

WA
021.8
L611pro
r
1950
c.2

STATE LIBRARY

NOV 1 1955

OLLETT, WASH.

A

PROPOSED
REGIONAL LIBRARY
PLAN FOR
WASHINGTON

WASHINGTON STATE LIBRARY
STATE DEPOSITORY COPY

BOWERMAN

A PROPOSED REGIONAL LIBRARY PLAN FOR THE STATE OF WASHINGTON

Report of a Study

of

Public Library Needs in the State of Washington

conducted for the

Washington State Library Commission

by

Charles E. Bowerman
Assistant Professor of Sociology
University of Washington

Olympia
Washington State Library
1950

TABLE OF CONTENTS

	<u>PAGE</u>
FOREWORD	i
PART I	
INTRODUCTION	1
PART II	
Library facilities in Washington State	6
PART III	
Recommendations for a Regional Library System	12
Map of Proposed Library Regions, with Library Units Existing at end of 1949	Facing Page 14
PART IV	
Library Laws Relating to County, Inter-County and Regional Libraries	26
PART V	
Methods of Establishing a Regional Library and Library Contracts	31
PART VI	
Special Survey of Library Facilities	45
Table	48
APPENDIX	
TABLE I	54
Distribution of Public Libraries by Size, Washington, 1948	
TABLE II	55
Average Number of Hours Per Week Open for Circulation, by Size of Library, 1948	
TABLE III	56
Average Percentage of Operating Expenditures Spent for Salaries, Books, Binding, Periodicals and Maintenance, by Size of Library, 1948	
TABLE IV	57
Percent of Eligible Population Registered, 1948, by Size of Library	
TABLE V	58
Percent of Library Registrants in 1948 who are Adult and Juvenile, by Size of Library, for City Libraries	
TABLE VI	59
Average Percentages of Total Circulation by Type and by Size of Library, 1948	
TABLE VII	60
Circulation per Registered Borrower, 1948, by Size of Library	
TABLE VIII	61
Average Percent of Library Book Stock, Adult and Juvenile, at end of 1948, by Size of Library	
TABLE IX	62
Average Number of Newspapers and Periodicals Currently Received, 1948, by Size of Library, for City Libraries	
TABLE X	63-70
Summary of Public Library Income Base, Population Served, and Expenditures, for Washington, 1948, by Counties and Proposed Regions	
TABLE XI	71-78
Summary of Number of Libraries and Population Served, by Size of Library, for Counties and Proposed Regions, Washington, 1948	

FOREWORD

The Washington State Library Commission believes that "In broad outline the requisites of the American educational ~~system~~ are simple. We need homes and communities which foster character, personality, and social responsibility. We need schools which impart the skills of learning, the heritage of knowledge, and the rudiments of a vocation. We need agencies which provide adults with the information, ideas, and beauty which are the essentials of a full life and a responsible citizenry."¹ The Commission believes that good library service for all the people is needed to round out our educational system, and that, in common with most of the United States, the educational system of Washington is weakest at the point of its libraries.

It has long been recognized that great inequalities of library opportunity exist in our state. The Legislature, the Library Commission, librarians, library trustees and other interested citizens have shown that they do not believe this condition should be allowed to continue, and they have taken several important steps toward the correction and gradual elimination of the deficiencies in the library system. Still more steps must be taken in the future.

The Washington State Legislature in 1935 enacted a comprehensive law dealing with public library service. This act repealed most of the former library laws as being inadequate, and set forth as its basic tenet:

"It is hereby declared to be the policy of the state, as a part of its provision for public education, to promote the establishment and development of public library service throughout its various subdivisions." (L. '35, Ch. 119, Sec. 1)

Here, for the first time, Washington recognized in law the public library as an essential unit in its great educational system. This declaration of policy on the part of the state provided the foundation upon which much of the subsequent extension and improvement of library service has taken place.

1. Lowell Martin, "The Potential Role of the American Public Library," in Joeckel, Winslow, and Martin, A National Plan for Public Library Service, p. 1.

As the next step in implementing this policy, the Legislature in 1941 created the State Library Commission, to have charge and control of the Washington State Library. In the same legislative session a single county library law was enacted, under the provisions of which fourteen Washington counties soon established rural county library service.

The 1945 Legislature acknowledged the state's financial responsibility to assist in the development of libraries and the equalization of their support.

Recognizing that by modern standards a single county may be as inadequate a unit as a town or city for effective and economical library service, the 1947 Legislature passed the inter-county library law. (L. '47, Ch. 75) This law permits inter-county rural library districts to be established to provide throughout several counties free public library service similar to that provided within a single county by a rural county library district. Existing county and inter-county library districts may also be expanded to serve nearby counties, under this law. By the end of 1949, four counties had formed two inter-county library districts, one (Thurston-Mason) by expansion of an existing county library district (Thurston), and the other (Benton-Franklin) by new establishment. This brought the total of counties having countywide library service to seventeen. There are movements in other counties to form inter-county library districts, but twenty-two counties remained without such modern public library service by the early part of 1950. In three counties, Ferry, Pend Oreille and San Juan, there has never been any tax-supported public library.

In 1945 the Legislature directed the State Library Commission to make studies and surveys of public library needs, and made its first appropriation "to provide, expand, enlarge, and equalize public library facilities and services and thereby stimulate interest in reading throughout the entire state." (L. '45, Ch. 232)

Believing that the next basic problem was to determine how the counties of Washington could best be grouped into inter-county districts, each meeting good standards, the Library Commission authorized "a study of library needs and

facilities throughout Washington with the view to offering recommendations for more effective use of existing resources and the expansion, enlargement and equalization of the public library facilities and services in the state."²

Dr. Charles E. Bowerman of the Sociology Department of the University of Washington was employed to direct this study and to submit a report. A PROPOSED REGIONAL LIBRARY PLAN FOR THE STATE OF WASHINGTON, to which this comment is a foreword, is the report of that study which was carried on in cooperation with the Washington Library Association and the Washington State Library. This report was submitted to the State Library Commission on September 15, 1949, and therefore cannot reflect changes in the public library conditions of the state since that time. Statistical tables are based upon the reports of libraries for the year 1948, the last full fiscal year before the study was completed.

Although some inter-county library development has already taken place, prior to the release of this report, it has been obvious that the two inter-county districts that have been formed are good combinations, as both have been successfully operating other joint enterprises for several years. It is equally apparent that both inter-county districts will have to be made larger, as will some of our single-county library districts, in order to obtain a more adequate and secure tax base than even two counties afford, and to realize maximum efficiency for the units. It was not clear, however, what should be the exact and most feasible grouping of all counties into library units. There was the danger, also, of creating a number of relatively strong units where potentialities are apparent, but leaving on their fringes several weaker, hard-to-serve counties "without visible means of adequate library support." This was the central problem which the study by Dr. Bowerman was asked to solve.

It is interesting to observe that Dr. Bowerman's survey was carried on during some of the same time that the American Public Library Inquiry was being made under the direction of Dr. