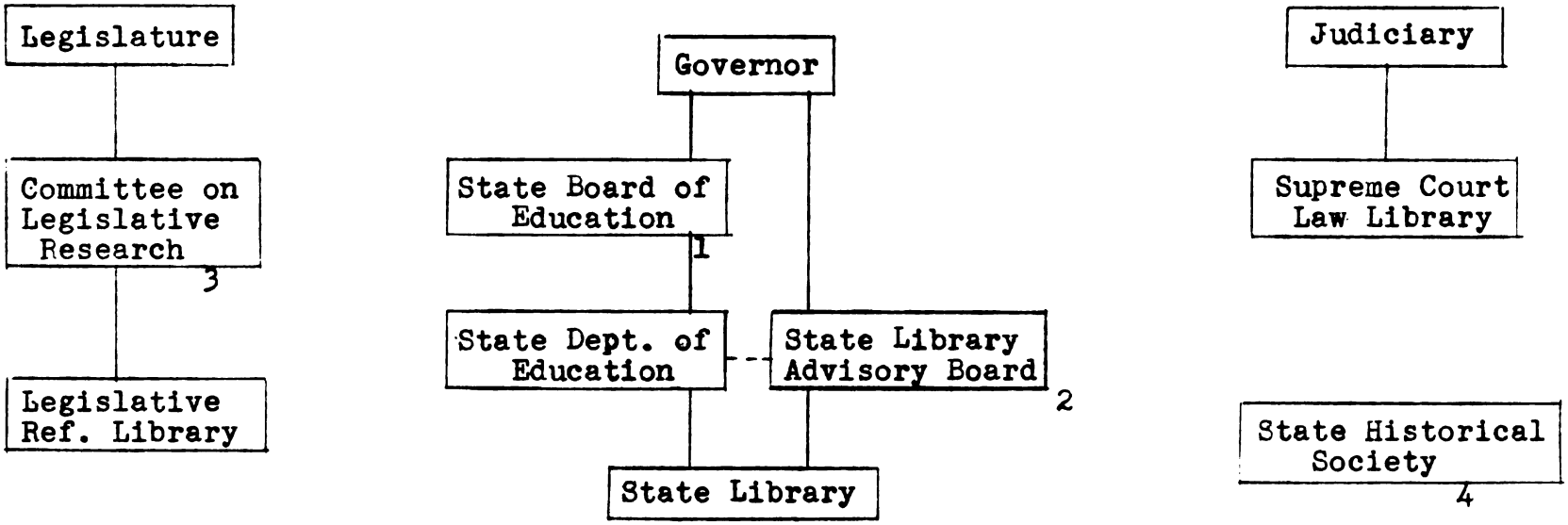
[1]Missouri, Reenacted Laws, 1945, p. 1132.

[2]Missouri State Library, Fortieth Annual Report, 1949, pp. 4-5.

to the General Assembly and, more unusually, the public.

The State Historical Society in Missouri has the archival function. It is privately organized and does not have legal status but receives state funds. The executive committee, however, is composed of the trustees, the president, the secretary, the governor, secretary of state, state treasurer, and president of the University of Missouri.

MISSOURI



1. Board of eight appointed by governor.

2. Five member board. Two appointed by governor, president of State Board of Education, Commissioner of Education and librarian of State University. State Librarian is appointed by State Board of Education with approval of State Library Advisory Board.

3. Joint committee - ten members from each house.

4. Privately organized. The executive committee is composed of the trustees, the president, the secretary, the governor, secretary of state, state treasurer and president of the University of Missouri.

MONTANA

There is no one State Library in Montana. The law reads: "The state library shall consist of two separate departments: First, the law library; second, the historical and miscellaneous library."[1]

The state Law Library is under the control of a Board of Trustees of seven consisting of the chief justice and associate justices of the Supreme Court, and the secretary of state and state auditor. The librarian is appointed by this Board for a two-year term. The chief justice is president and the secretary of state is the secretary. This library is a law and legal reference library, primarily for the use of state departments and state officers. In 1939, a legislative reference bureau was added to the law department of the State Law Library and the librarian was authorized to appoint an assistant to carry on this work.

The other state library agency, the Historical and Miscellaneous Library, is under the control of a board of five trustees, appointed by the governor with the advice and consent of the Senate. This agency administers the archival as well as the historical function.

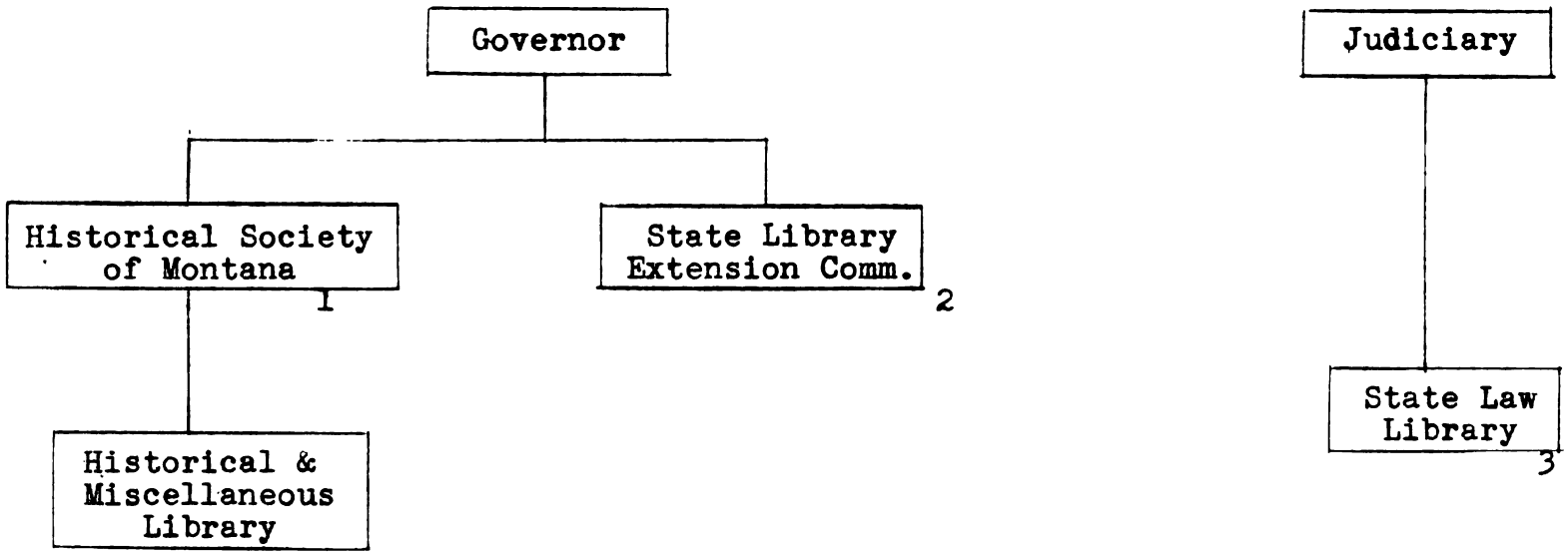
The State Library Extension Commission was created by law in 1929 and received its first appropriation in 1945. It is under a five man board with the librarian of Montana

---

[1]Revised Code of Montana, 1935, I, sec. 1548.

State University serving as chairman, the superintendent of public instruction, ex-officio, and three members appointed by the governor for three-year terms. The Commission appoints a secretary who must be a trained and experienced librarian. The state university librarian serving as chairman is the most unusual feature of this administrative organization. The staff of the extension agency includes two professional and one clerical employee in 1950.

MONTANA



1. Board of five appointed by governor.

2. Board of five including librarian of Montana State University, chairman, superintendent of public instruction, plus three members appointed by governor.

3. Board consists of chief justice and associate justices of Supreme Court, secretary of state and state auditor.

NEBRASKA

Nebraska is another of the states in which the State Library is the law library under the Supreme Court, with the judges serving as the Board of Directors. The clerk of the Court is the librarian. Although not specifically empowered by law, he does appoint a deputy librarian to carry on the duties.

The library extension function was originally established in 1901 under a Public Library Commission, but abolished in 1933 when the duties were placed under the direction of the librarian of the University of Nebraska. He was known as the "Public Library Commissioner" and headed the "Nebraska Public Library." The Commission was reestablished in 1935, consisting of five members appointed by the governor for five-year terms. This Commission appoints an executive secretary who "shall be a technically trained, qualified and experienced librarian." Loaning books and giving advice to promote and establish libraries are the main functions legally established. The phrase, "shall, when asked, give advice and instruction" is also part of the Nebraska library law.[1]

The State Historical Society, although a private institution electing its own officers, is recognized by law as a state institution and reports annually to the gov-

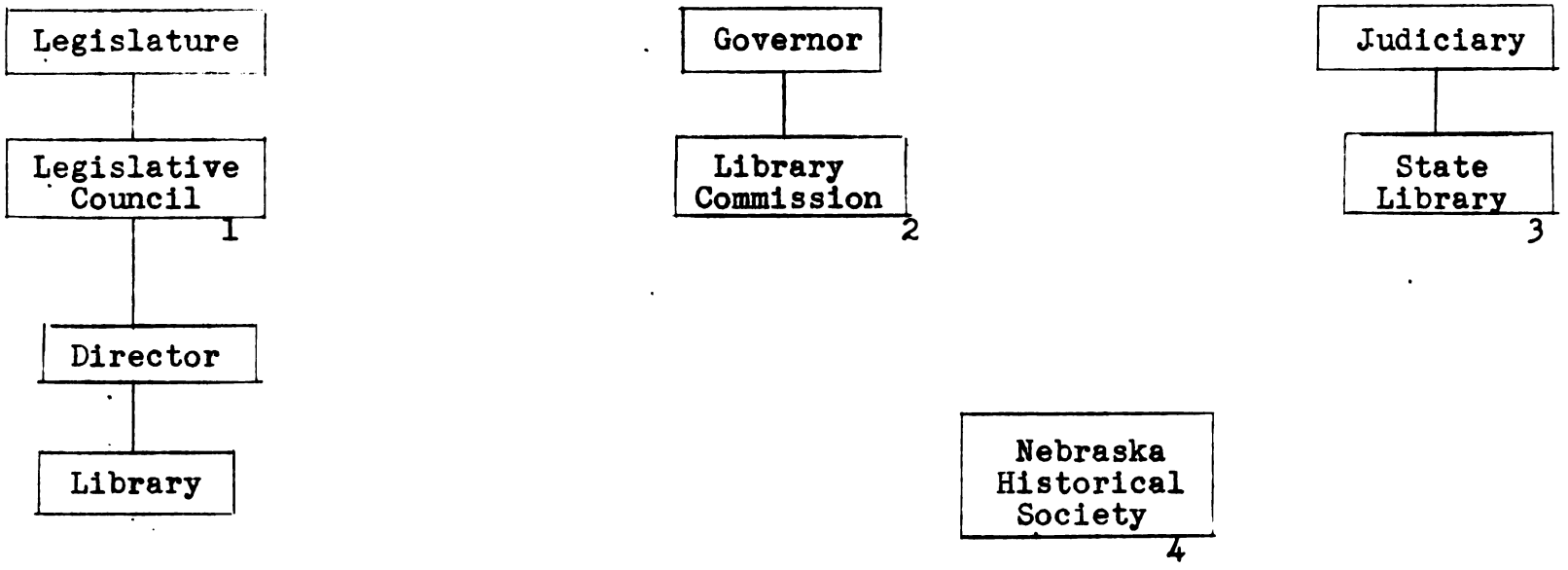
---

[1]Nebraska, Compiled Statutes, 1939 Supplement, pp. 449-50.

ernor. It is also legally made custodian of state historical records, archives and relics, and receives state funds.

Nebraska has a Legislative Council of sixteen legislators. They appoint a director who has charge of a legislative reference library.

NEBRASKA



1. Sixteen legislators.

2. Five members appointed by governor.

3. Judges of Supreme Court constitute a board of Directors. Clerk of Supreme Court is librarian - he appoints Deputy Librarian.

4. Private institution but by law "recognized as a state institution." Receives state funds.

NEVADA

Only one state library agency exists in Nevada. In 1865, the secretary of state was made ex-officio State Librarian. In 1883, the honor was transferred to the lieutenant-governor. In 1893, the office was returned to the secretary of state. In 1915, finally, the act was repealed and an ex-officio Library Commission was created to govern the State Library. The Commission consists of the governor, secretary of state and state controller. The governor appoints the State Librarian who holds office at his pleasure.[1]

The State Library loans books to public libraries and individuals without libraries. Legislation to institute bookmobile service or regional branches has not been successful. A total staff of three librarians does not permit much library extension work.

The major holdings of the library are in the field of law and government publications. Outside of Nevada newspapers, little is done with archives and historical material.

In 1949, the legislature passed a law providing for the appointment of future state librarians on the basis of professional training and experience, for appointment of

---

[1]Nevada, Compiled Laws, 1929, p. 2048.

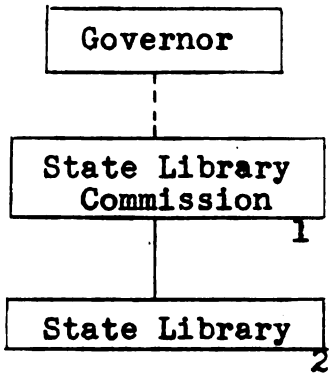
qualified staff on the same basis.[1] The present state librarian has been in office since 1935, previous to which he was a mining engineer and a justice of the peace.

There is a Legislative Council Bureau in Nevada but the Law and Legislative Reference Section of the State Library does any legislative reference work that is done in the state.

---

[1]Council of State Government, The Book of the States, 1950-1951 (Chicago: Council of State Governments, 1950), p. 299-300.

NEVADA



1. Governor serves as member of commission along with state controller and secretary of state.

2. Governor appoints state librarian.

NEW HAMPSHIRE

The State Library (a general reference library) under a board of three trustees appointed by the governor was established in 1891, abolished in 1904, and reestablished in 1917. In 1943, the State Library and the Public Library Commission (library extension) were merged and placed under a new State Library Commission of five members, appointed by the governor for five-year terms, with the advice and consent of the Council. Not more than three can be of one political party and one is to be a member of the state bar.[1]

The Extension Division, in charge of an assistant state librarian, carries on the advisory and book loan activities of the former Public Library Commission. Both the state librarian and the assistant must be graduates of an accredited library school and have library experience.

