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## The Maine State Library, A Summary

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UNIVERSITY OF MAINE

THE MAINE STATE LIBRARY:  
A SUMMARY

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December 18, 1969.

John W. Perkins

## INTRODUCTION

The role of the Maine State Library, today, is to furnish the broad leadership necessary in developing and providing equality of library resources and services throughout the state. Specific functions acknowledged by the State Library are:

### I. General Loan and Reference

A collection of 265,000 volumes, primarily non-fiction, covering a broad range of subjects is available to every resident of the state. Particular emphasis is placed on Maine History; other areas include genealogy, government documents, political science and history.

### II. Law and Legislative Reference

A collection of 70,000 volumes is maintained; information is furnished to judicial and other state officials and employees; legal materials are exchanged with other state libraries; advisory service is provided to county law libraries; reference and research service on legislation is furnished.

### III. Extension Section

The services of this section are: advice to public libraries, publication of public library statistics, administration of state aid grants to public libraries, loan of traveling libraries to rural schools and small libraries, and provision of bookmobile service to communities having no local library. Traveling libraries are presently being phased out while loans to small public libraries through the bookmobiles are being increased.

The purpose of this paper is to: develop a brief history of the Maine State Library with emphasis on administrative developments; to show the impact of the Library Services Act on State Library growth; explain the organizational structure; examine present trends and to make conclusions based on this study.

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# I

## HISTORY OF THE MAINE STATE LIBRARY AND DEVELOPMENT OF ADMINISTRATIVE FUNCTIONS

The Maine State Library was authorized by a resolve when the Secretary of State was authorized to spend \$500 to purchase a library for the use of the legislature. The Legislative Act of March 22, 1839 officially established the library, ~~when~~ The Secretary of State was given charge of the library, which ~~would~~<sup>was</sup> ~~be~~ retained in his charge until 1861. The library was located in the south wing of the State House. The annual appropriation from 1839 to 1859 was \$8,015. The total number of volumes accumulated <sup>by</sup> in 1860 <sup>was</sup> were 22,181.

Reports, prior to 1861, were generally very brief but gave tidbits of information into the objectives of the Maine State Library. The Report of the Committee on the State Library in 1859 examined the library collection and reported that they were "impressed with the fact that large sums of money have been spent in the purchase of works, which however valuable they may be, are not adapted to promote the purposes for which a State Library has been founded and maintained."<sup>1</sup> They thought the money should have been spent on "the most rare and valuable works upon History, Jurisprudence, the Law of Nations, the Science of Government, Politics, the Natural Sciences, and cognate branches of learning, and especially such as relate to the discovery and early settlement of this State, so that it should be a collection of highly ~~valuable~~ valuable works on all these and kindred subjects which would be accessible to members of the government and people

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<sup>1</sup>Committee of the State Library, Report of the Committee on the State Library, House Document No. 41, part II (State of Maine: 1859).

of the State for information found in ~~some~~<sup>general</sup> libraries."<sup>2</sup> Fictitious works, except those of permanent value, were considered a waste of valuable funds. The annual appropriation in 1859 was \$400. In 1859, the State Library could list 2,341 judicial reports, digest and statute laws and 9,793 miscellaneous items. The classification listed such subject areas as Arts & Sciences, History & Biography and Documents. The lowest subject area, Novels & Poetry was listed as being 327. In comparison, the highest subject area, History & Biography was given as 3,156.

This Committee made a valuable contribution when they recommended in their <sup>report</sup> that the importance of the library to the departments of the government required a more responsible management of its affairs and that it should be in charge of a librarian with defined powers and duties. C. R. Ayer, Secretary of State, concurred in this recommendation. The condition of the State Library can be ascertained by the fact that Mr. George Stacy, the new State Librarian, could emphatically report that "there has not been at that time any arrangement or classification of the books in the present Library room."<sup>3</sup> The Committee Report culminated in the establishment of the Maine State Library as a separate department in 1861. On July 1, 1861, Mr George Stacy was appointed state librarian by Governor Washburn. By an act of the legislature in March, 1861, "a catalogue of all books, maps, charts and works was ordered to be made under the direction

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<sup>2</sup>Ibid

<sup>3</sup>Maine State Library, First Annual Report of the State Librarian to the Legislature of Maine for the year 1861 (Augusta: Stevens & Sayward, Printers, 1862), p. 13

of the Governor and Council."<sup>4</sup> Mr. George Stacy had this completed by the time of the publication of his 1861 annual report.

Major goals in 1862 were to select the most important publications in the departments of literature, science and the arts which would be appropriate for reference and research by members of the legislature and to acquire standard works in history, biography, travels and general literature so that members of the legislature could find current literature which would result in mental improvement or intellectual recreation. By the end of 1862, the State Library had achieved important objectives by having an orderly arrangement, classification and finally a catalogue of books and materials.

The librarian commented on the inadequate supply of reference books to the legislature of 1863 stating "Its increase has been, necessarily, very slow having been mainly dependent on exchanges with other States, the receipt of public documents and other works distributed by Congress and the operation of the system of international exchanges, which was some time since discontinued."<sup>5</sup> The library received an appropriation of \$800. The librarian felt that a \$1000 would be necessary to place the library on a respectable level. He makes mention of the fact that other states were contributing from \$1400 to \$8000. By 1865, there was annoyance from books being disarranged and misplaced as all classes of persons had access to them and that four volumes were missed. Mr. George Stacy commented, "It is quite impracticable to preserve a uniform and orderly appearance of the books upon the shelves,

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<sup>4</sup>Ibid, p. 13.

<sup>5</sup>Maine State Library, Third Annual Report of the State Librarian to the Legislature of Maine for the year 1863 (Augusta: Stevens & Sayward, Printers, 1864), p. 16 .

if inexperienced and careless hands, in constant succession, are allowed to disturb them and remove them from their proper places. It may be found necessary, therefore, in order to provide security against the constant disarrangement and occasional loss of books, to close the alcoves with glass doors. Such a protection has been found expedient in many libraries."<sup>6</sup> Many bindings were found to be light and fragile and it was recommended that the State Library acquire a more substantial binding.

Joseph Woodward became state librarian on April 20, 1868. His policy continued that of Librarian Stacy. He stated his desire of securing the complete works of the best authors in literature and science which would be of permanent value. He also complained of the present arrangement of open alcoves which led to the misplacement and disappearance of books when handled by any and all persons. Rebinding was emphasized to save old volumes. An appropriation of \$1000 was finally obtained in 1870 but economy is noted in that "no costly illustrated works or elegant and ornamental bindings have been purchased during the year, as with the present necessities of the Library, no expenditures except for books of standard literature and of well known value, in plain and substantial binding, have been thought justifiable."<sup>7</sup> There was a complaint of leakage in the roof damaging several volumes and that during severe storms it was necessary to move a portion of the books in some parts of the library. Additional

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<sup>6</sup>Maine State Library, Fifth Annual Report of the State Librarian to the Legislature of Maine for the year 1865 (Augusta: Stevens & Sayward, Printers, 1866), p. 4.

<sup>7</sup>Maine State Library, Ninth Annual Report of the State Librarian to the Legislature of Maine for the year 1870 (Augusta: Sprague Owen & Nash, 1871), p. 6



space was badly needed. In 1871, the roof was repaired and the second room of the library enlarged.

Up to this period, the State Library had been considered primarily for government usage. A recognition of the use of the State Library for all people is finally reported by Librarian Woodward in that "the accumulation of books for reference at the various centres of business, is coming to be recognized as a public necessity; and instead of being the resort of mere book-worms and men of leisure, they become storehouses of valuable learning, frequented by all classes, thus helping to mould the thought and direct the action of all."<sup>8</sup> The scarcity of leisure reading was still considered unimportant. Pamphlets were classified, indexed and bound in permanent form.

By 1875, the business of the State Library had increased to such an extent that Librarian J.S. Hobbs could report that "there is a vast amount of miscellaneous work incident to an office of this kin, of which no account could well be kept, to say nothing of the time devoted to visitors and applicants for books."<sup>9</sup> One-half of the appropriation of \$500 in 1875 was spent for law books. The demand for law books exceeded the supply at all times. The librarian recommended an increase of \$500 for the next year but received only \$349.65. The number of books and pamphlets received in 1876 <sup>was</sup> 123 by purchase, 583 by exchange and 144 by donation. This didn't include books and documents from the State of Maine or Reviews and Quarterlies which were received in pamphlets and

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<sup>8</sup>Maine State Library, Tenth Annual Report of the State Librarian to the Legislature of Maine for the year 1871 (Augusta: Sprague, Owen & Nash, 1872), p. 7.

<sup>9</sup>Maine State Library, Fifteenth Annual Report of the State Librarian to the Legislature of Maine for the year 1875 (Augusta: Sprague, Owen & Nash, 1876), p. 1.

bound for the Library. The librarian complained of lack of room by 1878 resulting in books of great value being piled upon the floor. Lack of a complete catalog was noted as the last supplement was in 1867 to the 1862 catalogue. The State Library was still considered chiefly for judicial and political reference in 1879. A deficiency was found lacking in the history of the State and the towns and a recommendation was made for supplying this need as soon as possible.

With the return of Mr. Hobbs as librarian in the early 80's an effort was made to give more distinction to the library in reference and American history. "All histories of a local character, biographies and genealogies which may supply facts for the future historian, are as far as possible secured."<sup>10</sup> This policy was continued, making the library an excellent source for materials of this nature today. A few novels were purchased by the best standard authors such as Howells, Thackeray and Scott.

State, university and public library funds have received sharp curtailment of funds during the early years of the Nixon administration. We are still waiting for further developments in a uniform and coordinated state and public library system which will serve every citizen equally well. We cannot attain this without adequate funds. Restrictions on expanding state library activities are mild compared to gains made by the State Library in 1886. The library budget was \$1000 for that year. Mr. Hobbs, the state librarian,

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<sup>10</sup> Maine State Library, Twenty-First Report of the Librarian of the Maine State Library for the years 1881 and 1882 (Augusta: Sprague and Son, 1883), p.6

reported the deplorable condition of the State Library to the state legislature in very explicit terms in order to obtain remedial action. This is expressed most forcefully in his own terms.

"In the library we are exposed to water as well as fire. I wish the members of this present Legislature could visit the Library during a powerful southeast storm when we have to call into requisition all the dishes which can be found about the building in which to catch water. So we are flooded in storms and liable to be burned up in droughts. New streams are liable to burst in upon us at any time, so it keeps the Librarian and his assistant upon the constant watch. It becomes almost impossible to keep the books from getting wet, and sometimes a nice volume becomes damaged and spoiled. I sometimes find great difficulty in keeping the Ten Commandments in anything like an unfractured condition. I feel like breaking the whole lot. Now I do not object to the work of the watching, but it seems to me that the Librarian could be better employed in the discharge of those duties that naturally and necessarily belong to him. Almost daily there are visitors in the Library studying up some topic in law, science, history or other subject. They most always need the assistance of the librarian, who is supposed to know where the very information which they are after may be found."<sup>11</sup>

It was not until 1892 that the library was moved to ~~new~~ new quarters. During the moving, approximately 400 volumes were found mutilated as a result of the unfavorable location and the number of rooms rendering mutilation relatively easy. The first steel bookcases were installed, being the first known in New England. Adjustable lighting was installed. A librarians office fitted in oak was added. The library was catalogued according to the Dewey system using cards in an alphabetical arrangement. Two files were maintained, one by subject and the other by author, title, interfiled.

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<sup>11</sup>Maine State Library, Twenty-Third Report of the Librarian of the Maine State Library for the years 1885 and 1886 (Augusta: 1887), pp. 9-10.

People were as infallible then as today and mention is made of a man who kept a rare and valuable book for twenty years before returning it to the library. Occasional vandalism resulted in cutting or tearing out pages of interest to the patron. There were some who fell into 'pockets' trying to exhaust the literature of a particular subject.

In 1891, the librarian was required to distribute the laws of the State, the Maine Reports and various documents purchased by the State to the towns, plantations, institutions and persons as were required by law to receive them. Each state department also distributed its own reports and turned the balance over to the library. The librarian reported that this resulted in waste and duplication and recommended that they be distributed by a single department, suggesting the possibility of a document clerk in the library. Another valuable service performed by the State Library was the collecting of Maine newspapers. Bound copies of the standard newspapers such as the Kennebec Journal and Portland Press Herald were made but there was a lack of any complete sets.

Government publications were emphasized at this time. The Secretary of Interior commented that he thought Maine had "one of the best and most complete set of Government and Department publications in the country."<sup>12</sup> However Berley Poor's Index and Hickcox's Catalogue had to be purchased because of an inadequate catalogue or subject index. The collection of state public documents was poor and lacked an analytical index. The law text books were so scarce

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<sup>12</sup>Maine State Library, ~~Twenty-Third Report of the Librarian of the Maine State Library for the years 1885 and 1886~~ (Augusta: 1887), pp. 13-14.

that they would have discredited a small town lawyer. Rebinding of old volumes was carried on consistently although funds required selective economy. By 1895 works of fiction had been nearly discontinued. Magazines had increased in number.

Developments of permanent value which affected the State Library in the last quarter of the nineteenth century are valuable indicators of its growth during this period. (1) The University Extension began in Maine in 1886 and the State Librarian recognized that the state and university libraries would have a new role in furnishing research material. (2) The Legislature of 1893 enacted a law to encourage the establishment of free public libraries in the cities and towns of the state. Each free public library was entitled to receive from the state a sum equal to ten per-cent of the amount appropriated by the municipality where it was established. The <sup>2</sup>(states) were required to file claims. This was the purpose of rendering books free to all inhabitants of the town and was a requirement for state aid. State aid is now continued as a function of the Maine State Library Extension Division. (3) Authorization of the state librarian to loan to any reputable citizen of the state, books from the shelves of the State Library on payment of cost of transportation. This changed the emphasis to service to all the citizens of the state. The State Library will now pay the cost of sending the books, the patron pays for returning the books. (4) Establishment of a traveling library in 1899. An appropriation of \$1000 was awarded for two years. Forty boxes of library books included all categories of books. In six months

time, there was a circulation of nine thousand books. They went to small country towns and supplemented free libraries destitute of funds. They were so successful in this period that it was recommended that they be increased to one hundred boxes. This service was continued to the present time under the auspices of the Extension Division but is presently being phased out as the bookmobiles are now going to the remote areas without public library service or supplementing small public libraries in areas that are limited in the service that can be provided to the public.

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Important or revised legislation not previously discussed which affected library development at the end of the century is worth noting. (1) Creation of a Library Commission to encourage the establishment of free public libraries and to select books for traveling libraries. (2) Biennial <sup>State Library</sup> reports <sup>instead of</sup> the annual reports. (3) Minimum of \$2000 being biennially appropriated. (4) Required soliciting and receiving of duplicate copies of books and documents, the maintenance of a bureau of deposit and exchanges with other libraries and institutions of learning. (5) Distribution of state reports, books, <sup>and</sup> documents to nations, municipalities, corporations, institutions and other persons entitled by law to receive them along with required exchanges of important materials. (6) Maintenance of a document department (7) Donations of books to towns that would establish free libraries. (8) Required preservation of local histories, financial and other reports of towns, cities, counties and corporations. (9) Authorization of cities and towns to accept legacies, devises, bequests and raised funds. Land and buildings were added to this later. Many local town libraries were built by benefactors after this act.

(10) Authorization of towns and cities to be depositories of laws, Maine reports and other documents which they shall by law be entitled to receive.

Future developments of the State Library will be considered in decades so that prospective growth can be more reflective. The period from 1900 to 1920 saw new innovations, much expansion and a cry against crowded conditions.

The staff of the State Library in 1900 consisted of the state librarian, assistant librarian and the cataloguer. This had been increased in 1920 by a reference librarian, legislative reference librarian, document director, document clerk, index clerk and a combined bookkeeper and stenographer. The library appropriation up until 1888 had varied in amounts up to \$1000. The amount appropriated in 1900 was \$4,400 but in 1920 it was \$8,300, a figure which is almost doubled in two decades. The total number of volumes had increased to 130,000 volumes in the State Library collection with an additional 25,000 books in the traveling libraries. The philosophy of the State Library was further clarified by H.E. Dunnack, the State Librarian, in the following statement, "The section of the general law clearly states that the library shall contain works on law, agriculture, fishing, roads, education, science, forestry, shipbuilding, finance and religion. While every book published might find a place under one of these titles, it is clearly evident that general literature and fiction were not intended to have a permanent place in the library.....The State Library should be a highly specialized collection of books supplementing rather than duplicating other libraries."<sup>13</sup>

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<sup>13</sup>Maine State Library, Thirty-Fourth Report of the Librarian of the Maine State Library for the years 1917 and 1918. (Boston: The Journal Printshop, 1919), p.5&6.

The doors of the library were opened to all people in 1900. All citizens were given the opportunity to have their questions answered. By 1904, the State Library was offering instruction in library work. Two week institutes were held in Saco, Clinton and Augusta. Three students spent several months receiving instruction in library routine at the State Library. Individuals began to come to the State Library for long continued periods of study and research. In the early 1900's, the librarian found that many books were so poorly bound that they would not last over two years without rebinding. By 1916, a new method of binding with buckram was found to be highly effective over the old method of using sheep or baffing. By an order finally passed in 1915, reports of all departments were finally left to the distribution of the State Librarian. An assistant document clerk and an extra stenographer were authorized to handle the additional load. The catalog was previously under the Dewey system with author and title cards in one file and subject cards in another file. During this period all cards were brought together in one file.

(?)  
By 1920, two special departments were created to expand library service. The first department concentrated on local historical work, advise on writing local history, vital statistics and genealogies and furnishing prepared lists of historical subjects of school and clubs. The State Librarian recommended that all town histories be collected as soon as possible. The second department concentrated on collecting books or materials on vocational and industrial works. This included industrial processes, biographies of industrial leaders, trade publications and technical journals and articles as well as



anything pertaining to the various vocations. Because of the developing industries in Maine, it was found necessary to supply specialized vocational subjects filling in the gap which public libraries were neglecting. The Legislative Reference Bureau was established in 1917 as a special division to render assistance to the various departments of the state government. The state legislative reference librarian was required by state statute to collect, arrange and place on file books, pamphlets and other material relating to legislation. This person had to prepare abstracts of laws in other states and present such other information as may be useful and necessary to the legislature in the performance of its legislative duties. It is interesting to note that while the library was in session the Legislative Reference Librarian "averaged three nights a week and every Saturday afternoon in research work and for the four days each week when the legislature was in regular session the entire time of three members of the library staff was spent in the actual serving of the legislature."<sup>14</sup> This librarian eventually became referred to as the <sup>and legislative reference</sup> law librarian.