The General and Reference Division loans books and other library materials by mail in answer to reference questions and requests. In addition to mail service, the State Library operates bookmobiles which bring books direct to small town libraries, schools and individuals in unserved rural areas.

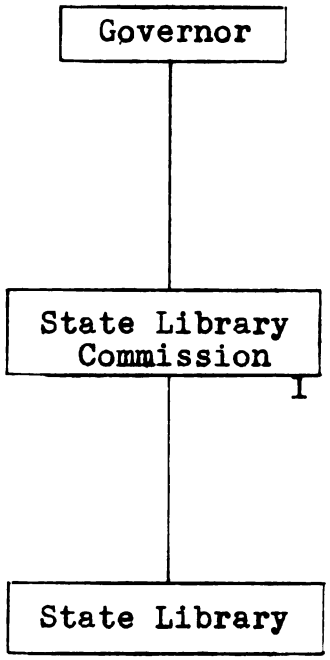
---

[1]American Library Association, Library Extension Board, The State Library Agency (5th ed., Chicago: American Library Association, 1945), p. 32.

Law library service and legislative reference service are included in another division of the State Library. As with most other state libraries, this was the original purpose of the agency and it is still being carried on and developed.

Whatever archival work is done is limited and under the office of the secretary of state and not formally or legally organized. There is also a private New Hampshire Historical Society Library which is not included on the chart.

NEW HAMPSHIRE



1. Five members appointed by governor.

NEW JERSEY

The reorganization movement in New Jersey resulted in great changes in the organization of the state library agencies in 1945.

In line with the reorganization recommendations, which included reducing the number of departments and abolishing boards and commissions, the new 1945 library law abolished the Public Library Commission (library extension) which had been established in 1900, and also abolished the State Library Commission which governed the law library service. In their place, a Division of State Library Archives and History was created in a reorganized Department of Education administered by a commissioner of education.[1]

The director of the new division must, by law, be a graduate of an accredited library school, and have, at least, four years of responsible administrative experience in a library. He is appointed by the commissioner of education with the approval of the State Board of Education and is under civil service.

The law provides for an Advisory Council for the Division, five members appointed by the governor with the advice and consent of the Senate, for five-year terms. The

---

[1]New Jersey, Annual Report of the State Board of Education and the Commissioner of Education to the Legislature, 1946, pp. 75-80.

commissioner of education serves ex-officio. The first incumbents were specified by law to be the members of the old Public Library Commission until the expiration of their terms.

The Division consists of four Bureaus; the first two, the Law Library and the General Reference Library which made up the original State Library, are primarily for the use of state officials and departments, judges, lawyers, and researchers. The Division does legislative reference work for the Law Division and Bill Drafting Commission which is an agency of the Legislature.

The Bureau of Public and School Library Service acts in a consultive and advisory capacity to public and school libraries in New Jersey municipalities and to state penal, correctional and charitable institutions. It offers not only technical assistance to these libraries, but supplements their collections through continuing inter-library loans of books and other library materials.

The Bureau of Archives and History supervises the making, repair and preservation of all county and municipal records. It has exclusive power to authorize destruction of non-current records having no particualr value in any branch of government of New Jersey and has sole custody of records of all extinct public offices. It has power to acquire and collate official and historical manuscripts. It offers consultation and advice to departments and agencies

in connection with their proposed microfilming of records projects.[1]

The law very carefully sets up education requirements for the Bureau heads as well as the director. The heads of all the Bureaus except the Archives must, by law, be graduates of accredited library schools. In addition, the law librarian must be a graduate of an accredited law school, and the heads of the Public and School Library Services Bureau and of the General Reference Library must have had at least two years of responsible library administrative experience. The head of the Archives must be a graduate of an accredited college, have a knowledge of the history of the state and of the organization of state and local government, and have had special training or experience in archival and historical work in a responsible administrative capacity. All Bureau heads are appointed by the Commissioner of Education in accordance with civil service.

In this organization, the commissioner of education can determine the policy of the state library agency. He also legally approves all rules and regulations for the operation of the Division. Since the commissioner is appointed by the governor, there is a good possibility that the Divisions of the education department might be buffeted by

---

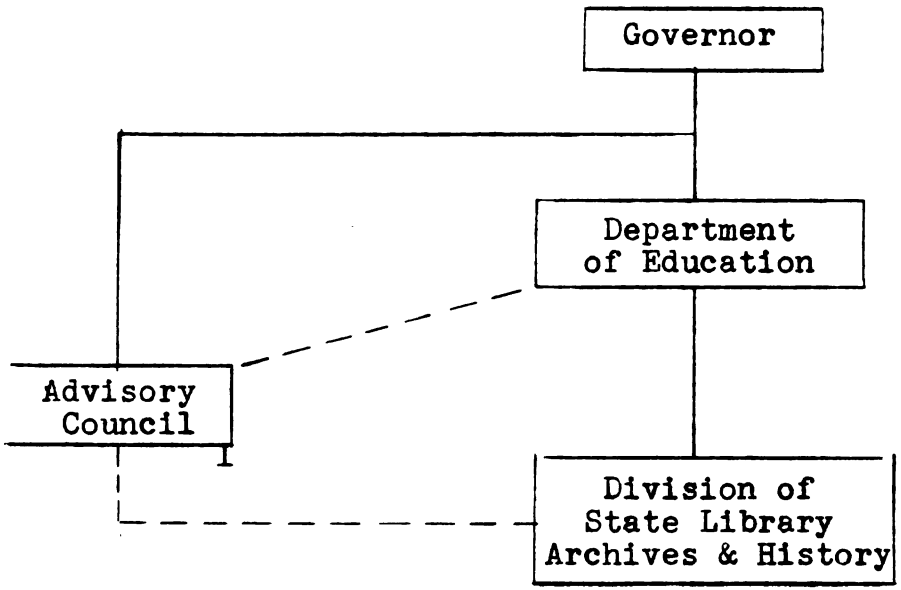
[1]Ibid., 1947, pp. 88-91.

political necessities. Budget difficulties of both the Library Division and the Museum Division in 1950 tend to bear this out.[1]

---

[1] "New Jersey Authorities Restore State Libraries, Museums, Budgets," Library Journal, LXXV (1950), 758.

NEW JERSEY



1. Five members appointed by governor. Commissioner of education serves as ex-officio member.

NEW MEXICO

The State Library in New Mexico is a law and document library under a Board of Trustees consisting of the justices of the Supreme Court. They appoint a librarian who has custody of the library and who serves at their pleasure. The legislative reference service is also performed by this agency.

In 1929, a State Library Extension Service was created, at which time, 75 percent of the people of the state had no library service of any kind. This service provided the loan of books to public libraries, schools, clubs, and individuals without libraries. In 1941, a State Library Commission was founded to administer the extension service, appoint its director, and improve and develop libraries in the state. It is composed of five members, four appointed by the governor for six-year terms, plus the chairman of the State Board of Education. The Director "shall have professional library training and experience."[1]

A survey of library service in New Mexico in 1948, found that fifty percent of the people still had no local libraries. The survey proposed that the state establish seven regional state library branches to give direct service through branches, stations and bookmobiles much the

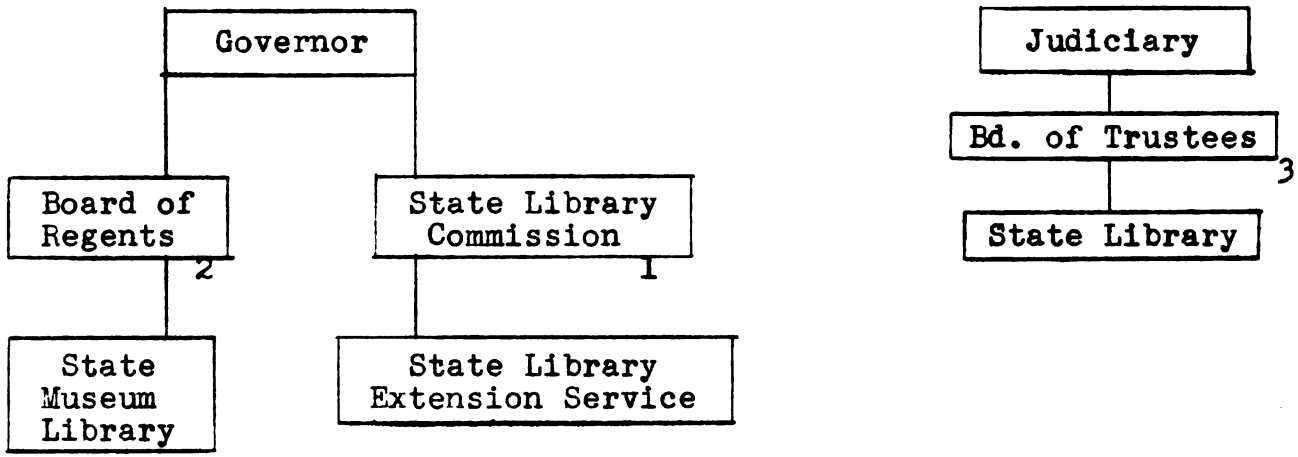
---

[1]New Mexico, Laws of 1941, chap. 129, sec. 2.

same system of library extension that Massachesetts is experimenting with. To protect local interest, regional boards would be created and there would also be county headquarters in each county, in cooperation with an established library when possible. This plan has not, as yet, been put into effect.

In 1929, a State Museum Library was also created under a Board of Regents, consisting of the governor and president of the Archeology Society, ex-officio, and four others appointed by the governor with the consent of the Senate, one citizen and three members of the managing committee of the School of American Archeology. The director of the school also serves as director of the Museum without salary. The library has historical and some archival functions.

NEW MEXICO



1. Five members, four of whom are appointed by governor, plus president, State Board of Education, ex-officio.

2. Governor and five members, one of whom must be president of Archaeological Society of New Mexico, three members from Managing Board of School of American Research, plus one member appointed by governor. Officers of Historical Society are elected.

3. Supreme Court justices comprise Board of Trustees.

NEW YORK

In New York, the State Library represents a complete unification of state library service under a state librarian who is also an assistant commissioner of education under the Division of Higher Education of the University of the State of New York, which is governed by a State Board of Regents elected by the Legislature.

The New York State Library was established in 1818 with the governor, lieutenant-governor, the chancellor and the chief justice of the Supreme Court constituting a Board of Trustees whose duty it was "to cause to be fitted up some proper room in the capitol, for the purpose of keeping therein a public library for the use of the government and people of this state." By the policy of the Board of Trustees, however, the use of these volumes was restricted to the Legislature, the Courts, and state agencies.[1]

In 1824, the Board of Trustees was enlarged by statute with the addition of the secretary of state, the attorney-general and the comptroller. In 1844, the Board of Regents of the University of this State of New York was constituted by law as trustees of the State Library. The Regents are composed of thirteen lay members serving thirteen year terms, selected by the State Legislature, acting in joint session.

---

[1]New York, Report of the Temporary State Commission on Coordination of State Activities (Albany: Williams Press, 1948), pp. 311-319.

By 1888, the free public library movement had made considerable headway in New York and the annual convocation of the University

> adopted resolutions declaring that the time had come when certain of the public libraries should be recognized as an essential part of the state system of higher education . . . and that to secure to the state the full advantage of such recognition it was necessary that proper provision be made by the State for advisory supervision and guidance of existing institutions and for stimulating the formation of new libraries.[1]

In 1889, the library laws were amended to authorize:

1. The integration of the State Library in the University of the State of New York. This is the broad term covering all state education functions under the Board of Regents.

2. The incorporation and inspection of libraries by the Regents.

In 1891, the Regents made the State Library responsible for rendering advisory service to public libraries, thus extending the functions of what hitherto had been a reference library only. Other functions were also added. The present Legislative Reference Section was established in 1891, when part of the staff was made responsible for research work on legislation. In the same year, the Medical Library was established by law and made available to

---

[1] Ibid., p. 312.

physicians. In 1892, the Public Libraries Department was created to inspect public libraries and administer the apportionment of state grants. In the same year, the traveling libraries unit was begun to lend books to public libraries and to communities without libraries. In 1896, the library service for the blind was established and in 1898, the adult education extension function was placed under the supervision of the director of the State Library.

In 1905, the trend toward consolidation was reversed when the Regents transferred the School Libraries Division to another division of the State Education Department which now included the former Department of Public Instruction.

In 1923, the Regents divorced the Library Extension Division, formerly the Educational Extension Division, from the State Library and constituted it as a separate division directly responsible to the Commissioner of Education. The School Libraries Division hitherto under the supervision of the assistant commissioner for elementary education was combined with the Library Extension Division. This step was followed later by the transfer, in 1926, of the New York State Library School from the State Library to Columbia University.

Following the Regents Inquiry of 1937, the following organizational changes took place:

1. The director of the State Library, formerly directly responsible to the commissioner of education, was

placed under the immediate supervision of the associate commissioner for higher and professional education.

2. The Division of Library Extension and the Bureau of Adult Education were consolidated into a new Division of Library Extension and Adult Education composed of two bureaus, the Bureau of Adult Education and the Bureau of Library Extension. This new Division was placed under the supervision of the assistant commissioner for vocational and extension education who was responsible, in turn, to an associate commissioner.

3. The supervision of elementary and secondary school libraries was assigned respectively to the Division of Elementary Education and to the Division of Secondary Education with both divisions reporting to the assistant commissioner for instructional supervision.

In 1940, a trend toward consolidation began again. The traveling libraries section of the Bureau of Library Extension in the Division of Library Extension and Adult Education was transferred to the State Library. In 1947, the Regents abolished the Division of Library Extension responsible to the Director of the State Library and a Bureau of Adult Education responsible to the associate commissioner in charge of the institutes of applied arts and sciences and of adult education. The new Division of Library Extension was enlarged to include the traveling libraries and the book information sections. In 1949, the State Librarian was designated Assistant Commissioner of Education

for Libraries which makes the centralization of organization rather complete.

Also in 1949, as a result of a series of surveys begun in 1945, the first of a projected fifteen regional library service centers operated by the State Library was established in Watertown to serve the local public libraries of three counties.[1]

These surveys, plus the work of a special governor's Committee on Library Aid to sutdy the problem of financing local public libraries along with the efforts of a Library Trustees Association, has resulted in a large state aid program with an initial grant of one million dollars with possibilities for three million in future years. The money is to be used to encourage the development of larger units of library service.

The responsibility for archives has not been fully determined as yet in New York. The State Library is legally custodian of archives if owned by the state and not placed in other custody by law. However, there still exists a Division of Archives and History under a state historian who manages historic sites and state records as well as doing historical research. A study commission recommended, in 1948, that the state historian's office be transferred to the State Library, and the Division of Archives and History

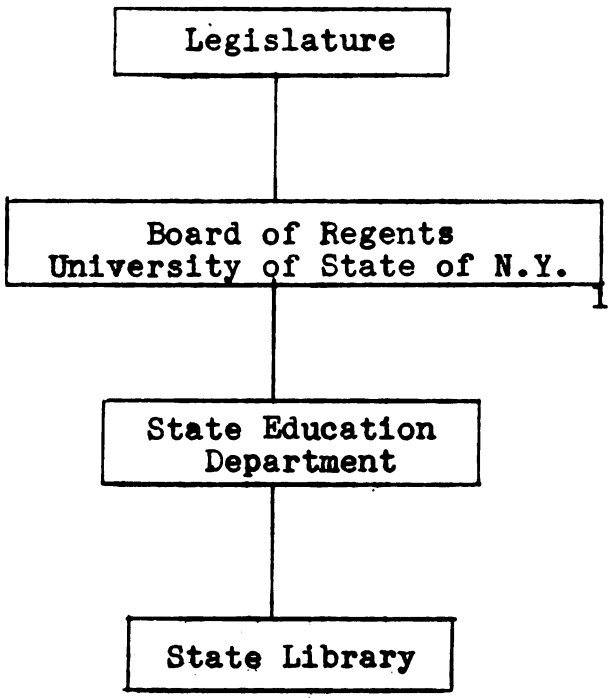
---

[1]Charles M. Armstrong, Development of Library Services in New York State (Albany: University of the State of New York, 1949).

be abolished. This is probably a logical move since the only effective archives program is now being done by the State Library's Manuscript and History Section.

The same study commission recommended that there be more coordination between the State Library and departmental libraries to avoid duplication and increase cooperation. Also recommended was a branch of the State Library in New York City to serve state offices there.

NEW YORK



1. Thirteen members elected by Legislature.

NORTH CAROLINA

The State Library in North Carolina, established in 1837, was created originally to serve state departments for reference and research, but now also gives some service to the public through inter-library loans. It is under a board consisting of the governor as ex-officio chairman, the secretary of state, and the superintendent of public instruction. The librarian is appointed by the Board. The library is mostly a collection of state archives and documents. The law includes the archaic provision that: "The Governor shall designate such portions of the documents, journals and acts of Congress of the United States as he may deem proper to be preserved in the library."[1] The law also provides for a Document Library and names the librarian of the State Library as custodian of the Document Library. This library consists of the laws and journals of the General Assembly for the use of the legislature. The library is open only during the sessions. According to law, "at all other times the doors shall be kept securely locked."[2]

The Library Commission was established in 1909, five members, two appointed by the State Library Association, one by the governor for three-year terms and two ex-

---

[1]North Carolina, Code of 1939, p. 2326.

[2]Ibid., p. 2328.

officio, the superintendent of public instruction and the state librarian. This is a rather independent board. It is difficult to place the authority over it. The Executive is probably the best bet since he appoints one member, is a member of the governing board of the State Library, and appoints the Board of the superintendent of public instruction. The Commission employs a secretary "who shall be a person trained in modern library methods."[1] The staff works with public libraries on the improvement and expansion of library services and loans books to libraries to further this purpose. The Commission is empowered to frame rules and regulations for the allocation of state grants.

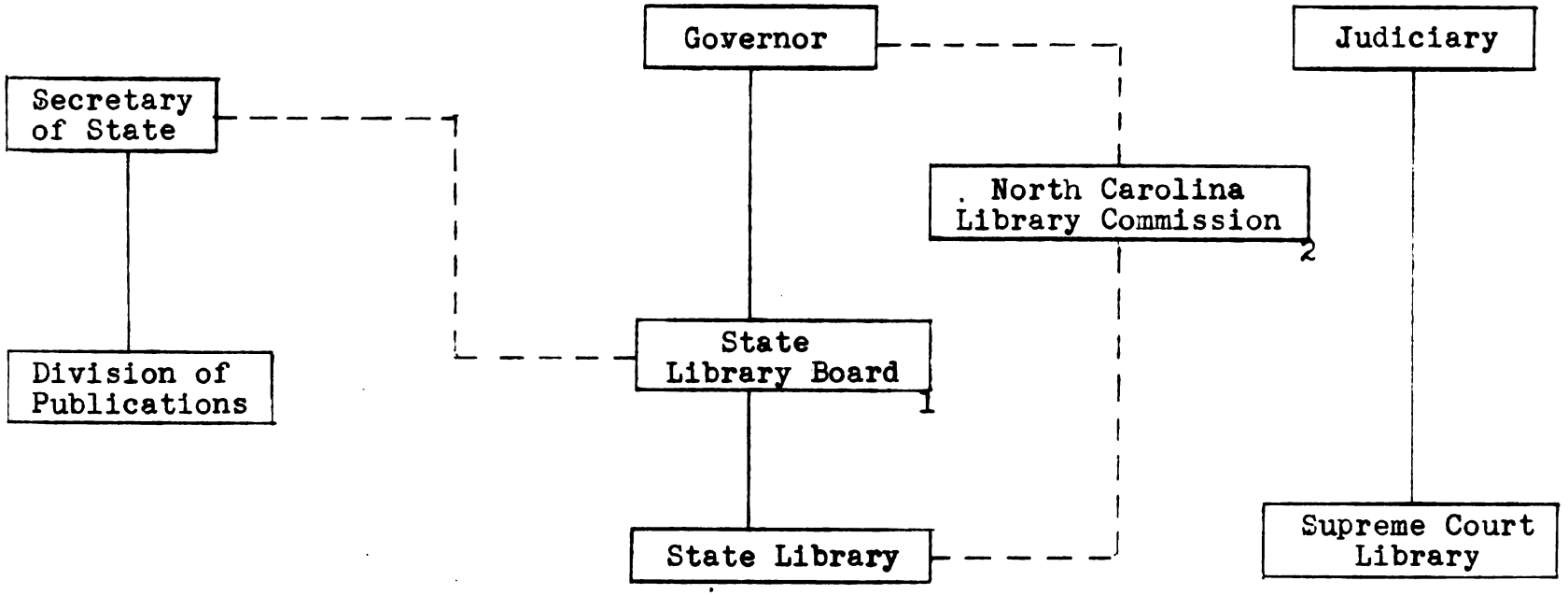
A Supreme Court Library is a law library under the justices of the Supreme Court. They employ a librarian and fix his salary.

There is no legally established legislative reference service in the state but the Division of Publications, under the secretary of state, does some of this work, including bill drafting.

---

[1] Ibid., p. 2328.

NORTH CAROLINA



1. Consists of the governor as ex-officio chairman, secretary of state, and the Superintendent of Public Instruction.

2. Commission composed of the state librarian and the Superintendent of Public Instruction, ex-officio members, and three other members, one of which is appointed by the governor, and two by the North Carolina Library Association.

NORTH DAKOTA

The State Board of Administration in North Dakota, also serves as the State Library Commission. This Board consists of five members, three appointed by the governor, plus the superintendent of public instruction and the commissioner of agriculture and labor, ex-officio. The State Board appoints the executive officer to be known as the secretary and director of the Commission. The Commission performs reference and book loan service as well as library extension. The same board also has the heavy and broad responsibility of governing all penal, charitable and educational institutions in the state. The result probably is that little, if any, of their time is devoted to library policy or promotion.

The State Law Library is under the judges of the Supreme Court. They appoint one person "who shall be known as the Supreme Court Reporter, the State Law Librarian, and the Legislative Reference Librarian."[1] Since this provision was made, a Legislative Research Committee has been set up under the Legislature with its own director.

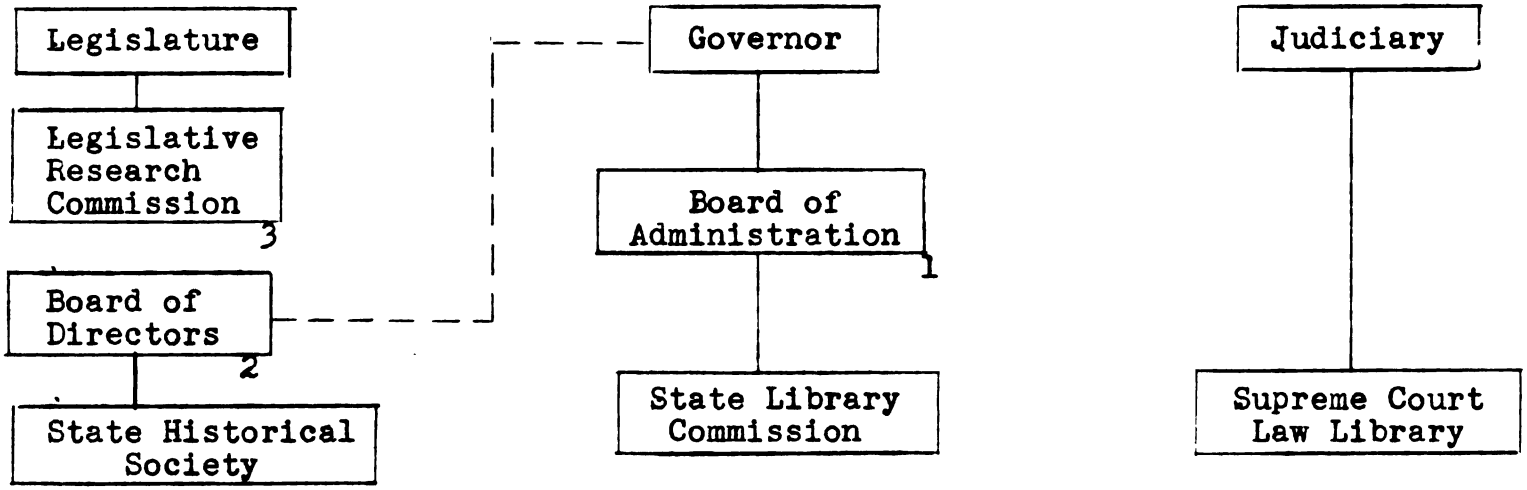
The historical library function, and less definitely, the archival function, is assigned to the State Historical Society which has legal status and receives state funds, but is controlled by its own Board of Directors,

---

[1] Compiled Laws of North Dakota, 1919, p. 323.

plus the governor, auditor, secretary of state, commissioner of agriculture and labor, and superintendent of public instruction, ex-officio.

NORTH DAKOTA



1. Board of five members, three appointed by the governor, plus two ex-officio members, superintendent of public instruction and commissioner of agriculture and labor.

2. Controlled by its own appointed board, plus the governor, auditor, secretary of state, commissioner of agriculture and labor, and the superintendent of public instruction, ex-officio.

3. Five senators and six representatives make up the Committee. Appoint a research director.

OHIO

The State Library Board in Ohio is included in the Department of Education with the director of the department serving as chairman of the Board with four other members appointed by the governor for eight-year terms. The Board appoints the state librarian, who serves as secretary of the Board. The State Library includes reference, book loan and library extension functions.[1]

The archival function is under a privately organized Archeological and Historical Society. The governor appoints six of the Board members, but there is no statute providing for its functions and duties, although it is maintained largely by state appropriations. The governor apparently makes the appointments by invitation of the Society.

Another collection, the Ohioana Library, which collects books by Ohio authors and about Ohio is set up similarly. It is a private library with the governor appointing four members to its Executive Board but it is without legal status.

The Law Library is under the Supreme Court who appoint the librarian. He also serves as the marshall of the Court.

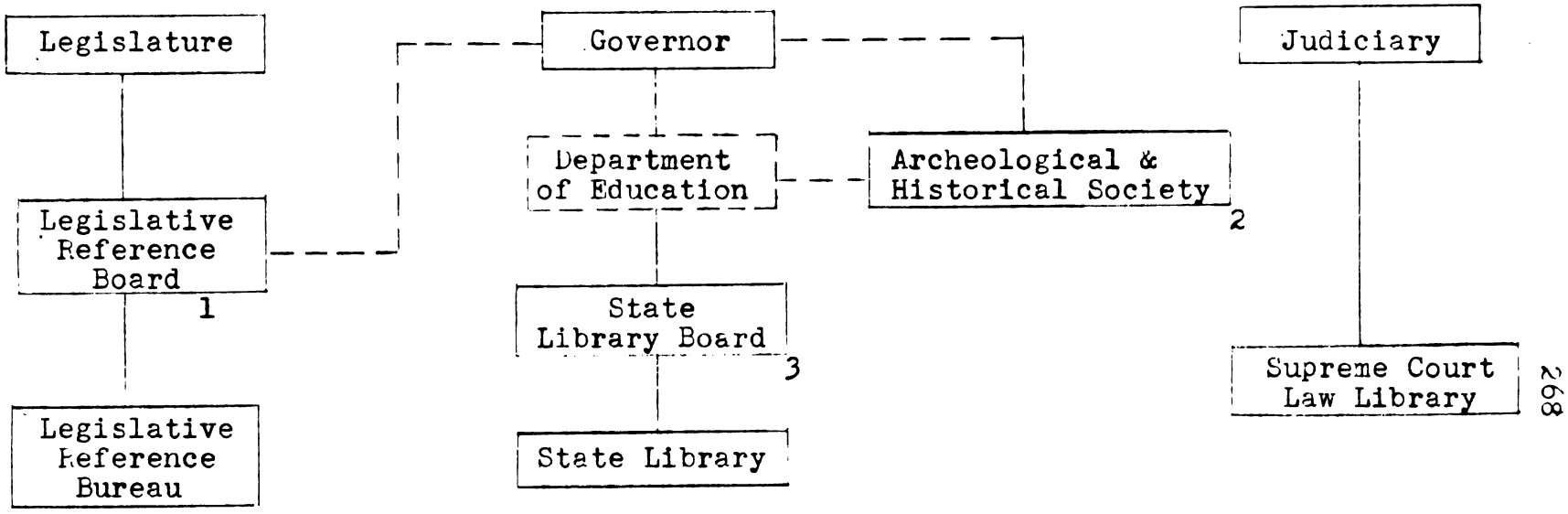
The Legislative Reference Bureau is under a Board

---

[1]Ohio, General Code, 1936, p. 50.

composed of the governor, clerk of the Senate and House. The Board appoints the chief and secretary of the Bureau. The law specifies that the Bureau cooperate with the other state library agencies in the use of their materials.