Extension work was carried on by the Maine Library Commission. Credit must be given to the Women's Clubs of Maine who were responsible for publicity and postal funds when necessary thereby getting traveling libraries into towns that desired them. Their cooperation gave great impetus to extension work and also resulted in the creating of many free public libraries. In 1902, the Maine Library Commission sent traveling libraries to 80 libraries or 60,000 readers. They were used in high schools, study clubs, ~~high schools~~ and even northern Maine lumber camps.

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<sup>14</sup>Maine Library Association, Handbook of the Maine Library Association. (Bangor: 1915), p.8.

The demand for traveling libraries expanded each year and more had to be made as soon as funds were allotted.

The Commission added courses of instruction in two week institutes. "By 1914, "the summer schools were replaced by two-day institutes held in five different sections."<sup>15</sup> These were for librarians as well as library trustees. Advice and personal visits to public libraries continued and by 1918 they were so busy that they employed a library organizer to aid in establishing or helping librarians in their various duties.

In 1918, an important development in thinking about library service was the attempt to raise standards. The Library Commission was given the authority to withhold payments from those libraries that did not report on and adhere to specified standards. The Commission enumerated its requirements under eight specifications which varied with the size of the library. These were concerned with "(1) hours of opening, (2) cataloguing, (3) library extension on the local level, (4) special provision for children, (5) special provision for industrial workers (6) publicity to the local people, (7) careful book selection and (8) the librarian's attitude toward his work."<sup>16</sup> The last requirement included attendance at some sort of a library meeting within a two year period. The end of this period of extension work concludes with 1921 when the Library Commission was discontinued and its direction taken over by the Maine State Library under a Director of the Extension Bureau, now referred to as the Extension Librarian.

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<sup>15</sup>Ibid, p. 8.

<sup>16</sup>Maine State Library, Thirty-Fifth Report of the Librarian of the Maine State Library for the years 1919 and 1920. (Lewiston: The Journal Printshop and Bindery, 1921), p. 14.

In regards to the physical features of the library, there were frequent complaints of lack of shelf space and storage space in each report made by the state librarian. In 1910, the State House was enlarged and the main portion of the library was removed to the second floor of the north wing. Renovations to floors, walls, and lighting was completed in 1915 and 1916. Continued congested conditions resulted in the use of attic rooms and the necessity for piling newspapers on the floor. By 1920, the librarian could quote 15,000 reports and documents boxed in a room with no windows or ventilation and about 60,000 as being practically inaccessible in various attics and boxes.

The last development of this period, while not specifically dealing with the State Library is worthy of mention because of the leadership role played within this organization. The Maine Library Association organized in 1891, but reorganized in 1901, was an active agency in energizing the library spirit of the state. Two meetings were held each year to promote library development. Meetings have now been reduced to once each year.

The decades from 1920 to 1940 must be considered as two eras, one of prosperity and the other of stabilization with some evidence of stagnation. A period of flourishing activity and expanded services developed until 1931 when the effect of the depression caused a retrenchment in library activities that had not fully recovered by 1940. The demand for library services had increased enormously but the funds were lacking. The Maine State Library received \$25,407, the Library Commission \$13,800 or a total of \$39,207 in 1920. With extension services included as part of the Maine State Library budget after 1921, the total appropriation was \$53,000 for the fiscal year ending

in 1930. The fiscal year 1939-1940 found the State Library awarded only \$40,000 in a period when most of the effects of the depression were well passed. "Included in the library appropriations are the stipends paid to public libraries....., expense of printing the Maine Reports....., amounts for the publication of Vital Statistics....., founding funds for new libraries.....; a total of \$11,520."<sup>17</sup> In contrast the circulation ~~for~~ 1920 was 13,020 while it had increased to 31,940 for the fiscal year ending in 1940. The fiscal year which began on July 1st was used in preparing all reports after 1921. Five hundred traveling libraries were lent in 1920 but the fiscal year ending 1940 was recorded as 733 which is a substantial increase. Funds were reduced in vital areas to cover the increased cost of circulation. In the early 1920s the State Library increased aid to schools and school libraries. The most important services were "(a)supplying the schools with traveling libraries; (b)assisting the schools in the selection, classification and use of books by means of catalogued lists; (c) providing a central reference collection and information bureau for the use of the schools."<sup>18</sup> In 1926, it was recommended to hire a director of school libraries to aid, advise and help organize libraries and advise local libraries in helping teachers and training pupils in the use of the library. This recommendation continued to receive emphasis in several later reports but did not materialize during this period.

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<sup>17</sup>Maine State Library, Forty-Fifth Report of the Librarian of the Maine State Library for the period July 1, 1938 to June 30, 1940. (Augusta: 1941), p.6.

<sup>18</sup>Maine State Library, Thirty-Sixth Report of the Librarian of the Maine State Library for the years January 1, 1921 - June 30, 1922. (Waterville; Sentinel Publishing Company, 1923), p.7.

In 1924, the state librarian reported 200 towns were without libraries and that 80% of the boys and girls were finishing school in the grades. Their dependence on further education must be met by the State Library insofar as possible. The State Library expanded publicity in this area along with the traveling libraries, to create a demand for good books where they would be most needed.

Two schools of instruction were started by the State Library in 1822. One took place in Auburn, the other in Bangor. Thirty-six persons representing twenty-one libraries attended. Many problems were solved through Round Table gatherings thereby clearing up many mutual difficulties through discussion. Today, one day is devoted to Round Table meetings which are staggered in various parts of the state so that all librarians may attend. Under the leadership of the State Library, common problems are aired and the latest innovations explained.

The state librarian complained of many librarians being without adequate training in the 20's. He reported that most libraries in Maine were in the small town class where salaries were almost negligible. Correspondence courses, library institutes and the apprenticeship program were instituted to alleviate this condition.

The Apprenticeship program began in the early 20's by taking one student at a time for six months or less. No requirement was made for entrance. This program had been expanded to several students in the 30's. Requirements were increased. Applicants had to be high school graduates and not more than 35 years of age. Preference was given to those who planned further training at library school or college.

Training was given in all departments. The hours were the same as the library staff and the length of time was increased to one year. The only cost to the student was room and board in Augusta. The apprenticeship program is still available today. No

The Clipping Bureau was created in May 1927 to meet the demand for material with current value but not available in books and magazines. Emphasis was on Maine materials, although New England and general subjects were saved. These clippings were later "transferred into books, each book containing one subject, and becoming part of the general reference department."<sup>19</sup> These clippings were originally made available to be loaned to the public in the same manner as books. By the middle 30's, it was realized that the increasing value of the clippings because of their unique character made them too valuable to be left in general circulation. Examples of subjects collected were Maine Winter Sports, Notable Maine Churches and Maine Manufacturing Industries. They were however made available for use under special arrangement.

Another service which was made available in the 1930's was the talking book machines. This was financed by the federal government as a service to the blind and the physically handicapped. It involved cooperation with the Department of Health and Welfare, as they recommended applicants and the State Library distributed the machines. By 1938, there were 35 spring driven machines and 64 electric machines. The State Library placed 45 for that year. The talking records were sent to the applicants from the Perkins Institution Library in

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<sup>19</sup> MAINE State Library, Forty-Fifth Report of the Librarian of the Maine State Library for the period July 1, 1938 to June 30, 1940. (Augusta: 1941), p.9.

(Mention present arrangement for Judding Books)

Massachusetts.

The Reference Service saw few new innovations. The demand had increased rapidly and the collection of reference books had grown to meet the requirements. The state librarian reported that it should be a great reference library where information on all useful subjects could be found especially those not usually found in public libraries. Twenty-five volumes of newspapers and one hundred, seventy four volumes of magazines were bound and made available for reference by 1931. A collection of Maine maps was supplemented by acquiring many early maps and by the end of the period, it was considered the best in New England. The Maine Author Collection had several hundred inscribed presented books, vertical file reviews, newspaper clippings, biographical data, pictures and author correspondence which was continued to the present time.

The Bureau of Legislative Reference grew rapidly. Eight hundred and seventy-one questions were answered in one month of 1922, the beginning of the period. By 1940, the 65,000 volumes of this department left it "the best equipped law library east of Boston."<sup>20</sup>

LR + Law two. Separate activities

Much of the legislation of this period affected the Extension Bureau. When the Eightieth Legislature created the Bureau of Library Extension in 1921, it was found necessary to find a director who would take over the responsibility of the former Library Commission. Miss Theresa Stuart, the State organizer of Libraries under this commission, seemed best qualified for this position with her previous experience and was hired by the State Library to provide the stimulation and direction that this department needed.

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<sup>20</sup>Ibid, p. 5.

The legislation of 1925 enabled towns to raise money for the use of a library in adjoining towns or to make use of a joint library. The Extension Bureau encouraged district systems in towns with limited funds. An example of a district organized under this legislation was that of Dresden, Farmingdale, Pittston and Randolph being served by the library in the city of Gardner. However, the district system never became very popular and by 1940 there were only eight districts involving as low as two towns and one with as many as five.