OHIO



1. Governor is member of committee together with clerk of House and clerk of Senate.

2. Governor appoints six members to Society's governing board. Governor and head of Department of Education are ex-officio members of board. Society elects nine members to board.

3. Head of Department of Education is a member and chairman of State Library Board. Four others appointed by governor for eight-year terms.

OKLAHOMA

The State Library in Oklahoma is under the Supreme Court which serves as its Board of Directors and appoints the state librarian. The library, originally known as the "Oklahoma Library" when it was founded in 1910, is primarily a law and legislative reference library, but also has responsibility for state documents and archives. The archival function is carried out in cooperation with a State Record Commission which examines records of departments after five years before the State Library acquires them.[1]

Indian archives are kept by the State Historical Society which is under a twenty-five member Board of Directors, elected by the Society, plus the governor, ex-officio. The Board appoints a secretary, librarian, and other officers and employees of the Society.

The library extension function is under a Library Commission of four appointed for six years by the governor, plus the superintendent of public instruction, ex-officio. The Commission appoints a secretary who carries out the typical extension functions of advice on library organization and book loans.

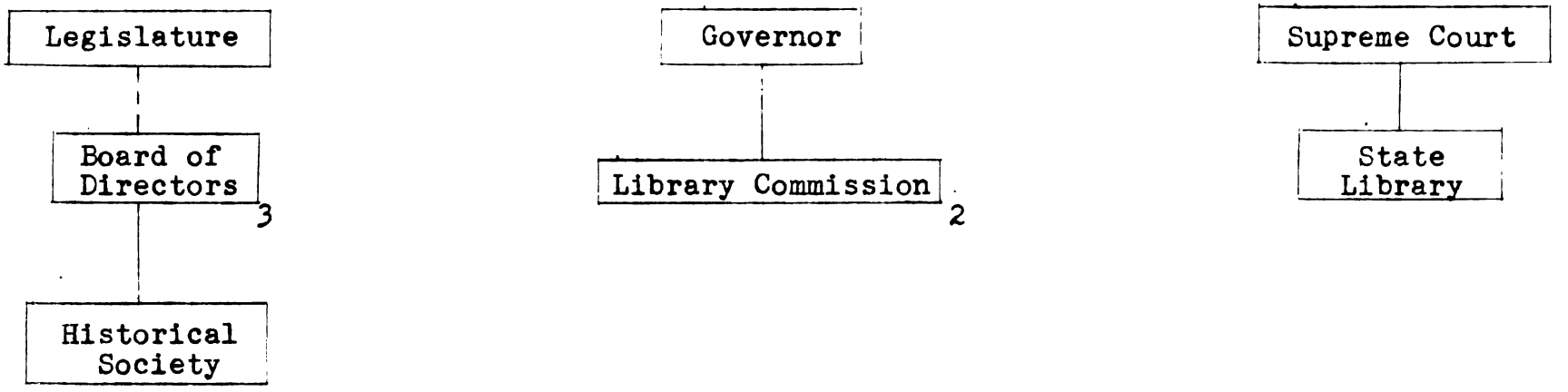
The State also maintains a State Industrial Chemical Library at the State University under the Board of Re-

---

[1]Oklahoma Library Commission, Reports of the Oklahoma Library Commission and Survey of Libraries of Oklahoma, 1948, pp. 8-10.

gents of the University. They appoint a Library Committee of three which recommends material for purchase.

OKLAHOMA



1. Also serves as Board of Directors of State Library and appoinst state librarian.

2. Four appointed by governor plus superintendent of public instruction, ex-officio. Appoints secretary.

3. Legislature specifies twenty-five members plus governor, ex-officio, and also creates office of secretary of Society.

OREGON

The Oregon State Library, which is governed by a Board of Trustees consisting of the governor, the superintendent of public instruction, the chancellor of the Oregon State System of Higher Education, the librarian of the Library Association of Portland, and three persons appointed by the governor, was established as a territorial library at the seat of government in 1848. It is administered by the state librarian who is appointed by the Board of Trustees.[1]

The first State Library was a depository for law books and state documents. Although the librarian was elected by the Legislature, the library was under the direct supervision of the governor. In 1864, the secretary of state was designated superintendent of the library, but the librarian was still elected by the Legislature. This continued until 1905, when the Legislature placed the State Library in charge of the justices of the Supreme Court. At the same session, the Oregon Library Commission was created to develop public and school library service throughout the state, and to lend books.

In 1913, the functions of the two libraries were realigned. The Library Commission became the State Library,

---

[1]Oregon, Compiled Laws Annotated, 1940, pp. 332-38.

continuing its former functions, but adding to them the custody of federal and state documents. The Supreme Court Library was created to care for the books and publications of a legal nature which were formerly a part of the State Library.

The State Library today is the depository for government and state documents, serves as a reference library for members of the Legislature and officers and employees of the state, maintains a general mail order reference and loan service including traveling libraries, and aids in the development of public and school libraries. From 1939 to 1940 and from 1943 to date, a school library advisor has been on the staff doing extension work. In 1947, the Legislature established the office of the state archivist under the State Library.

The Supreme Court Library is the law library. Up to 1913 it was known as the State Library. The court appoints the librarian and makes the rules for the library.

The Oregon Historical Society maintains an historical library, but it is not a legally established state agency even though its Board of Directors includes the governor, superintendent of public instruction and the state librarian.

OREGON

Governor

Judiciary

State Library Board [1]

State Library

Supreme Court Library

1. Seven members, three appointed by governor, four are ex-officio, - governor, superintendent of public instruction, chancellor of State System of Higher Education, librarian of Library Association of Portland.

PENNSYLVANIA

In 1919, the State Library and Museum and the Library Commission which had been created in 1899, were combined. This agency, known as the State Library, was transferred to the Department of Public Instruction in 1923. The state librarian is appointed by the superintendent of public instruction, who is, in turn, appointed by the governor with the consent of two-thirds of the Senate.

The State Library has the reference, extension, archival and law functions, as well as the authority "to preserve objects illustrating the flora and fauna of the State."[1] The agency has not made great strides forward particularly in the library extension field. Its organization puts it under the complete control of the state Department of Public Instruction.

The superintendent of public instruction has given his approval to a program of the Pennsylvania Library Association for the appointment of a lay advisory committee to the State Library. This program has not met with success as yet. Other objectives of the Association's program are:

> consultation with P.L.A. representatives in regard to appointments to key positions in the State library;

---

[1] Purdon's Pennsylvania Statutes, 1930, p. 123.

> selection of State library staff on a merit basis; semi-annual compilation and publication of public library statistics; and making Pennsylvania Public Library day an annual observance. The long-term program suggests expanding the duties and staff of the State Library in order to develop complete coverage with public library service on a large unit basis; to stimulate more adequate local support; to increase state aid substantially and to extend it and to tie it with standards; to clarify the law covering state library services and eventually to provide for legal certification and state pensions for librarians.[1]

This program indicates some of the needs of the state library program in Pennsylvania.

The law specifies that the State Library shall cooperate with the Historical and Museum Commission in carrying out the archival function. The Commission consists of the superintendent of public instruction and nine members appointed by the governor.

The Legislature has under its control a House Library and a Senate Library. The legal duties of the librarians seem to be confined to taking charge of legislative stationery and supplies.[2]

The Legislature also has charge of the Legislative Reference Bureau, even though it is located in the State Library and uses the resources of this library. The Bur-

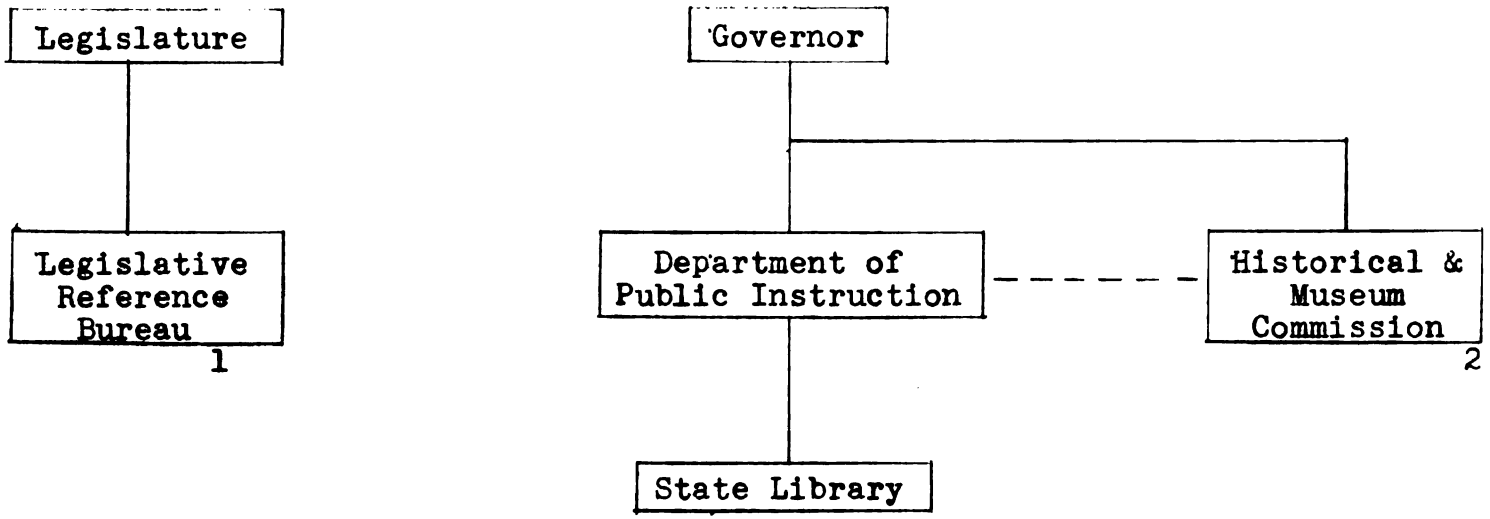
---

[1] "P.L.A.'s State-Wide Library Program," Pennsylvania Library Association Bulletin, v. I (1950), 8, 15.

[2] Ibid., pp. 402-403.

eau is concerned mostly with bill drafting.

PENNSYLVANIA



1. Bill drafting agency housed in the State Library.

2. Superintendent of public instruction and nine members appointed by governor.

RHODE ISLAND

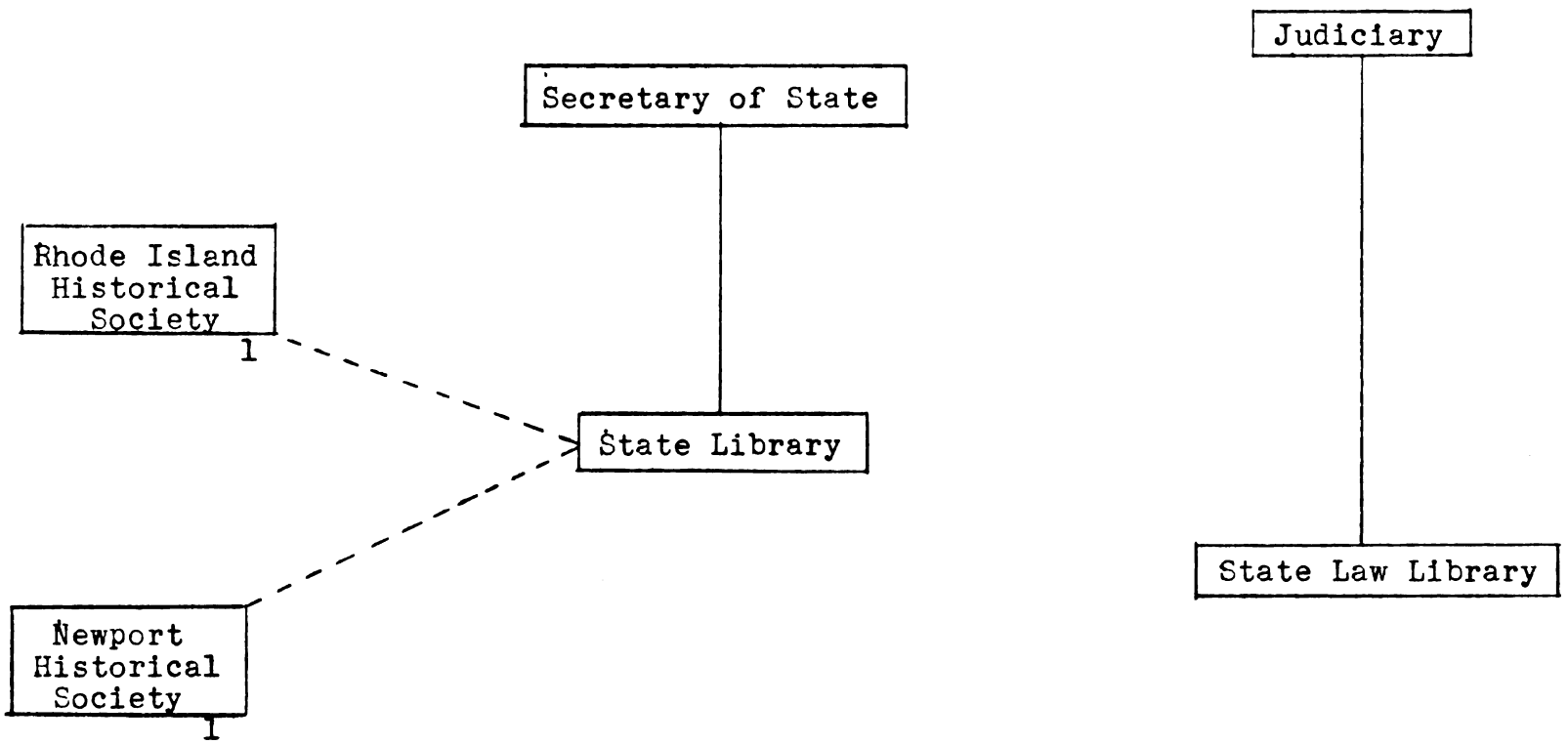
The State Library in Rhode Island, as in Illinois, is under the secretary of state, who appoints the state librarian "qualified by training and experience."[1] This change was made under the Administrative Code of 1935, which transferred the functions of the Library Division of the State Board of Education, established in 1907, to the State Library. In addition to the book loan, reference and extension functions, the State Library includes a Legislative Reference Bureau and the archival function with the state librarian serving as state record commissioner, ex-officio. Two private historical libraries maintained by the Rhode Island Historical Society and the Newport Historical Society also receive their funds through the state librarian.

The State Law Library is under the Supreme Court which appoints the librarian.

---

[1] General Laws of Rhode Island, 1938, p. 50.

RHODE ISLAND



1. Private institutions, but state librarian controls expenditure of any money appropriated for books and material.

SOUTH CAROLINA

South Carolina's State Library was established in 1898 without specific functions assigned by law. The Legislature still elects the state librarian for a four-year term. She acts under the direction of a Board of Trustees consisting of the governor, secretary of state and superintendent of p blic instruction, ex-officio. The only qualifications for the position of state librarian are "any woman, resident of the State two years, who has attained the age of twenty-one."[1] This library is primarily a state documents, reference, and newspaper collection. The state librarian is the only employee and the reference service is limited.

Library extension work is under a State Public Library Association with a Board of Directors of five appointed by the governor upon the recommendation of the superintendent of education for five-year terms. The Board of Directors elects a chairman and secretary annually. "The Secretary, if possible, shall be an experienced librarian of administrative ability, and shall be chosen from within or without the said Board."[2] The Board is given broad powers to assist in the establishment and development of county and regional libraries and also pro-

---

[1]South Carolina, Constitution, art. 17, sec. 1.

[2]South Carolina, Code, Suppl., p. 231.

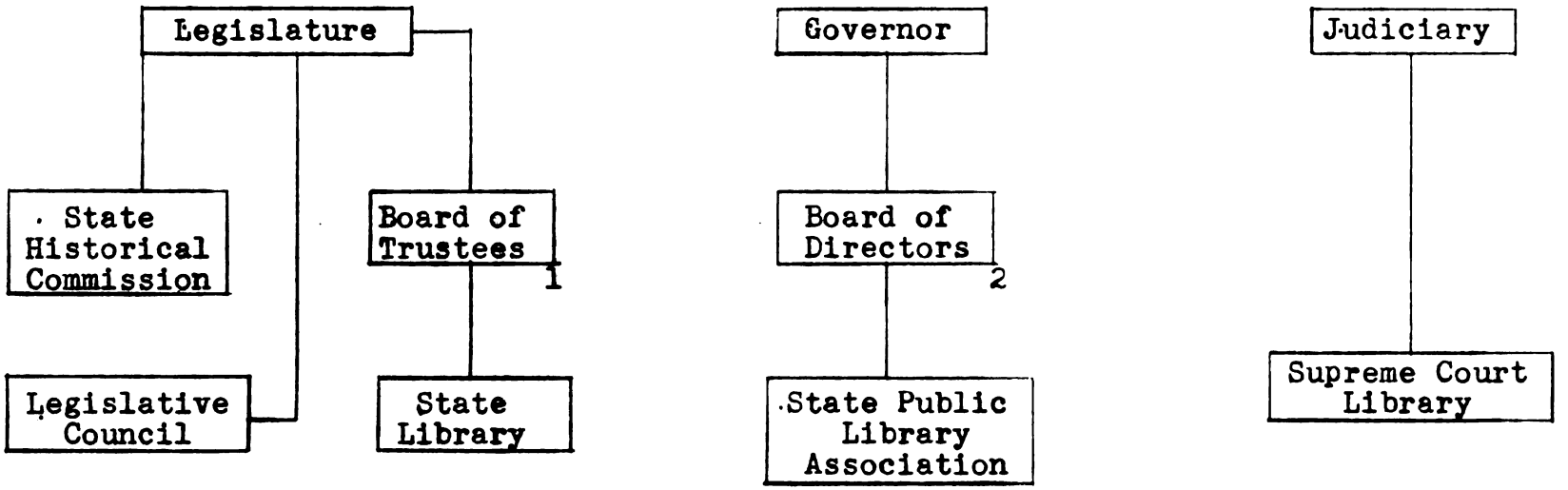
vides reference and book loan service to libraries and individuals.

The Supreme Court Library is in the custody of the clerk of the Court who employs a suitable person annually to attend to the library. The suitable person must meet only the same requirements set for the state librarian.

The State Historical Commission has the archival and historical library function. The Commission has legal status, but is independent of state government except for appropriations and reporting to the General Assembly. The secretary and other officers are appointed by the governor. The Commission consists of the history department heads of four state colleges, one member elected for ten years by the State Historical Society, one member elected for ten years by American Legion, and one member appointed by the United Confederate Veterans.

In 1949, a Legislative Council was created to provide legislative reference and bill drafting service. This function was previously assigned to the State Library but with no additional personnel. The Council consists of the president of the Senate, Speaker of the House, and the code commissioner.

SOUTH CAROLINA



1. Composed of governor, secretary of state, superintendent of education.

2. Governor appoints all five members. Superintendent of education recommends to governor before appointments are made.

3. Consists of president of Senate, speaker of House and Code Commission.

SOUTH DAKOTA

The state library extension and loan agency in South Dakota is known as the Commission Library. It was established in 1913, and is now under a Free Library Commission of five, the governor and superintendent of public instruction, ex-officio, with the latter serving as president of the Commission, and three other members appointed by the governor from nominations of three each made by the South Dakota Library Association, the South Dakota Federation of Women's Clubs, and the South Dakota Federation of Home Demonstration Clubs. The Commission appoints the director, a graduate of an accredited library school with at least two years of successful administrative experience.[1] The library had the reference and legislative reference functions transferred to it in 1943, but its budget was not increased sufficiently to allow for these to be performed adequately along with library extension.

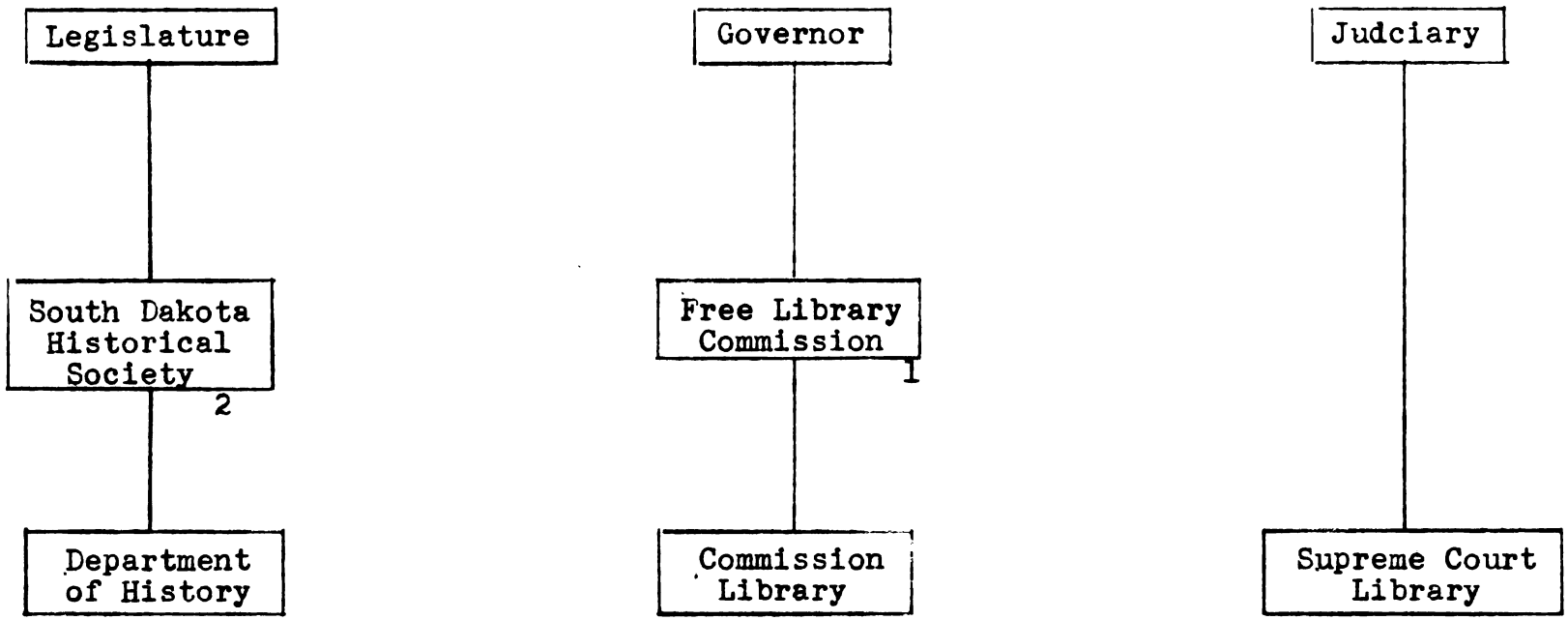
The historical and archival function in South Dakota is under the Department of History of the State Historical Society. Eleven trustees elected by the Society plus the secretary, governor, secretary of state and state auditor, make up the executive committee. The secretary is also, by law, the superintendent of the Department of History, state librarian and the director of the state census.

---

[1]South Dakota, Code, 1939, pp. 1190-02.

The law library is known as the Supreme Court Library and is under the control of the judges. The clerk acts as the law librarian.

SOUTH DAKOTA



1. Governor and superintendent of public instruction are ex-officio members of the Commission.

2. Governor, secretary of state, state auditor are members of Executive Committee.

TENNESSEE

Tennessee has been going through a series of changes in the organization of its state library agencies. The state library and archives agency has been combined under a state librarian and archivist since 1919. In 1937 it became a division of the Department of Education. In 1947, an act was passed placing the Division of State Library and Archives under another division of the Department, the Division of Instructional Materials and Library Service. In 1949, it was again made a separate division. This division consists of federal documents and state documents, archives and history, and is primarily a reference library.

Public and school library extension service is still in the other division of the Department of Education, the Division of Instructional Materials and Library Service. The program of this division puts a strong emphasis on the development of regional library service.

A self-survey of state library service by the Tennessee Library Association in 1950, revealed that:

> The functions of the State Library have been performed by a woefully inadequate staff . . . . In Tennessee there are at present thirteen professionally trained librarians employed in the state program to serve about one-half of the state's population.[1]

---

[1] "The State's Role in Library Service," Tennessee Librarian, III (1950), pp. 4-8.

As a result, legislation has been drawn up providing for an independent library commission under which general, extension, historical and archival state library service would be administered.[1]

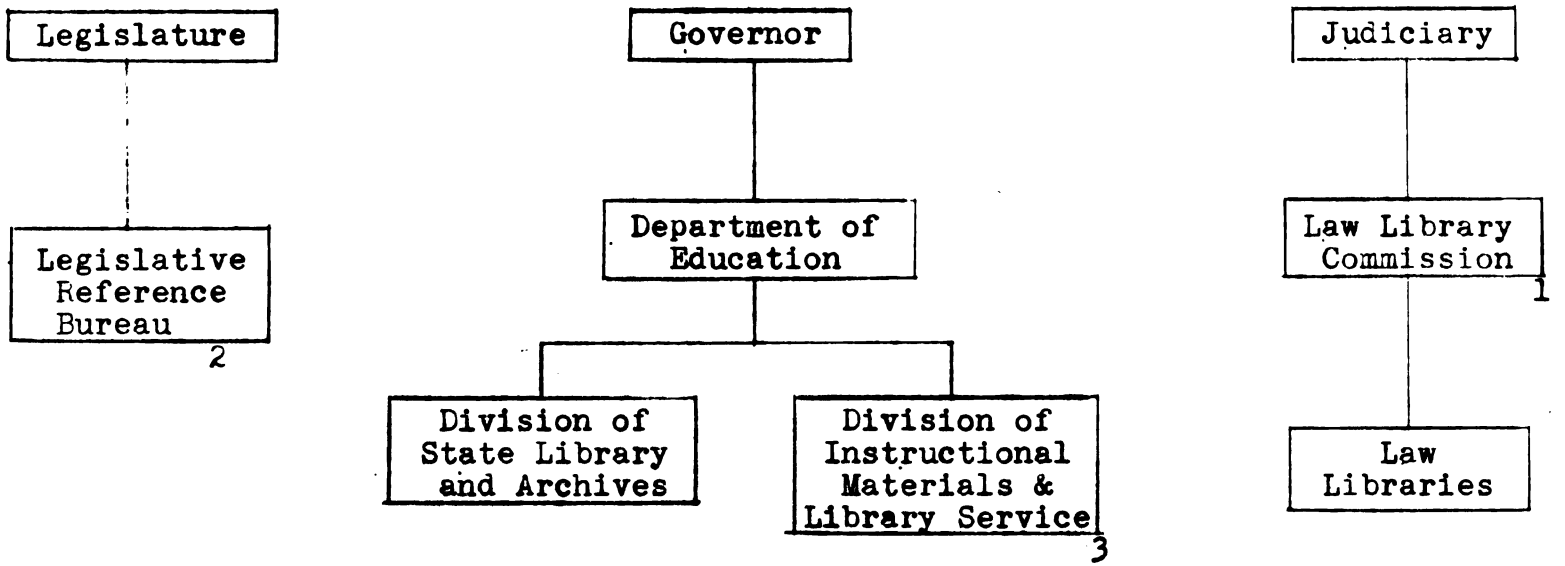
There are three State Law Libraries, one at Nashville, Jackson, and Knoxville, under a Law Library Commission consisting of the chief justice of the Supreme Court, the attorney-general, and the presiding justice of the Court of Appeals. The clerk of the Supreme Court is the secretary of the Commission and serves as the librarian and archivist of the library, ex-officio.

Tennessee has a Legislative Reference Bureau of three members, the assistant attorney-general and two members of staff of State Planning Commission, named by the chairman of the Law Library Commission. Even under the proposed reorganization, these law and legislation reference services would remain independent.

---

[1] Ibid., pp. 9-13.

TENNESSEE



1. Composed of chief justice of Supreme Court, presiding justice of Court of Appeals and attorney-general.

2. Created by Legislature and serves them. Consists of two members from State Planning Commission staff and one member from attorney-general's office.

3. Handles school and regional library service.

TEXAS

The Texas Library and Historical Commission governing the State Library dates back to 1909. The present Commission consists of five members appointed by the governor for six-year terms. The state librarian is appointed by the Commission. The law specifies a trained, experienced librarian of administrative ability. All the state library functions, except law, are included under the State Library.[1] This is a good administrative organization but poor personnel and lack of leadership has hampered progress.