A stipend of 4 to 10 per-cent was established to be paid to all towns that appropriated money from taxation for the support of a free public library, up to \$5000. All amounts exceeding \$5000 received \$200. The stipend libraries had increased to 178 leaving 103 non stipend libraries by 1940.

The Extension Bureau established a summer reading course in June 1924 for children in Grades 5 to 8. Children read ten books from prepared lists, memorized a poem and then took an examination to receive a certificate. This service was expanded to the entire year in the later part of this period.

In 1922, the Extension Bureau offered a correspondence course in library work. This was limited to those who held library positions or intended to and required "at least one week's study at the State Library under the direction of each member of the staff along each particular line."<sup>21</sup> A visit to a library and an examination completed the course. Because of increased demand in the late 20's, the course was restricted to those engaged in library work. The subjects included basic work in classification, cataloguing, reference, periodicals

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<sup>21</sup>Maine State Library, Thirty-Seventh Report of the Librarian of the Maine State Library for the period July 1, 1922 to June 30, 1924. (Augusta: 1924), p. 26.



and general reading. The present course is offered by the Deputy Librarian, Miss Virginia Hill. Requirements have been liberalized to fit the present day demands of Maine librarians and library workers.

The Extension services were further expanded in the 1920's to consultations with trustees and architects about library building plans and equipment. Many made use of this function.

In 1931, the Business and Professional Women's Clubs presented the State Library with a Bookmobile. This was a ton and a half Dodge having a capacity of 600 volumes. Two workers visited various towns for three months of 1931. "They called at 434 towns, lent 5,010 books, received 101 applications for traveling libraries and 104 requests for traveling library lists and covered 4,519 miles."<sup>22</sup> It was planned to establish a permanent itinerary but the depression caused a lack of funds to carry on the work. The truck was used occasionally to deliver traveling libraries, visit towns on special work or attend exhibits but its usefulness was so impaired that it was sold in the fall of 1936.

The traveling libraries continued steady growth in popularity and circulation during these years. A new innovation to reach rural people was placing these libraries in the Farm Bureau Clubs and the 4-H Clubs. An extension worker met with the groups, explained the system and tried to create an awareness of the contents <sup>of</sup> books. Four counties were served in 1932 but the growth was so spontaneous that by the end of the period, clubs in all sixteen counties were enjoying this service. Traveling Libraries were sent to summer camps where they enjoyed steady

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<sup>22</sup>Maine State Library, Thirty-Fourth Report of the Librarian of the Maine State Library for the period July 1, 1936 - June 30, 1938. (Augusta: 1939), p. 27.

growth each year. At the end of these two decades, traveling libraries were serving 489 out of 500 municipalities. The general collection of traveling libraries contained two-thirds fiction and one-third non-fiction.

The State Library was transferred to the Department of Education in the middle 1930's and put under the supervision of the Commissioner of Education. This arrangement presented no advantage and it was returned to its present status in a few years.

Congested conditions and recommendations for improvement met with no avail. Legislation in 1929 provided for a library building or an addition but no funds became available for implementation. The depression dampened any hope of revival in the decade of the 30's.

The decades beginning in 1940 and 1950, found the State Library subjected to war conditions, a holding action on old programs caused by low salaries, lack of space and low appropriations in a period of rapidly rising prices after the war during the 40's and increased growth and expansion of services in the 50's. This phase will be considered beginning in 1940 and ending in 1956. The year, 1956 is used as the final date because the Maine State Library received a tremendous stimulation in growth through the Library Services Act which was passed in that year. Receipts of total monies had gone from \$41,300.00 in 1940-1941 to \$129,863.97 in 1956-1957.

The Circulation, Reference and Research Divisions and the Law Library had few new programs. The increase in funds was barely adequate to obtain new books for general loan purposes, reference materials and legal books and materials. The demand

for books and services continued rapidly after the war (W.W.II) and vastly taxed the resources of these departments. All departments increased their publicity to let the people know about available resources. A selected list of recently acquired books was distributed bimonthly. A mailing list of 600 had been attained by 1956. Bibliographies on various subjects were increased and given greater publicity. Orientation conferences to describe the functions of the legislative reference section for new legislator elects were established.

The Extension Department continued all old programs. Some of the services were curtailed by the war but received rapid expansion from post war demands. An advisory librarian was added to the staff in 1946. Her work was complementary to that of the Extension Librarian with emphasis on organization of children's work in public libraries. Deposit Stations were established in various towns with no public library service. They were in charge of any person willing to act as librarian. There were ten in 1954. These enjoyed only moderate success and were replaced by the Bookmobiles in the 50's and 60's. The Round Tables were returned to planned programs after World War II, as well as including general discussions. They were increased in distribution around the state.

A new innovation which resulted in increased services from all departments was the permanent establishment of the Bookmobile service in 1953. The State Librarian stated in the Forty-Ninth Report that there were "154 towns and plantations in the state with less than one hundred people, and there are 424 with less than a thousand, so that today, there are 175,000

people in Maine who have no local library, and 100,000 more who have very inadequate ones. Ninety-nine of our public libraries are open less than ten hours a week, some only one."<sup>23</sup> She again reiterated the need of regional centers with deposits of books to form the nucleus of bookmobile centers. It was again suggested in the Fiftieth Report published in 1950. Finally Chapter 43 of the Public Laws of 1953 authorized the State Library "to provide bookmobile service for residents of the state, ~~especially to rural schools for residents of the state,~~ especially to rural schools and farm homes."<sup>24</sup> The appropriation for one bookmobile was forthcoming and service began in December 1953. The first <sup>permanent</sup> bookmobile was a Ford-Vanette with walk in features. Knox, Lincoln and Waldo counties were covered. The service was to towns without public libraries. Schools and central areas of the towns were served. Stores, churches, meeting houses or even homes were established for adult stops, in fact any place that people could most easily congregate. There were many one, two and three room schools at this time with very few books. Before the end of this period in 1956, several teachers in these types of schools had remarked on the increased reading ability of the students. A scheduled route maintained at regular intervals guaranteed these children the privilege of reading all types of materials. A second bookmobile was established in 1955 with headquarters in Washington County.

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<sup>23</sup> Maine State Library, Forty-Ninth Report of the Maine State Library, July 1, 1948 to June 30, 1948. (Augusta: 1948), p. 19.

<sup>24</sup> Maine State Library, Fifth-Second Report of the Maine State Library, July 1, 1952 to June 30, 1954. (Augusta: 1954), p. 7.

The Bookmobile formed the nucleus for rapid expansion in rural areas. This became one of the most vital features of the Extension Department. Further developments will be considered during the period of the Library Services Act which enabled the State Library to serve its rural population <sup>more</sup> adequately.

General developments in the State Library will be considered as a whole in a respective time sequence. The World War II years were marked by a low budget which required that one half of all book funds go for legal books and materials to keep an adequate law library. A special budget for this section was demanded. The Talking Book Machines were getting worn and many were awaiting repair because of the lack of government funds to keep them serviceable. The Talking Book Machines were finally transferred to the Department of Health and Welfare in July 1943. This service wasn't resumed until the 60's when a Librarian in charge of service to the Institutions and Physically Handicapped inaugurated a full program of all types of audio and visual devices to the handicapped.

more complete explanation needed

Increased demand for scientific, technical, vocational and rehabilitation material was demanded as an aftermath of World War II. These new demands determined the buying policy and taxed the library resources as an adequate increase in funds failed to materialize. Low salaries for the professional staff made it even more difficult to keep qualified personnel. The state librarian reported that no new construction enterprise would be established. This was because of crowded conditions, low salaries and funds in a period of increasing prices after the war. The year 1947 was the first year since the war that all library positions were filled and many of these left before the end of the decade. Ten days vacation was the standard benefit

while other libraries of this size were giving three weeks to a month. The state librarian felt that work in Maine or homes in Maine were the only features that kept the library together.

Microfilm was purchased in the late 40's to replace binding some of the newspapers and periodicals. A Recordak reading machine was purchased. This was capable of using 35 mm or 16 mm film. The saving in space by the use of film was estimated at 98 %.

In 1945, a collection of color prints of masterpieces of painting was assembled and prepared for circulation in sets of twenty-five each for exhibition purposes.

The correspondence course discontinued during the war was reestablished in 1948. This was taken over by Miss Hill and covered all phases of library work. It had been very popular with public librarians. School librarians requested this course and it was expanded to include them. The State Department of Education allowed three credits for certification of school librarians upon completion of the course. Demand became so great in the 50's that limitations had to be established on enrollments.

The history of this period is made notable by a failure of the state legislatures to recognize the status of the State Library or the need to alleviate crowded conditions which came to the lowest point after twenty-five years of complaints. It was reported in 1946 that a gift of \$3000 worth of books would have to be refused after it had already been accepted due to a loss of space to other departments. An offer to become an official depository of United States maps had to be refused resulting in the loss of 50,000 maps. The state librarian

*When the credit required for certification was increased the State Library felt the course was no longer needed a purchase for public librarians. I now require a purchase for public librarians a public library*

reported that the only result of crowded conditions was a loss of the annex stackroom to other departments.

The next development might have been considered hilarious if it had not been for the more serious situation of the State Library.