In 1950, a survey of the State Library "appeared to say that the trouble was a lack of definition of the area of the commission's policy function and the state librarian's administrative task."[2] The state librarian resigned and an alarming report followed:

> Capitol authorities were discussing a reorganization plan by which each of the five loosely related functions of the commission would be absorbed by other agencies and departments: the Legislative Reference Library to the Legislative Council; the Extension Division to the Adult Education Section of the State Education Agency; loan and general reference material for the blind to the Education Agency; records to a proposed state records agency; archives to the Secretary of State's office; Texana to the Barber History Center, University of Texas.[3]

---

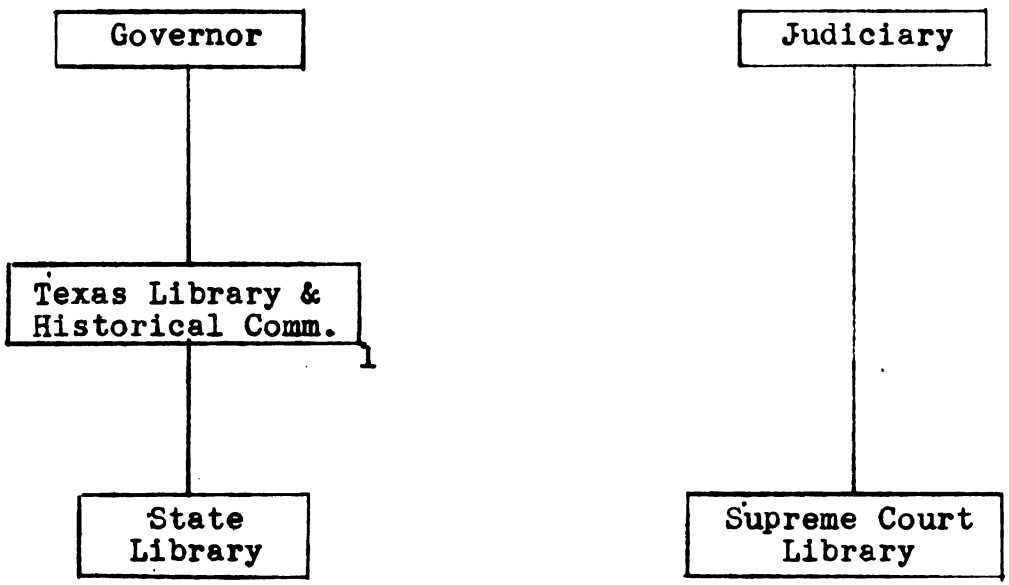
[1] Vernon's Texas Civil Statutes, 1941, XVI, pp.43-49.

[2] "Texas State Library May Be Parcelled Out," Library Journal, LXXV (1950), 1812.

[3] Ibid.

This reads like a design for extinction.

TEXAS



1. Five members appointed by the governor.

UTAH

There is no general state library service in Utah, but only a state law library. The law, however, refers to this as the State Library. The clerk of the Supreme Court acts as librarian and the justices of the Supreme Court plus the governor and secretary of state act as a Board of control.

The only legal provision for library extension work is that "the State Board of Education shall promote the establishment of libraries and gymnasiums throughout the State."[1] There was a part-time library director in 1945, but the latest organization chart of the State Board of Education shows no provision for this function.

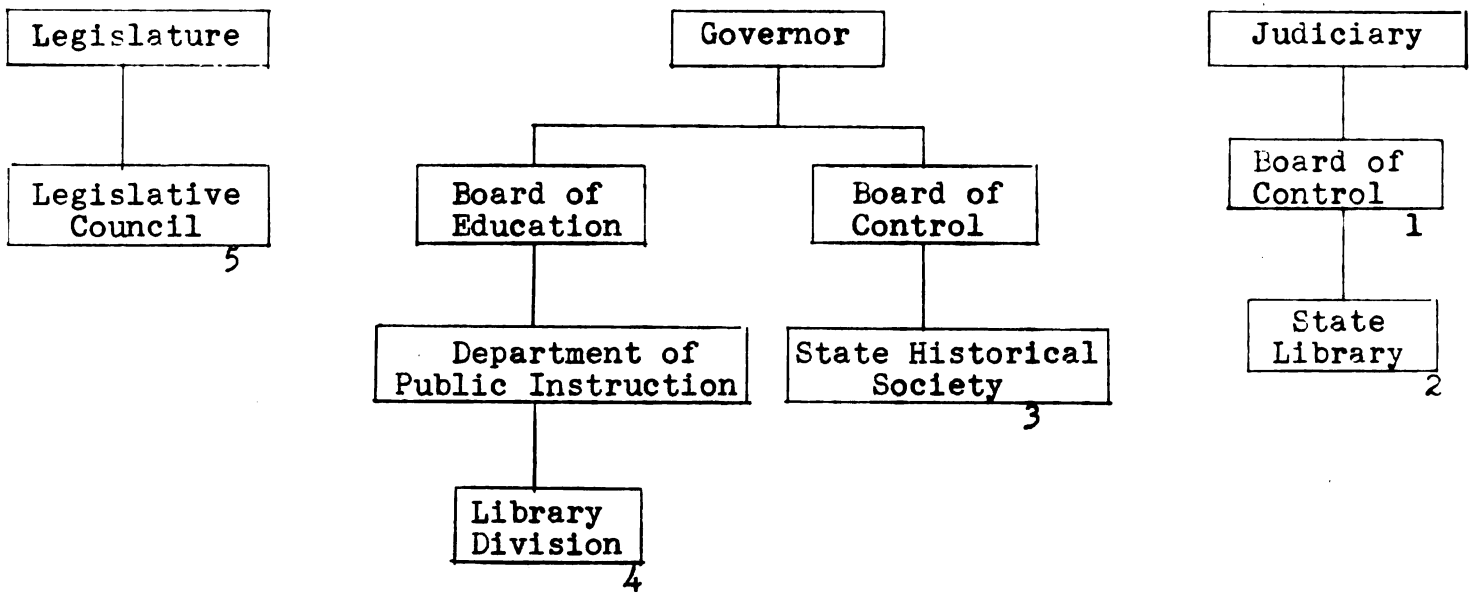
The archival function is under the State Historical Society under a Board of Control of ten members appointed by the governor. The Board appoints its own officers including the librarian.

A Legislative Council was created in 1947 under the Legislature to provide reference, research and bill drafting service. The Council appoints a secretary who also serves as director of reference and research work.

---

[1]Utah, Revised Statutes, 1933, p. 777.

UTAH



1. Consists of Supreme Court, governor and secretary of state.

2. Clerk of court acts as librarian.

3. Elects own board and officers but reports to governor and has legal existence.

4. Legal existence only.

5. Consists of thirteen members: five senators, five representatives, and three not members of Legislature, one by governor, one by Senate, and one by House.

VERMONT

The State Library in Vermont was created in 1825, primarily as a law library. However, it is now a general reference library as well and also has archival and legislative reference responsibilities. It is under the direction of a Board of Trustees of ten; four ex-officio, the governor, chief justice of Supreme Court, commissioner of education, and president of the Vermont Historical Society. There are six other trustees. The Board is self-perpetuating as far as these six trustees are concerned. The Board appoints the secretary and state librarian, for whom no qualifications are set.

The state librarian shares the archival responsibility with the president of the Historical Society, jointly choosing a custodian and expending funds. The state librarian is also a member of the Board of Curators along with the secretary of state and auditor of accounts.

The library extension work is under a Free Public Library Commission consisting of "the Commissioner of Education, ex-officio, and two persons, one of whom shall be a woman, who shall be appointed by the Governor with the advice and consent of the Senate for a term of four years."[1] The governor biennially designates a member of the Commission to serve as chairman. The law does not provide for a

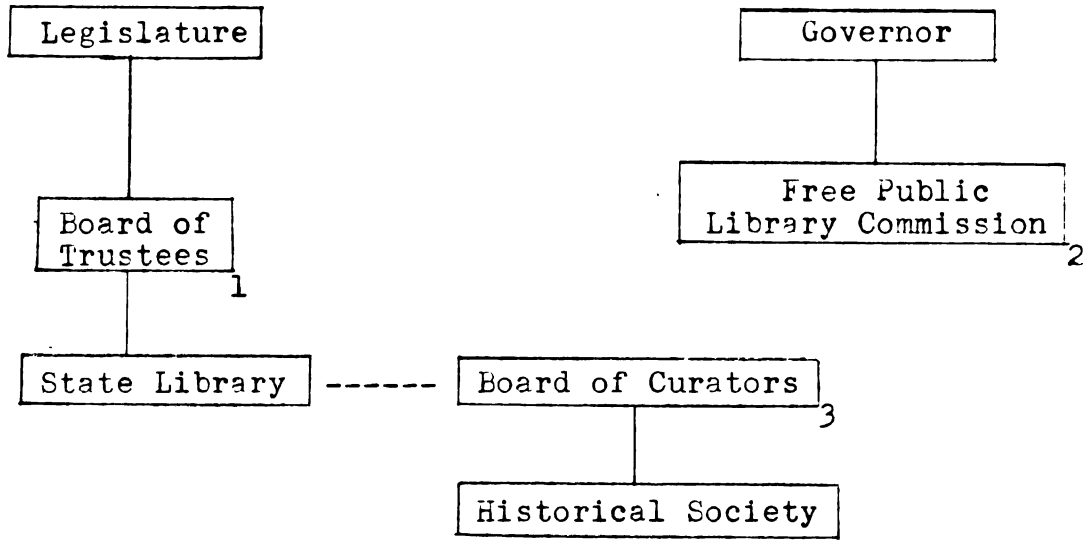
---

[1] Public Laws of Vermont, 1933, p. 738.

paid executive to carry out the work of the Commission but there is one.

In carrying out its library extension program to aid existing libraries and bring service to those areas without it, the Commission has established five regional libraries from which books and field workers travel in mobile units. These units visit library stations in small villages and farm homes as well as make stops at rural schools. These five regional libraries cover the entire state and through them all residents can now obtain direct library service. This type of expansion of state library service is recommended by the Public Library Inquiry as a realistic and efficient way of raising the standards of library service in a state and, at the same time, bring service to all state residents.

VERMONT



1. Ten Trustees. Governor, chief justice of Supreme Court, commissioner of education, and president, Vermont Historical Society, and six other trustees.

2. Commissioner of education, two other persons (one a woman) appointed by the governor.

3. Secretary of state, auditor of accounts and state librarian are members of Society and the Board of Curators.

VIRGINIA

The Virginia Code of 1936 includes the provision:

> It is hereby declared to be the policy of the Commonwealth, as a part of its provision for public education, to promote the establishment and development of public library service throughout its various political subdivision.[1]

With this provision as background, it is easier to understand why the State Library in Virginia offers a more centralized and well-supported service than most. It includes the general reference, extension and archival functions. Up to 1944, the State Library was under a State Library Board of five members appointed by the State Board of Education. In that year, the State Library Board was changed to seven members, six appointed by the governor for five-year terms plus the superintendent of public instruction, ex-officio. In July 1948, under the terms of a reorganization act, the State Library also took over the activities of the Land Office and World War II History Commission.

Even in a state with as much centralization of state library service, there are still other state library agencies. The State Law Library is under the Supreme Court of Appeals who appoints the librarian and makes the library's rules and regulations. Two branch Law Libraries

---

[1]Virginia, Code, 1936, p. 107.

are maintained at Wytheville and Staunton with the clerks acting as librarians.

As a holdover of the domination of the State Library by the Department of Education, the school library extension service is still located in the Department's Bureau of Textbooks and Public School Libraries.

A Division of Statutory Research and Drafting is organized under the General Assembly with a director in charge who is elected by the General Assembly for a term of four years. The Division has access to the State Law Library and the State Library and conducts research and drafts bills upon request of the governor or General Assembly.

An interesting provision of the law reads:

> All requests for the drafting of bills or resolutions by the Division shall be submitted in writing and shall contain a general statement respecting the policies and purposes which the Governor or member making the request desires incorporated in and accomplished by the bill. All requests and required statements shall be signed by the person submitting them. Neither the Director nor any employee of the division shall reveal to any person outside of the division the contents or nature of any such request or statements except with the consent of the person signing the request.[1]

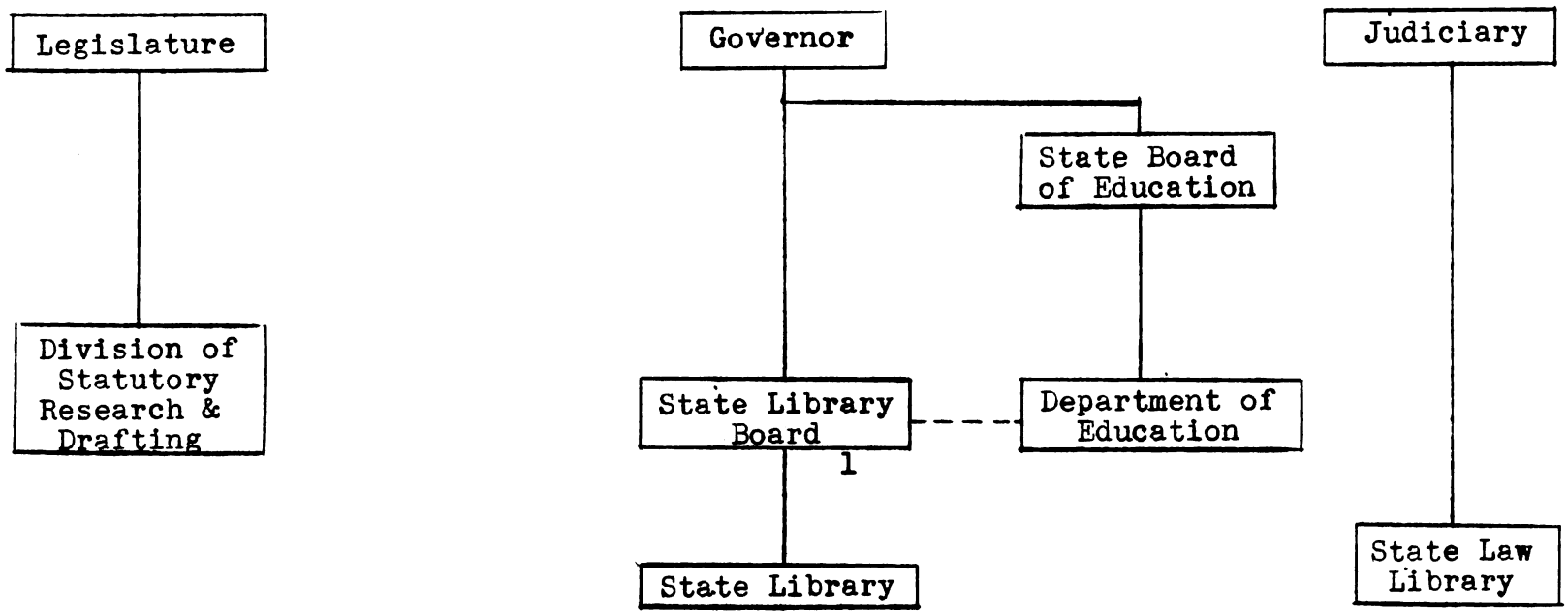
This is probably why most legislative reference services are directly responsible to state legislatures.