"The Ninety-Second Legislature honored the Maine State Library with the responsibility for sales of all Laws and Statutes, issued by the State. The State Librarian feels that this is not an activity compatible with the free extension service of library facilities for which the Library was established; however after formal protest to the Legislative Research Committee, finding<sup>of</sup> the opinion was that the activity should remain with the library, steps were taken to set up an office to carry on the wholesale bookstore business, combining with this the distribution of Laws, Department Reports and occasional Legislative purchases, which has always been the province of this library."<sup>25</sup>

The state librarian reported a generosity in providing funds for this project. The financial need was discovered to be much less than awarded after two years of experience in this venture. The situation was further aggravated in 1951 and 1952 when the state librarian reported further deterioration in library conditions.

"Since 1917 there have been numerous attempts to remedy, by legislation, the obvious lack of space. The citizens of the state even approved a million dollar bond issue to finance several new buildings one of which was to be for the State Library. Notwithstanding laws, resolves, promises and propaganda, no new building has as yet been built nor has additional space of any kind been made available.

On the contrary, space has been taken away. During this biennium the Library was ordered by the Superintendent of Buildings, (later the order was confirmed by the Governor) to remove from the third floor of the storehouse all traveling libraries and to put them in a stable across the street. The office and personnel in charge of traveling library work are on the first floor of the so-called storehouse, so access to these boxes of books could be had heretofore without too much inconvenience because of elevator connections between the floors. Now the boxes must be carried to and fro across a public way as they are constantly being mailed out and returned. During the past year 794 traveling libraries were lent, so 1,588 trips to the stable were necessary--an average of about 6 1/3 trips each day. Each box weighs between 45 and 50 pounds. Comment on such an inefficient and hard way of doing

business seems unnecessary.

Another very alarming inroad on library quarters is about to be made. By order of the Governor, the Library has been ordered to move the storehouse to the State Garage, so that Highway Department engineers 'may be in one place!' These books are not storage - they are constantly in use, and some of them are rare and valuable. Not only must detailed plans for reshelving be made by the library before one book is moved, but also the process of moving itself must be supervised by Library staff members, who already are spending extra hours on their regular work.

The Librarian has been informed by the Highway Department that the contemplated use of the present Library annex is the result of recommendation made in a special survey of that department by a private firm. It would seem more sensible to make a survey of the overcrowded conditions of all departments with a view to making the best use possible of present facilities until such time as an addition to the State House can be built, and before excessively, costly disruptions are made in current arrangements.

With a major move every two years or oftener, and the consequent months of making up arrears in work, and the fear of more moves to come, it is apparent that adherence to any consistent library program is impossible. <sup>25</sup>

The books spoken of in the storehouse consisted of 45,000 books and were moved during the summer of 1952. The law library supervised the work with the Highway Department furnishing the employees. A panel truck was bought in order to bring the books back and forth to the main library where they were often used. The route consisted of a half mile round trip. The library was thought of in the Fifty-Second biennial report when the librarian reported that when the new office building was constructed, "the Library is to have, in addition to its present main rooms, such space in the capitol and new building subbasement as is left over after other departments have been

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<sup>25</sup> Maine State Library, Forty-Eighth Report of the Maine State Library for the period July 1, 1944 to June 30, 1946. (Augusta: 1947), p.5.

<sup>26</sup> Maine State Library, Fifty-First Report of the Maine State Library, July 1, 1950 to June 30, 1952. (Augusta: 1952), pp. 3-4.



assigned to their locations."<sup>27</sup> The present writer, after working alone in the subbasement area temporarily, felt like the prisoner in the Count of Monte Cristo without the tappings. One set of doors leading into this area are kept locked, there is no lighting from the outside and a minimum of ventilation is available.

In 1956, the Library finally achieved the entire first floor of the north wing of the State House which must have seemed like a spacious arrangement after the past years. It must have seemed like a glorious house warming. The Extension Department moved back from the Highway Building and the Bookmobile personnel located in the Highway Garage even found quarters in this renovated wing.

<sup>27</sup>Maine State Library, Fifty-Second Report of the Maine State Library, July 1, 1952 to June 30, 1954. (Augusta: 1954), p. 1.

PART II

A: RECENT DEVELOPMENTS AFFECTING THE MAINE  
STATE LIBRARY 1956-1969.

Mr. Philip Monypenny, the director of a study of library services in state government sponsored by the American Library Association, stated that "One of my firm conviction..... is that the state library agency, however it may be organized, has the key role to play in the whole development of the public library program. I think that the prospects for the future can be measured in part by the strength and the degree of public support for the development and extension of the state agency programs."<sup>28</sup> This was particularly true of Maine which had 246 municipalities out of a total of 491 with no free public libraries. A majority of the libraries that existed had inadequate hours, book collections and local expenditures when compared to the minimum standards established by the Maine Library Association.

The Library Services Act enabled the Maine State Library to furnish the leadership in establishing better service to its rural citizens. This act was passed by Congress in June, 1956. The five year program provided<sup>d</sup> for the following major provisions.

"(1) Annual appropriations of \$7,500,000 to states ~~for~~ for extension and improvement of rural public library service.

(2) Allocation of funds on the basis of rural population to be matched by the states on the basis of their per capita income.

(3) Use of funds for salaries, books, and other library materials, library equipment and operating expenses.

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<sup>28</sup>Allerton Park Institute. The Impact of the Library Services Act: Progress and Potential. Ed. Donald E. Strout, (Urbana: University of Illinois, 1962), pp. 111-112.

(4) The eligibility requirement that a state must maintain its expenditure for all public library service at least at the same level as fiscal 1956."<sup>29</sup>

Rural areas, referred to above, were defined as being places of 10,000 or less population, thereby including most of the population of the state.

The 1964 legislation amended the Library Services Act of 1956 as follows:

"(1) By increasing Federal financial assistance to promote the development of public library service to all areas (urban & rural) without public library services or with inadequate services.

(2) By adding a new program for Federal assistance for the construction of public library buildings in areas lacking the facilities necessary for the development of library services."<sup>30</sup>

The Maine State Library lacked the financial resources to extend its leadership in developing state library services prior to 1956. Aid and advice to local libraries was limited. The extension librarian and other personnel furnished aid when possible. <sup>Two</sup> ~~Three~~ bookmobiles were off to a precarious start. The Library Services Act provided the federal funds which were an incentive to bring in matching state funds to give the Maine State Library new recognition, as the central agency to develop and maintain library services, which would attempt to meet acceptable standards of the American Library Association. With the administration of L.S.A. monies; the State Library could define standards for public libraries which must be met in order to obtain state funds. A few libraries have improved some aspects

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<sup>29</sup>Library Services Branch, U.S. Office of Education. State Plans Under the Library Services Act: Supplement II, A Progress Report: The First Three Years: Fiscal Years 1957, 1958, 1959. (Washington: U.S. Government Printing Office, 1960), p.2.

<sup>30</sup>Maine Library Association. "Maines' Participation in LSCA," Bulletin of the Maine Library Association, XXV, No. 4 (November, 1964),

of their program but until there is a substantial increase in funds available to the State Library to match local public library funds, no real incentive will be provided to bring local libraries up to A.L.A. or M.L.A standards. The 1964-66 State Library Report stated, "Among those towns and cities with local public libraries, only 25 of the 254 libraries meet the minimum standards for hours established by the Maine Library Association; only 45% have book collections equal to the basic minimum recommended; the average per capita expenditure is about one-half the amount needed to provide adequate resources and services."<sup>31</sup>

The Maine State Library implemented a long range plan to meet the requirements which would intensify, "(1) effort to strengthen and increase cooperation between libraries; (2) extension of bookmobile or other direct service to all communities without libraries, and to small public libraries; (3) continued publicity and public relations program to acquaint rural residents with the library resources of the state and the desirability of good service."<sup>32</sup> The effort in these areas have brought a new awareness of library standards and given some library service to 135,000 rural residents.

Cooperation between libraries has been met on many levels through L.S.A. funds. Various steps taken by the State Library are:

(1) The Maine State Library joined with state agencies in New Hampshire and Vermont establishing the North Country Libraries'

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<sup>31</sup>Maine State Library, Fifty-Ninth Report of the Maine State Library, July 1, 1966 to June 30, 1968. (Augusta: 1968), p.4.

<sup>32</sup>Maine State Library, Fifty-Fourth Report of the Maine State Library, July 1, 1956 to June 30, 1958. (Augusta: 1958), p. 6.

Film Service. Each participating library purchased at least one film to be left in the center located at the University of New Hampshire. Maine towns and cities under 10,000 population can borrow these through the Maine State Library. There were 427 films lent in the fiscal year 1965-66 and the number viewing them was estimated at 26,734.

(2) In 1965, the Maine State Library joined with the state libraries of New Hampshire and Vermont in the bi-monthly publication of North Country Libraries. This has library articles of interest to the three states such as books and people of local interest, public and state library developments and is centered on a particular topic such as book selection, policies and duties of trustees, etc.