---

[1]Code of Virginia, 1950, p. 48.

They want to make sure that outside influence will not find its way into legislative bills and that they will have full control over legislative reference staff.

VIRGINIA



1. Six members appointed by the governor plus superintendent of public instruction.

WASHINGTON

In 1929, a State Library Committee consisting of the superintendent of public instruction, the commissioner of lands and the state treasurer was abolished and its functions were transferred to the superintendent of public instruction. In 1941, the Washington Legislature reversed the trend toward centralization of state library functions under education departments and re-established a State Library Commission. The superintendent of public instruction does remain as ex-officio chairman of this Commission with four other members appointed by the governor, one a library trustee, and one a certified librarian.[1]

The State Library provides reference and loan service to state departments, libraries and individuals throughout the state, provides advisory service to local libraries through its extension activities and field visits, and preserves the state's history and archives. Legislative reference service is also one of its functions.

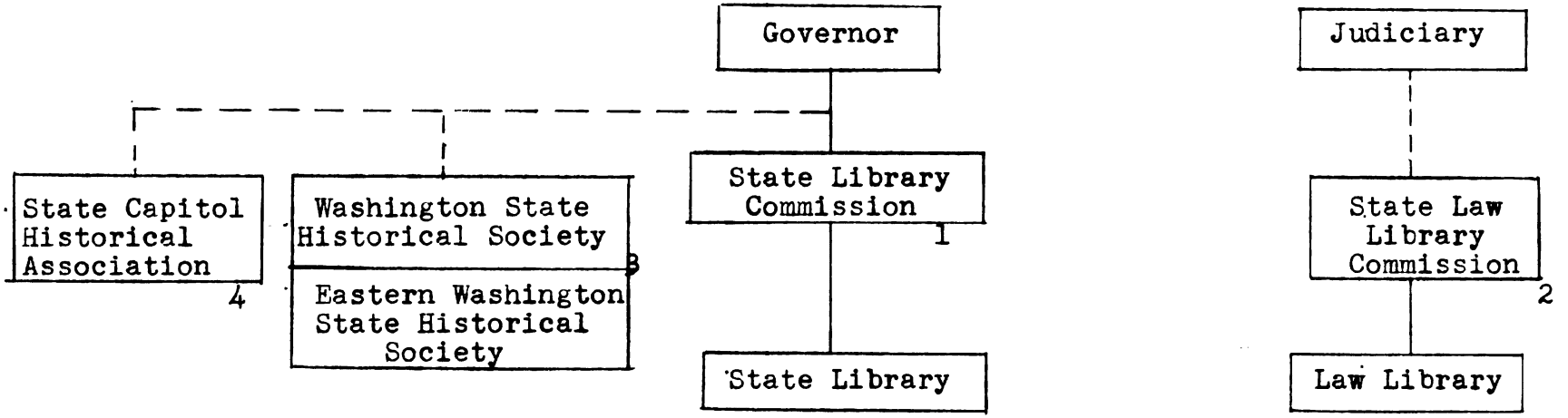
There are three other historical libraries on whose boards state officials are represented and which collect historical materials. However, the societies are privately organized and incorporated even though they are in the state law and receive some state funds. The State Library, however, has the official archival responsibility.

---

[1] Renington's Revised Statutes, 1941 Suppl., p.567.

The State Law Library is now under a Commission consisting of the chief justice of the Supreme Court, the attorney-general and the secretary of state who appoint the law librarian. This service, too, was originally centralized under the State Library Commission, created in 1903. For a time, the assistant state librarian served as the law librarian. When the centralized Commission organization was changed, the Law Library was put under its own Commission and so it remains.

WASHINGTON



1. Superintendent of public instruction is ex-officio chairman of said commission, and four commissioners appointed by the governor, one of whom shall be a library trustee at the time of appointment and one a certified librarian actually engaged in library work at the time of appointment.

2. The chief justice of the Supreme Court, the attorney-general, and the secretary of state.

3. Governor, secretary of state, state treasurer are ex-officio, but voting members of the Board of Curators of these societies, and they receive state appropriations and are housed in state-owned buildings. The societies are privately organized and incorporated.

4. Governor, secretary of state and state superintendent of public instruction are ex-officio, but voting members of Board of Trustees. The Association appoints curator with consent of the governor. Housed in buildings given to the state.

WEST VIRGINIA

West Virginia has no state library, general reference or legislative reference service at a state level. The Library extension law was passed in 1929, creating a State Library Commission, but no appropriation was made to it until 1942. The Commission consists of five appointed by the governor with the advice and consent of the Senate for four-year terms. At least two members must be women. The Commission appoints a secretary, "who shall be a person trained in library methods."[1] The secretary has charge of the usual extension functions, organizing new libraries, improving established ones and supervising traveling library service. The law includes the Commission's right to establish, maintain and operate a public library for a region of two or more counties.

Archives in West Virginia are under a Department of Archives and History. The governor appoints the state historian and archivist directly. He reports directly to the governor and establishes all rules and regulations to operate the department. State departments may turn over their official records provided that they keep certified copies in their files.

In 1933, the Legislature passed a law giving the Division of Documents at the State University the right

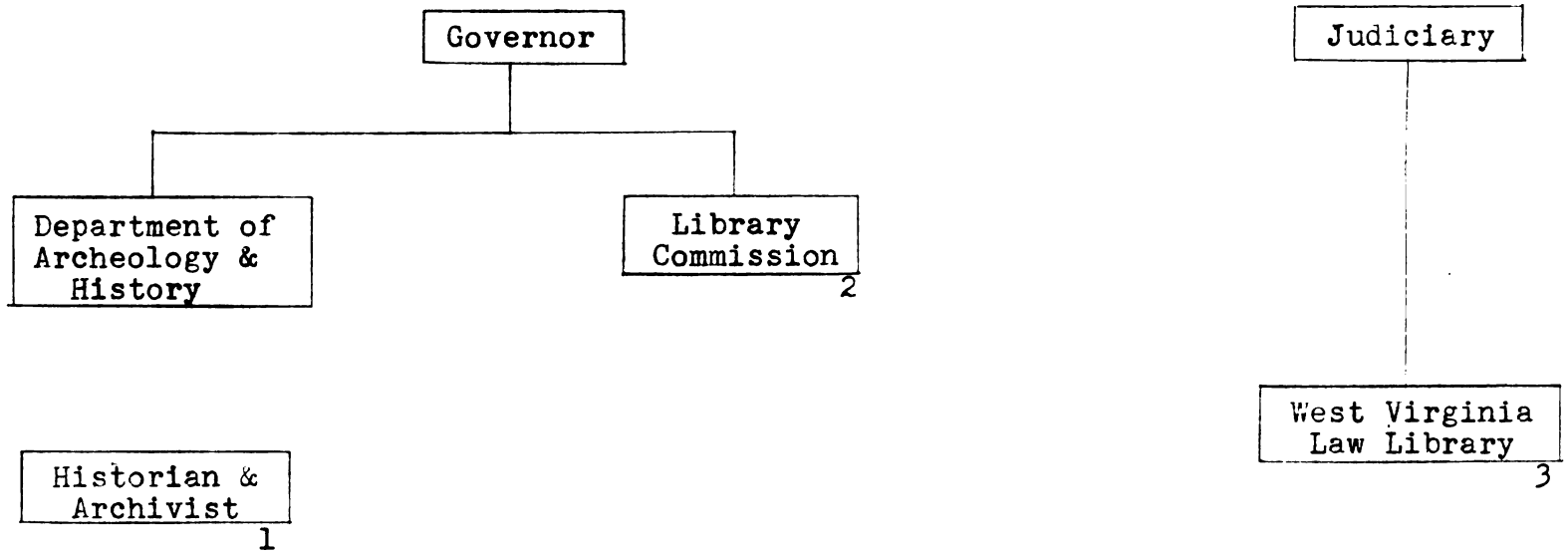
---

[1]West Virginia, Code, 1931, p. 262.

to accept the same kinds of materials as a gift. This may result in overlapping and duplication of functions.

The State Law Library is under the Supreme Court of Appeals which appoints the librarian.

WEST VIRGINIA



1. Governor appoints state historian and archivist.
2. Five members appointed by governor.
3. Librarian is appointed by the Supreme Court of Appeals.

WISCONSIN

The State Library in Wisconsin is the law library. It is under a Board of Trustees consisting of the justices of the Supreme Court and the attorney-general. The Board appoints the librarian and specifies his duties including:

> To report to the presiding officer of each house, five days before the adjournment of each session of the legislature, the number of books taken out of the Library by the members of each house and not returned, giving titles of books, dates of taking, and names of members to whom charged. All such books shall be immediately returned.[1]

A similar anachronistic and inoperative provision appears in many other state library laws.

The Free Library Commission was established in 1895. It is the library extension agency, but also includes general reference, book loan and legislative reference service. The Commission consists of four members appointed by the governor for five-year terms plus the president of the University, the state superintendent of education and the director of the State Historical Society. The Commission appoints a secretary to take charge of its work. No legal requirements are set for the position. In that year the school was transferred to the State University. Extension service to school libraries is under the

---

[1]Wisconsin, Statutes, 1949, sec. 43.05.

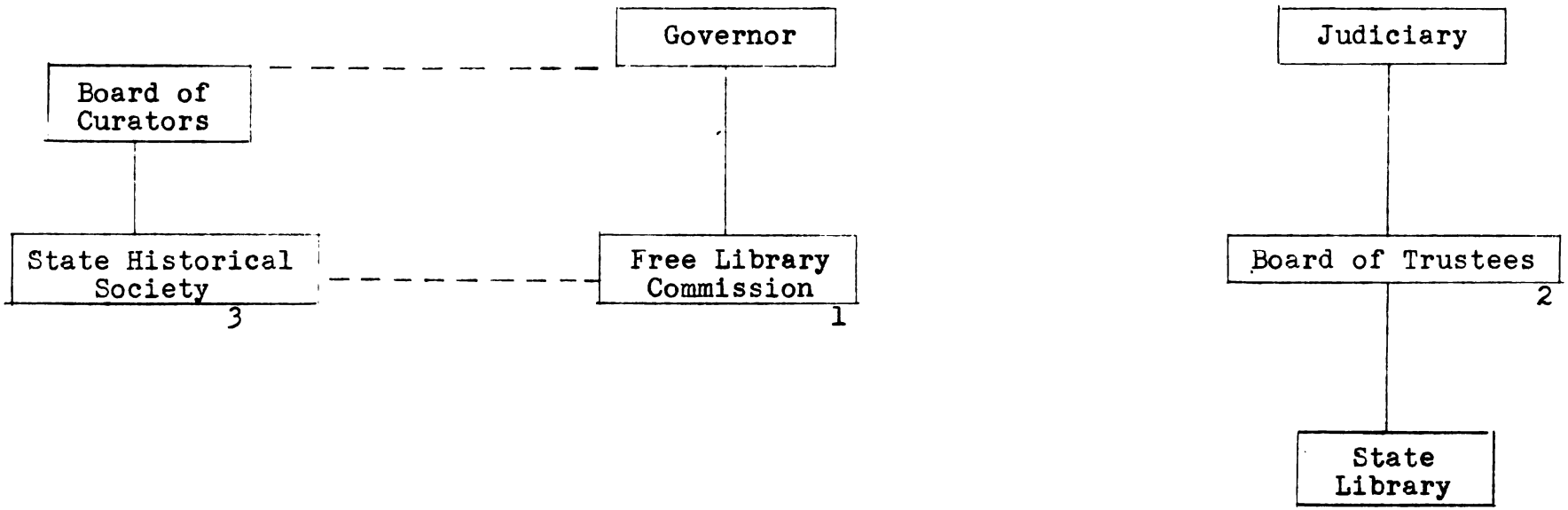
Department of Public Instruction.[1]

The archival and historical function is under the State Historical Society. This is a private society receiving state funds. The governor, secretary of state and state treasurer are ex-officio members of the Board of Curators.

---

[1]Ibid., sec. 43.09.

WISCONSIN



1. Four members appointed by governor plus superintendent of public instruction, director of State Historical Society, and president of University.

2. Justices of Supreme Court and attorney-general comprise a board of eight.

3. Private society. Governor, secretary of state, and state treasurer are ex-officio members of Board of Curators.

WYOMING

The organization and administration of the Wyoming State Library is unique. The state librarian is appointed by the governor by and with the consent of the Senate. The judges of the Supreme Court make the rules and regulations on the loan of books. At the beginning of each legislative session, the librarian is required to give a report to the Legislature. In addition to this administrative confusion, the librarian is given the legal responsibility for the labeling and classifying of a cabinet of geological specimens to which all citizens of the state are invited to submit samples. Few additional specific responsibilities are included except to have "charge and custody" and "receive and label" library materials.[1]

The State Law Library is a division of the State Library and subject to its rules and regulations. A separate fund, proceeds of state land sales, has been set up for its maintenance. The state librarian, at present, is also the law librarian and responsible for legislative reference work.

Authorization to do library extension work and give book service to the public and school libraries of the state was not passed by the Legislature until 1943, but is now also part of the State Library service.

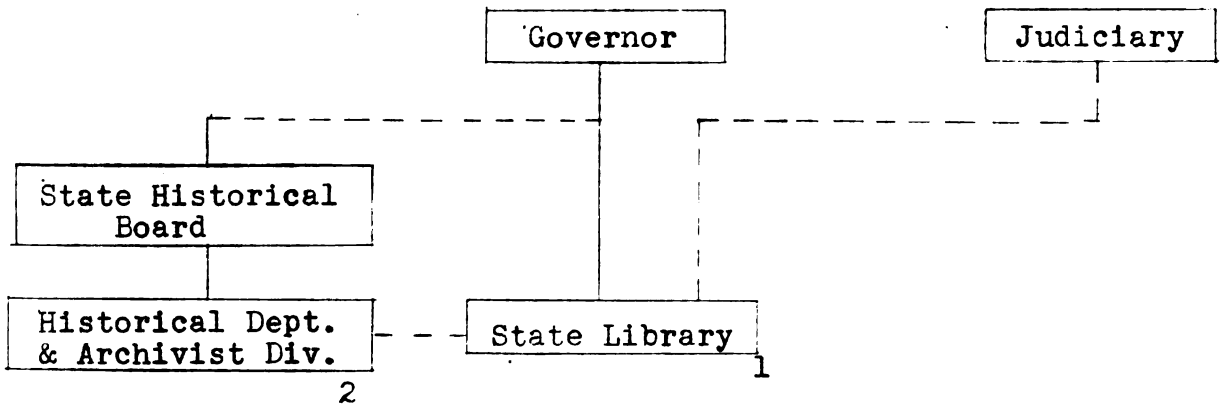
---

[1]Wyoming, Revised Statutes, 1931, pp. 1802-04.