(3) The last developments are the outcome of the Metcalf study. Keyes Metcalf, a former Director of the Harvard University Libraries, made a survey for the Larger Libraries Group. This included Bates, Colby and Bowdoin Colleges, University of Maine, Maine State Library, the Bangor and Portland Public Libraries. He said that "libraries - particularly research libraries - tend to grow more rapidly than other parts of educational institutions because they add to their collections and rarely discard them. Books remain in a library, but students in due course graduate or leave.....Hence a vicious circle develops - more books, larger unit costs, greater demands, an increasing percentage of little-used books."<sup>33</sup> He found that this library group held about 90% of all the different titles in Maine libraries and that these Maine libraries were isolated from

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<sup>33</sup>Keyes D. Metcalf, Cooperation Among Maine Libraries: A Report Prepared for the Larger Libraries of Maine. Cambridge: 1961), p.4.

other large collections in the United States. He suggested cooperative methods as follows: (1) joint storage be given future consideration; (2) bibliographic control to show the joint holdings; (3) joint acquisition program to increase the amount of material available along with shared cost and some arrangement with a few of the large libraries of the Northeast for material not available.

Implementation of the report began in 1962. Each library selected a few of the previously unchosen documents for their respective libraries. By 1964, the several libraries "had worked together to establish union lists of federal documents and to coordinate acquisition and withdrawal of these government publications."<sup>34</sup> An Interstate Compact of five New England states provided the legal basis for extending cooperative library services across state lines. "Under the Compact, state libraries may make agreements to provide service or permit the use of facilities on an interstate basis."<sup>35</sup> Local libraries had previously requested material from the State Library. They could now give any serious request to the State Library which became a clearinghouse for locating material in the larger library group. The next step was a telephone teletype network. The large libraries were connected with a teletype network referred to as TWX in order to locate material immediately. The State Library agreed to install telephones to those libraries that met certain minimum standards. A personal request could now be telephoned to the State Library and located by teletype on the same day. An instance of a person receiving his material within two days has been recorded.

*This is out of context here*

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<sup>34</sup> Maine State Library, Fifty-Seventh Report of the Maine State Library, July 1, 1962 to June 30, 1964. Augusta: 1964), p.6. <sup>35</sup>

The extension of bookmobile service has undoubtedly made a larger impact than any other service funded under the L.S.A. It has been the recipient of the largest cost and reached rural people who have never been inside a library. It is now reaching over two hundred towns in Maine that previously had no access to library materials. There are disadvantages regarding the "size and variety of the book collection available, limited reference materials, time for browsing and research, audio visual facilities, limited time, possible crowded conditions, conflicting working hours and filling requests promptly."<sup>36</sup> It is a step in the right direction to help us attain national standards. Two bookmobiles operating out of Augusta and Machias were previously mentioned. Six more bookmobiles were established. One was on state funds, the others were under the L.S.A. The northern Aroostook Bookmobile started out of Stockholm, now Caribou, in 1958. The southern Aroostook Bookmobile started out of Houlton in 1958. The headquarters of the other four bookmobiles are so arranged as to cover all other rural areas without library service. The various headquarters are located in Livermore Falls, Dexter, Harrison and Ellsworth. Towns and schools without libraries were given bookmobile service. Adult centers were set up at any available location <sup>where</sup> that people could most readily gather. Schedules were maintained on three to five week intervals. Any non-fiction books or reference requests not available are sent to the General Loan and Reference Section in the State Library thereby increasing the demand in this department. The total Bookmobile circulation went from 117,232 in the fiscal year 1956-57 to 403,599 in

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<sup>36</sup> Eleanor F. Brown, Bookmobiles and Bookmobile Service. (Metuchen, New Jersey: Scarecrow Press, Inc., 1967), pp. 54-57.

fiscal 1965-66. The General Loan Section of the State Library totaled 52,278 circulation in 1957-58 as compared to 98,926 in 1967-68. Bookmobile service has certainly helped to stimulate the growth of circulation and created more demands on the State Library.

*Not all attributable to them requests*

Services to small libraries under L.S.A. funds are varied.

(1) The bookmobiles are now supplementing library collections in towns with a population under 1,000. Books are left for three month intervals when they are then exchanged for others.

(2) A Field Advisory Librarian and a Children's Specialist were added to the staff by 1960. A Public Libraries Consultant was hired in 1967. The Extension Librarian along with those previously mentioned are available to public libraries for assistance in classifying, cataloguing, book selection, weeding obsolete material, advise, circulation methods, budgeting, selecting new equipment or building plans.

*State not Federal*

(3) "Three separate projects in 1961, 1967 and 1968 have provided grants to public libraries for the purchase of children's books, reference books and periodicals."<sup>37</sup> Certain standards were required to obtain the grant thereby providing an inducement to upgrade library service when necessary.

(4) A course in library techniques was financed under L.S.A. to give public librarians training in correct library procedures and techniques. This scholarship program was offered "in connection with the summer courses in library techniques given at the University of New Hampshire."<sup>38</sup>

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<sup>37</sup>Maine State Library, Fifty-Ninth Report of the Maine State Library, July 1, 1966 to June 30, 1968. (Augusta: 1968), p.6.

<sup>38</sup>Ibid., p.14.



In 1967, the Library Services and Construction Act was expanded to include new programs for the State Institutions and the Physically Handicapped. Improvements in the various institutions were distributed in the following areas, although none attained all of these achievements; improved library quarters, full-time librarian, classifying and cataloging, and adequate collections. Improvements for the handicapped were made by the State Library through purchase of audio-visual materials. A librarian was hired by the State Library to achieve an adequate program in these areas.

The Public Relations Program under the L.S.A. has improved the view of the State Library as an institution available for continuing education as well as recreational reading. (1) Library personnel hired under the L.S.A. funds such as bookmobile personnel, consultants, etc., add good will through information on State Library services, helping patrons or public librarians in their requests for material and keeping a cheerful countenance when everything may seem to go wrong. (bad weather, crowds, charging machine failure, truck troubles etc.) The best public relations results from the most excellent service. (2) Production of a film entitled, The Day the Books Went Blank. This was on library services in New England and was through the efforts of the library extension agencies of the six New England states. The film was made available to any public library and has been in great demand. This film creates an awareness of the public library as an educational institution deserving the support of citizens. (3) A public relations firm was hired in 1964 to assist in a promotional program. "The overall purpose of this program was the promotion of a climate of public opinion favorable to library

development."<sup>39</sup>

Further developments during this period are worth evaluating. The total state library budget in 1957-58 (fiscal year) was \$270,059.73 as compared to \$564,845.22 in fiscal 1967-68. This includes a federal grant of \$103,250 in 1957-58 as compared to \$259,941 in 1967-68.

The State Library added several indexing services as an important aid in research work and to enable the staff to get maximum use from the periodicals, publications and books. A verifax copier was purchased to give improved service to the public in sending brief copies of vital pages and in copying worn out material for retention in the library.

The State Library in cooperation with the Maine Library Association had a survey conducted by Miss L. Marion Moshier to assess public library service. In introducing her proposals, she quotes, "Libraries working together, sharing their services and materials, can meet the full needs of their users....Without joint action, most American libraries probably will never be able to come up to the standard necessary to meet the needs of their constituencies.... Libraries are, therefore, urged to band together formally or informally, in groups called 'systems'."<sup>40</sup> Libraries would remain independent with control of funds, buildings, personnel and book selection. Increased L.S.A. funds will be necessary to adequately implement all of these objectives.

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<sup>39</sup>Maine State Library, Fifty-Eighth Report of the Maine State Library, July 1, 1964 to June 30, 1966. (Augusta: 1966), p.8.

<sup>40</sup>Maine State Library, Fifty-Sixth Report of the Maine State Library, July 1, 1960 to June 30, 1962. (Augusta: 1962), pp. 4-5.

Requests for materials were required to be made through school libraries during the school terms and through public libraries rather than directly from the individual. This gave those libraries an opportunity to locate material which was locally available and made them more responsible to their patrons.

open 5 days a week

A long awaited building which will house the State Library and the State Archives has been approved by the voters and is in the process of construction. This will bring the library collection together and facilitate good service. The law collection will remain in the State House where it will remain more accessible to the legislature..

Also State Museum

The following conclusion made by Mr. Philip Monypenny can provide the guideline for the future. "There is no other means except through the effort of state government to develop the legislation necessary to build more adequate local library units; there are no other financial resources which can mitigate the limits which dependence on the local property tax places on local library units; there is no substitute for a state agency to provide the advise, technical assistance, and moral support which local library staffs will need in the effort to transpose themselves into a new level of library service."<sup>41</sup> A proposal of the Allerton Park study of the L.S.A. was that public libraries should be funded "on an approximate basis of 40 per cent local funds, 40 per cent state funds and 20 per cent federal funds."<sup>42</sup>

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<sup>41</sup>Allerton Park Institute, The Impact of the Library Services Act: Progress and Potential. Monypenny, Philip; LSA: A Political Scientists View. (Urbana: University of Illinois, 1962), p.94.

<sup>42</sup>Ibid., p.77.

PART II

B: MAINE STATE LIBRARY ORGANIZATION

There was no record of a book having been written on State Library Organization and Administration. There are various articles such as those written in Library Trends. However the various books on Public Library Administration and College or University Administration will apply to most aspects of the Maine State Library.

The Maine State Library was authorized by legislative action. The Maine State Library laws, located in the Maine Statutes, contain both specific and general functions. Title 27, Chapter I, lists three broad areas involving duties of the library; "(1) State Librarian, (2) Operation and Services and (3) Distribution of Books and Records."<sup>43</sup> The State Librarian is responsible for the administration and organization of the State Library. Section I states explicitly that the "Maine State Library shall be under the management and supervision of a State Librarian, as heretofore appointed, who shall make such rules and regulations as are necessary for the proper management of the library and the safety of its contents. The Governor, with the advice and consent of the Council, shall appoint such librarian who shall serve for a term of 4 years and until his successor is duly appointed and qualified. ....The librarian may employ, subject to the Personnel Law, a deputy state librarian, and such assistants as the business of the office may require."<sup>44</sup> The statutes leave the discretion of organizational structure to the

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<sup>43</sup>Maine Revised Statutes Annotated 1964, Title 27, Vol. 13, Titles 24-28. (Oxford, New Hampshire: Equity Publishing Corp., 1946), p.713.

<sup>44</sup>Ibid., pp. 712-713.

librarian but she must make arrangements for carrying out the specifications of the statutes within the structure.

"Maine is one of the few states in which the three broad areas of state library service - building and servicing subject and reference resources, direct service to state government, and consultation services over the state - are administratively unified in a separate agency of government."<sup>45</sup> The Maine State Library is a separate department of the State Government. This type of structure was recommended by Sections 35, 36, and 40 in Standards for Library Functions at the State Level and has been one of the main features in helping the State Library to reach those standards.

Wilson & Tauber define the objective of the State Library well, "The actual administrative effectiveness of the library also depends upon the character, knowledge, and administrative skill of the librarian and the principal assistants who aid him in administering the library. Consequently, these offices should be chosen on the basis of their known qualifications; the general sphere of their activities should be clearly defined; and they should be so placed in the general administrative organization of the university that they will be able to direct the library successfully."<sup>46</sup> The orderly and effective operation of the State Library is dependent on sound organization and management. Assignment of authority and responsibility in staff organization is a necessary ingredient. Goals must be defined and operations coordinated to provide good service. Departments have been kept to a minimum under the supervision

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<sup>45</sup>Maine State Library, Fifty-Seventh Report of the Maine State Library, July 1, 1962 to June 30, 1964. (Augusta: 1962), p.4.

<sup>46</sup>Louis Wilson & Maurice Tauber, The University Library: The Organization, Administration, and Functions of Academic Libraries. (New York: Columbia University Press, 1956), pp. 125-126.

of the librarian and deputy librarian in accordance with the principle that "simplicity is a worthy goal and postponing and keeping new departments at a minimum tends to economy and flexibility."<sup>47</sup> Miss Ruth Hazelton, the present librarian, has presently expanded the Technical Processes Department and Reference Department to include persons responsible for those sections. Referring to the chart on page 40, we can note the Reference Department on the ~~right~~<sup>left</sup> and the Technical Processes Department in the center.

"Any organization has levels of authority. According to the scalar principle, an organization is structured with two or more levels of authority constituting a hierarchy."<sup>48</sup> Referring to Chart I, page 40; the top structure would include the librarian who has full responsibility under the appointive power of the governor to formulate objectives and establish policy; as an example, Miss Ruth Hazelton was largely responsible for the Moshier survey, accompanying efforts to achieve these and policies which did achieve acceptable standards for libraries at the state level. The second level include the functional department heads. In Chart I, page 40, they include the Extension Librarian, Deputy State Librarian, Law Librarian, Chief Clerk or Administrative Records Department, Head of Reference and Head of Technical Processes. These people can make policy within their sphere of operation but it must be within the overall objectives of the Librarian. Coordination of these department heads are achieved through scheduled

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<sup>47</sup>Joseph Wheeler and Herbert Goldhor, Practical Administration of Public Libraries. (New York: Harper & Rowe, 1962), p. 174.

<sup>48</sup>Robert Bowler ed. Local Public Library Administration. (Chicago: International City Managers' Association., 1964), p. 79.

interviews with Miss Ruth Hazelton, the present librarian. Staff meetings are held to discuss and achieve broad objectives. The third level include the professional staff; the library consultant, children's specialist, catalogers, reference librarians, consultant to institutions and the physically handicapped, bookmobile librarians, documents librarian and other librarians assigned to circulation, law, acquisitions and miscellaneous duties. This group of people must get the work done in the various areas. They are responsible to the various department heads. Clerical help is available to this group where necessary. (See chart page 40 & 41) The last level includes the non professional help, the typists, clerks, assistants, etc. who often work for low salaries but perform extremely well in covering the large and small details that must be done.

Six bases of departmentalization are listed by E. A. Wight, "(1) functions, (2) activity or process (3) clientele, (4) geography, (5) subject, (6) form of material,"<sup>49</sup> and combinations of these are found in many places. The Maine State Library is based on a functional arrangement and is readily acknowledged as such by the titles. The lines of authority can be ascertained on Charts I and II, page 40 and 41 respectively. Brief mention will be given for each division or department. The list of library personnel and positions may be found in Appendix II and III.

Extension:

The public library consultant, consultant to institutions

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<sup>49</sup>Gry Lyle, Administration of the College Library.  
(New York: H.W. Wilson, 1961), p.52.

and the physically handicapped and the bookmobiles are part of extension activities. A clerical staff is necessary to carry out the various extension functions within the library. The children's specialist is located here because the State Library carries no juvenile fiction except for a small collection for special loan and display purposes which are available through this department. She is largely responsible for selecting juvenile books for the bookmobiles and advise or help to public libraries when necessary. A special cataloging department is also located in this department and one may readily wonder about the duplication of this function. In an interview with Miss Ruth Hazelton, I was told that the collection in the General Loan Division involves much more work in cataloging. The numbers must be extensive because of the large collections. Some books would be classed differently because of previous policy and the nature of the collection. The General Loan Division is also almost entirely adult non-fiction. The bookmobile collections consists of juvenile and adult, fiction and non-fiction, and will average 10,000 to 15,000 volumes per bookmobile center. The Dewey Decimal numbers can be very brief as a result. However, "when the new library is built, there will be some coordination of two cataloging departments to produce greater efficiency."<sup>50</sup> Centralized processing involves standardizing efficiency on all bookmobiles. Chart II, page 41, gives the arrangement of the bookmobile centers. The assistant is the driver and assists in various library procedures on the bookmobile.

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<sup>50</sup>Ruth A. Hazelton "Interview in November 1969".

there will be  
one dept.



The clerk-typist tends to the innumerable details in the office. The various duties of the driver and clerk are defined briefly in the Appendix III. Fiction in one bookmobile collection can be borrowed from another by special request.

#### Deputy Librarian.

The Deputy Librarian, Miss Virginia Hill, has been with the State Library for many years. She has taught the Library Correspondence course since the time of her entrance as a field advisory librarian. This course involved extensive work in reference and cataloging, the basics of library science. She later went into reference work and was supervisor of bookmobile training. It was therefore only natural that the reference and cataloging departments should be responsible to a person of such diversified experience. This person is in charge <sup>of the State Library</sup> when the librarian is absent.

#### Technical Processes and Reference Departments.

The Technical Processes Department is in charge of cataloguing and classifying library materials. The Reference Department is in charge of research work, helping and educating the readers in finding the information they seek and fulfilling requests for material or information not available to the bookmobiles or the public libraries. Because of the increased work load, these departments have been expanded to include <sup>2</sup> department heads who will be responsible to Miss Virginia Hill. This is in line with recommended procedures of large libraries.

#### Legislative Reference.

The law librarian is third in the line of command. Previous work in this department has been mentioned. The law librarian

is now giving help and rather extensive advisory services to county law libraries as well as the legislature. Extensive research and legal details keep three librarians busy. The present law librarian is frequently on call for speech engagements involving this particular area. Incidentally, the State Prison has provided some of the heaviest patronage of this department. In the true library fashion, all serious requests have received consideration.

Chief Clerk or Accounts.

This department takes care of all accounts and disbursements. This person is in full charge under the direct supervision of the State Librarian. Daily appointments facilitate financial transactions and keep the budget in order. Further clerical assistance has been provided for this function.

Documents.

Mention should be made of this section. This is taken care of by Mr. Lester Clark, who has been with the library for many years. Much valuable information is found in this department such as town reports, state reports and assorted government documents on the local, state and federal levels. This material is accumulating rapidly. Mr. Clark, in addition, handles acquisitions, sales, and distribution of these documents.

State Library personnel are hired under Civil Service. Class specifications place them in respective categories according to the function and responsibility of the position. The charts on page 40 and 41 give the respective ratings of the positions. Appendix III defines the work experience, skills,

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of  
Lib'n*

duties, education and training required for the various categories of work. These were recently obtained from the Personnel Department to clarify the overall functions in the State Library.

In closing this section, an appropriate quotation should be cited, "It is an old saying that the building may represent 5 per cent of successful library service; and the book collection 20 per cent, but staff represents 75 per cent of what it takes to make a good library."<sup>51</sup>

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<sup>51</sup>Joseph Wheel~~er~~ and Herbert Goldhor, Practical Administration of Public Libraries. (New York: Harper & Rowe, 1962), p.203.

PART II

C: REACHING STATE LIBRARY STANDARDS AND  
FUTURE POTENTIALITIES

Two of the most important contributions to library service in Maine under the policy and objectives of the present state librarian, Miss Ruth Hazelton, are the achievement of state library standards and the accomplishments recommended in the surveys by Keyes Metcalf and L. Marion Moshier. The recommendations in these surveys hold the key to potential adequate library service for the people of Maine

The Maine State Library is one of the most vital links in future planning suggested by the surveys. The attainment of state library standards will assure the usefulness of its functions in leading future developments for it is only the state library agency that can bring the units together in a unified system.