The state librarian is also ex-officio state historian "without additional compensation" and secretary of the State Historical Board. The Board is made up of five elective state officers, the governor, secretary of state, treasurer, auditor, and superintendent of education. Wyoming history and archives are the primary interest of the Board.

The Wyoming State Library has had a great turnover in state librarians. There are no professional qualifications for the position and no state board to protect it. The result is political control. Statutes do not provide for a staff in addition to the state librarian. In practice, the librarian recommends staff members and they are approved by the governor and his advisors.

WYOMING



1. The Governor appoints the state librarian by and with the consent of the Senate. The Supreme Court approves rules and regulations of State Library.

2. The state librarian is ex-officio state historian.

BIBLIOGRAPHY

Advisory Committee on Education. "Staff Study, No. 11," Library Service.

American Library Association, Library Extension Board. The State Library Agency (5th ed., Chicago: American Library Association, 1945). (Mimeographed).

American Library Directory (New York: R. R. Bowker Co., 1948).

Arizona. Report of the Department of Library and Archives, 1948.

Arkansas. Digest of Statutes, 1937, Vol. 1, Sec. 5467.

Ibid., Vol s, Sec. 12238.

Armstrong, Charles M. Development of Library Services in New York State (Albany: University of the State of New York, 1949).

Breitel, Charles D. "Public Library No Adjunct," Library Journal, LXXV (1950).

Buck, A. E. The Reorganization of State Governments in the United States (New York: Columbia University Press, 1938).

Burns Indiana Statutes Annotated, 1933, Vol. 11, Sec. 63.

California State Library. News Notes of California Libraries, VL (1950).

Carrol's Kentucky Statutes, 1936, Sec. 4618.

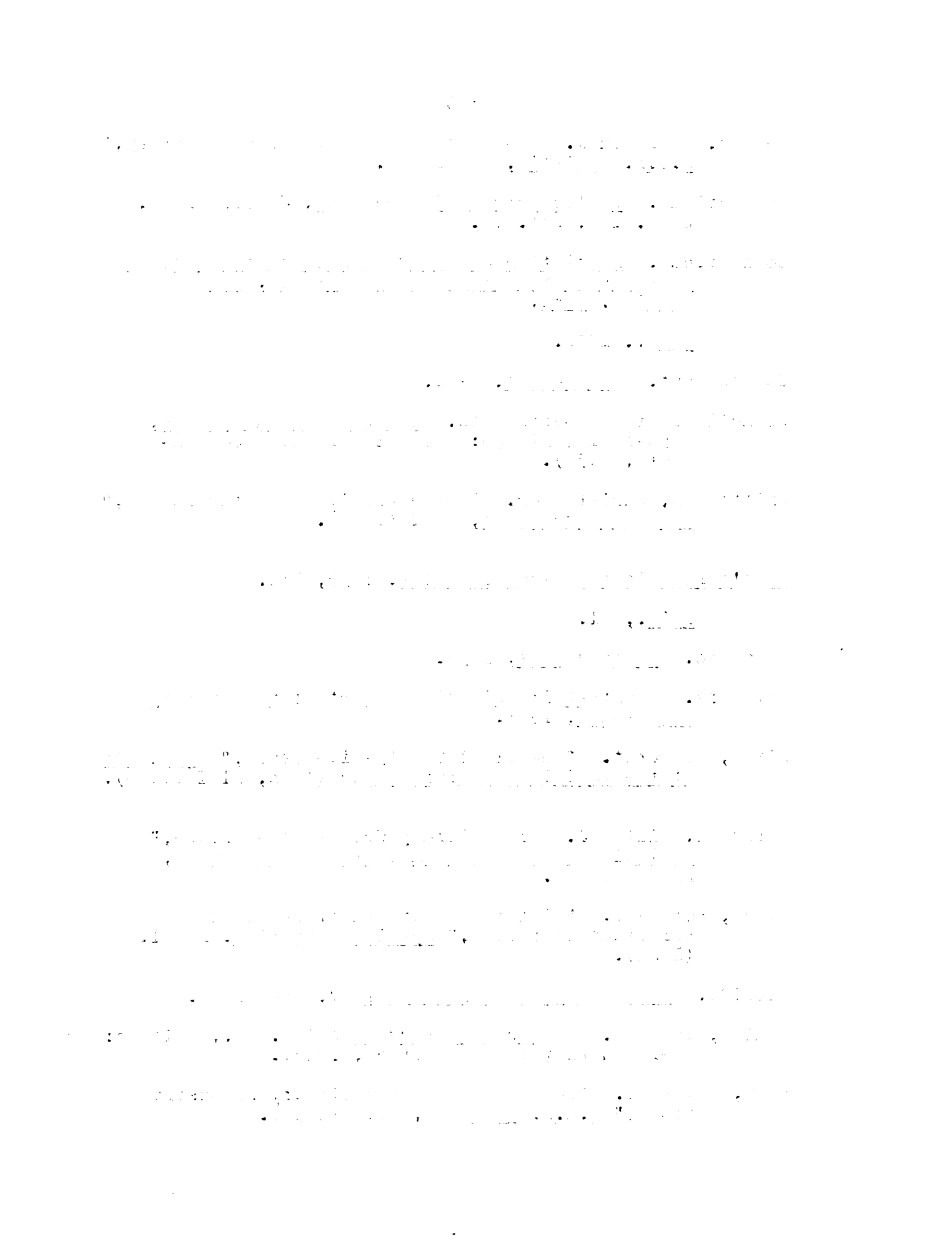
Ibid., Sec. 2439.4.

Code of Alabama, 1940, Title 55, Sec. 278.

Code of Virginia, 1950.

Colorado Library Association Bulletin, June 1947. "Colorado's 1947 Library Act."

Compiled Laws of North Dakota, 1919.



Garceau, Oliver. The Public Library in the Political Process (New York: Columbia University Press, 1949).

Gates, Charles M. "The Administration of State Archives," American Archivist, I (1938).

General Laws of Rhode Island, 1938.

Georgia Code, 1933.

Georgia Laws, 1947.

Grave, Edmund H. A State Plan for Library Development (Albany: State Education Department, 1947).

Graves, W. Brooke. American State Government (Boston: D. C. Heath and Company, 1946).

Harris, Helen. "How Can Public Library Extension Be Best Administered at the State Level in Tennessee?" Tennessee Librarian, II (1950).

Hutchins, Frank A. Traveling Libraries (Boston: Houghton, Mifflin and company, 1900).

Idaho Code Annotated, 1932, Vol. II.

Ibid., Vol. I.

Ibid., Vol. III.

Illinois Legislative Council. Library Service in Illinois, Publication No. 45 (1942).

Illinois Revised Statutes, 1941, Chap. 128, Sec. 12.8.

Iowa Code, 1939, Sec. 4541.02.

Iowa. Twenty-fourth Report of the Iowa State Traveling Library, 1948.

Joeckel, Carleton Bruns. The Government of the American Public Library (Chicago: University of Chicago Press, 1935).

Kansas. General Statutes, 1935, Sec. 75.

Garceau, Oliver. The Public Library in the Political Process (New York: Columbia University Press, 1949).

Gates, Charles M. "The Administration of State Archives," American Archivist, I (1938).

General Laws of Rhode Island, 1938.

Georgia Code, 1933.

Georgia Laws, 1947.

Grave, Edmund H. A State Plan for Library Development (Albany: State Education Department, 1947).

Graves, W. Brooke. American State Government (Boston: D. C. Heath and Company, 1946).

Harris, Helen. "How Can Public Library Extension Be Best Administered at the State Level in Tennessee?" Tennessee Librarian, II (1950).

Hutchins, Frank A. Traveling Libraries (Boston: Houghton, Mifflin and company, 1900).

Idaho Code Annotated, 1932, Vol. II.

Ibid., Vol. I.

Ibid., Vol. III.

Illinois Legislative Council. Library Service in Illinois, Publication No. 45 (1942).

Illinois Revised Statutes, 1941, Chap. 128, Sec. 12.8.

Iowa Code, 1939, Sec. 4541.02.

Iowa. Twenty-fourth Report of the Iowa State Traveling Library, 1948.

Joeckel, Carleton Bruns. The Government of the American Public Library (Chicago: University of Chicago Press, 1935).

Kansas. General Statutes, 1935, Sec. 75.

Leigh, Robert D. The Public Library in the United States (New York: Columbia University Press, 1950).

Library Journal, LXVI (1944). "As Maine Goes, So Goes the Nation."

Ibid., LXXV (1950). "New Jersey Authorities Restore State Libraries, Museums, Budgets."

Ibid., LXXV (1950). "Texas State Library May Be Parcelled Out."

Library News, XIV (1950). "Library Legislation."

Louisiana. Twelfth Biennial Report of the Louisiana State Library, 1946-1947, 1948.

Macdonald, Austin F. American State Government and Administration (New York: Thomas Y. Crowell Company, 1948).

Maine. Revised Statutes, 1940, Chap. 305, Sec. 3.

Maryland. Annotated Code of Maryland, 1939, Vol. 1.

Ibid., I, Art. 41, Sec. 123.

Ibid., I, Art. 41, Sec. 100.

Ibid., II, Art. 54, Sec. 17.

Ibid., II, Art. 77, Sec. 163-167.

Maryland. Constitution, Art. VII, Sec. 3.

Mason's Minnesota Statutes, 1927, I.

Massachusetts. General Laws, 1932, Chap. 6, Sec. 33.

Ibid., Chap. 15, Sec. 4, 8, 9.

Ibid., Chap. 78, Sec. 19.

Michigan. House Bill No. 6, 1949.

Michigan. Michigan State Library, 1828-1928.

Michigan. Public Acts, 1937, Act. No. 106, Sec. 5.

Michigan State Board for Libraries. Michigan Library Laws, 1944.

Minnesota Department of Education. Minnesota Libraries, 1945.

Minnesota Legislative Research Committee. Minnesota Libraries, 1950.

Mississippi Code, 1930, Vol. s, Sec. 8.

Mississippi Code Annotated, 1930, II.

Mississippi. Constitution, 1890, Sec. 106.

Ibid., 1938, Sec. 1727.

Mississippi. General Laws of Mississippi, 1940, Chap. 135, Sec. 5.

Missouri. Proposed New Constitution Adopted by the 1943-1944 Constitutional Convention of Missouri, 1944.

Missouri. Reenacted Laws, 1945.

Missouri State Library. Fortieth Annual Report, 1949.

National Association of State Libraries. Proceedings and Papers, 1948-1949 (Rochester, N. Y., 1949).

Ibid., Committee on Organization of State Library Agencies in the structure of State Government, Tentative Report (Albany: New York StateLibrary, 1950).

Nebraska. Compiled Statutes, 1939 Supplement.

Nevada. Compiled Laws, 1929.

New Jersey. Annual Report of the State Board of Education and the Commissioner of Education to the Legislature, 1946.

Ibid,,1947.

New Mexico. Laws of 1941, Chap. 129, Sec. 2.

New York. Report of the Temporary State Commission on Coordination of State Activities (Albany: Williams Press, 1949).

New York Senate Document 67, Vol. 1, 1860. Report of the Joint Library Committee on the State Library.

Noon, Paul A. T. "The Role of the State Agency in Library Extension," Library Extension Problems and Solutions (Chicago: University of Chicago Press, 1946).

North Carolina. Code of 1939.

Norton, Margaret C. "Organizing a New State Archives Department," Illinois Libraries, XXVIII (1946).

Ohio, General Code, 1936.

Oklahoma Library Commission. Reports of the Oklahoma Library Commission and Survey of Libraries of Oklahoma, 1948.

Oregon. Compiled Laws Annotated, 1940.

Palmer, E. W. "Are You Ready for the Questions?" Tennessee Librarian, II (1950).

Pennsylvania Library Association Bulletin, Vol. I (1950), "P.L.A.'s State-Wide Library Program."

Public Laws of Vermont, 1933.

Purdon's Pennsylvania Statutes, 1930.

Renington's Revised Statutes, 1941 Supplement.

Revised Code of Montana, 1935, I, Sec. 1548.

Ridgway, Helen A. "Library Legislation and Planning," Book of the States (Chicago: Council of State Governments, 1950).

Schacht, Robert H. "Wisconsin Has a 'Library for Libraries'," Library Journal, LXXV (1950).

Shaw, Gerald W. "Proposed Reorganization of the Tennessee State Library System," Tennessee Librarian, III (1950.

South Carolina. Code, Supplement.

South Carolina. Constitution, 1868, Art. XIV, Sec. 1.

Ibid., Art. 17, Sec. 1.

South Dakota. Code, 1939.

Tennessee Librarian, II (1950). "Who Should Make Up the Membership of a State Library Board."

Tennessee Librarian, III (1950). "The State's Role in Library Service."

Utah. Revised Statutes, 1933.

Van Male, John. "The Function of the State Library," Colorado Library Association Bulletin, April 1949.

Vernon's Texas Civil Statutes, 1941, XVI.

Virginia. Code, 1936.

West Virginia. Code, 1931.

Wheeler, Sumner Y. "Law Libraries and the Service Which They Render," A.L.A. Bulletin, XX (1926).

White, Leonard D. Introduction to the Study of Public Administration (New York: The Macmillan Company, 1948).

Wight, Edward A. and Liddell, Leon. Connecticut Library Survey (Hartford: Connecticut State Department of Education, 1948).

Wisconsin. Statutes, 1949, Sec. 43.05, 43.09.

Wyer, James I. The State Library (Chicago: American Library Association Publishing Board, 1915).

Wyoming. Revised Statutes, 1931.

ROOM USE ONLY

Mar 1 '55

APR 4 1961

JAN 17 1963

ROOM USE ONLY