The Standards for Library Functions at the State Level published by the American Library Association lists sixty-two standards which must be achieved to provide good library service. These standards are listed under five broad areas of responsibility. The areas are:

- "(1) Developing resources of state wide value for both government and citizens, in subject fields ranging from broad questions of public policy to law and history of the state.
- (2) Special library services for state government - to officials, agencies and institutions.
- (3) Consultant and promotion service for those libraries which bring facilities close to readers, particularly public libraries serving communities and school libraries serving educational institutions.
- (4) Sharing with local government the financing of both public library systems and school libraries as fundamental institutions within the total educational program of the state.

(5) Research and planning leadership to stimulate steady improvement in state-wide library resources."<sup>52</sup>

The following are some of the most important accomplishments that were made to meet the necessary standards.

An archives collection has been established and it will soon be housed in a new building which will contain the state library and archives thereby qualifying under Standard #10.

Std. 16 includes reading material for the blind and the handicapped. Std. 19 requires resources of state institutions to be tied into state resources. Std. 20 requires library programs in state institutions to be part of the treatment and rehabilitation program. The State Library hired a consultant to the institutions and the physically handicapped to organize a program to meet these requirements. Accomplishments in the institutions have been mentioned. Large print books have been purchased. Talking books, automatic page turners, magnifier view tables and bedspecs are now available to individuals through public libraries and organizations working with the handicapped, who will contact the State Library for aid.

Standards 58-62 call for an adequate state library building which will include areas for various uses and functional development. This is now under construction and has been planned with foresight to meet those needs.

Standards 31-32 pertain to consultant service to local libraries. The State Library has one full time consultant and others who are available part-time.

A great effort has been exerted to meet the requirements of these standards but there is much left to be done. Many

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<sup>52</sup>American Library Association, Standards for Library Functions at the State Level. (Chicago: A.L.A., 1963), pp. 1-2.

standards are being met by the minimum requirement. The State Library will need more funds to initiate an adequate program. Many of the future suggestions are based on adequate funds.

Most of the public libraries in Maine are very inadequate. Page 32, refers to those conditions which were taken from the 1964-66 state library report. In 1962, "only 27 public libraries met annual accessions for minimum standards of the Maine Library Association, 125 spent less than \$500 for books and only 105 borrowed books on interlibrary loans."<sup>53</sup> While some have improved their libraries in the last seven years; no large improvement has been made.

Cooperation, coordination and unitary systems are stressed in the surveys and standards. The following paragraph quoted after completion of the survey of state libraries is specifically applicable to the State of Maine.

"As agencies balancing a variety of needs and providing a wide variety of services with a modest budget and staff, the state libraries are clearly very successful, both in terms of the services they offer and in terms of the support and recognition they have received within their own states. It is also clear, however, that while such libraries can make up some of the deficiencies of local libraries which are small in scale and not well supported, they are no substitute for libraries which provide well-rounded services within reasonable travel distance for all of the states' inhabitants. If the annual expenditure, the staff, and the collection of these libraries are translated into per capita figures, they are obviously very thinly spread as agencies for reaching the whole population of the state. If regional centers and direct service are to be substitutes for larger, better staffed and better supported local units, then the expenditure on them will have to be far greater than it was at the time of the survey."<sup>54</sup>

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<sup>53</sup>Maine Committee for National Library Week, Folder, 1964.

<sup>54</sup>Philip Monypenny & Guy Garrison, The Library Functions of the States; Commentary on the Survey of Library Functions of the States. (Chicago: American Library Association, 1966) pp. 62-63.

The Moshier Survey supports these facts.

My final conclusions have been developed from reading through the various sources and surveys. Consideration should be given to:

(1) More adequate state and federal funds to be matched with local funds to entice public libraries to meet minimum standards. Standards would be required to receive the funds.

(2) State library control over funds and standards.

(3) Library districts similar to the school districts which would have one strong library, as centrally located as possible, that could provide trained personnel, a good reference collection, consultant services, specialized material and other necessary services.

(4) Bookmobile service and consultant service provided by the state library to coordinate and improve library service within the districts. Inter-library loans within the district would be developed making the collection easily accessible to all.

(5) Difficult library loans and reference requests would be fulfilled through orderly and rapid communication from the public library to the district library; to the state library; to the state college or university library; and finally out of state if necessary. The State Library collection should be adequate to fill most of the requests when they have gone through beginning channels. Microfilm, teletype, photocopy and other mass media will be used to increase efficiency.

*more efficient  
to come to  
directly to  
state library*

(6) Large town libraries centrally located could provide the basic collection for a district library. An addition to a structure or a new building would be funded through L.S.A. funds and be planned for functional needs of the future such as audio visual, etc., The strong district library would have to be heavily L.S.A. funded.

(7) One library card which could be used anywhere in the state and books to be returned to any library.

(8) Branch or local libraries in the most accessible places such as shopping centers and new developments.

(9) Centralized processing and cooperative purchasing through the large district library or the state library.

(10) In service training courses provided by the university and financed through L.S.A. funds to provide further training for local librarians in library techniques. Librarian would be adequately compensated for time spent in training.

(11) A limited number of library school scholarships to encourage a career within the state and to train our most deserving talent. This should be funded through L.S.A., as some will later move to top positions anywhere in the country.

(12) That one district be organized in the most feasible location through which various difficulties could be overcome and thereby provide the showcase and the publicity for future development.

(13) Cooperative action between school and district libraries.

(14) L.S.A. expanded to cover all library functions and areas when necessary.



(15) Public libraries in areas providing very inadequate services such as those which are open 2 hours a week, operating with practically no book budgets, etc. to be discontinued, and supplied with bookmobile service or brought up to the minimum standards of the Maine Library Association.

Various standards for library functions at the state level should be increased. Consideration should be given to further improvement by the State Library in the following areas:

(1) More library consultants to built<sup>d</sup> up a sense of unity in public libraries, to help provide better standards, services, collections, local materials and establish good will in developing a more cooperative state unit system.

(2) Tentative survey of possible library districts which would be most feasible to the people of the respective areas.

(3) Expansion of the public relations program and consideration of necessary steps to create cooperation from those groups who can create action in the right direction from inertia.

(4) Expansion of the Extension Division to include a librarian in charge of audio visual equipment, who will help expand the program of cooperative interstate films and add an adequate collection of filmstrips, slides, recordings, projectors, et., as an individual collection or through some form of cooperative arrangement.

(5) Consideration for giving certain practical library training courses over T.V., such as Channel 10.

(6) Requiring certification of librarians by taking beneficial course in recent developments of library science

*M. L. A. should  
be responsible  
for  
certification*

after a certain specified number of years to help keep up with recent developments. Few librarians take any type of course after leaving library school resulting in a few becoming antiquated. Paid sabbatical leave would be granted during this period.

(7) Certification regulations for professional positions.

(8) Consideration to revising and including minimum standards within the framework of the state library laws.

(9) <sup>Providing</sup> ~~increased~~ funds for district systems.

(10) Professional positions to include benefits common in most states. (salaries, sabbaticals, vacations, etc.)

My closing remarks can be ascertained from Lowell A. Martin who in speaking of the impact of the L.S.A. quoted the following: "Adding rooms to the house will improve it only if the foundation is strong. Whenever I hear of a multicounty library -- which is a library like any other library except that it has the added load of distance and a more complicated governmental structure-- I ask first to see the central unit, the foundation, the core of strength..... This act is not finished. Its' outcome, in my view will depend on the strength of the service center on which it is based than on the size of territory or population served."<sup>55</sup>

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<sup>55</sup>Allerton Park Institute, The Impact of the Library Services Act: Progress and Potential. (Urbana: University of Illinois, 1962), p.10.

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APPENDIX I

State Librarians

George G. Stacy	1861 - 1868
Joseph T. Woodward	1868 - 1872
J. S. Hobbs	1872 - 1878
John D. Myrick	1878 - 1879
George G. Stacy	1879 - 1880
John D. Myrick	1880 - 1881
Josiah S. Hobbs	1881 - 1890
L. D. Carver	1890 - 1905
E. W. Emery	1905 - 1910
H. C. Prince	1910 - 1911
H.E. Holmes	1912 - 1913
H. C. Prince	1913 - 1914
Henry E. Dunnack	1915 - 1938 ✓
Oliver Hall	1938 - 1942 ✓
Theresa Stuart	1942 - 1947 ✓
Marion B. Stubbs	1947 - 1958 ✓
Ruth A. Hazelton	1958 - _____ ✓

*1891-1904*

*should be 1941*  
*should be 1941*

Deputy Librarians (Assistant originally)  
(consecutive order)

- L. D. Carver
- W. E. Livingston
- Marion Brainerd
- Theresa Stuart
- Elizabeth Gardner
- Marion B. Stubbs
- Cicely M. Hinton
- Virginia Hill

Legislative Law Librarian (Law Librarian)

- Marion Brainerd
- Mildred Humphrey
- Rebecca Friedman
- Marie Tibbetts
- Marion B. Stubbs
- Margaret A. Whalen
- Edith Hary

Extension Librarian

- Theresa Stuart
- E. Sylvia Clark
- F. Elizabeth Libbey
- Marian Shaw
- Mary P. Goodrich
- Elizabeth Dudman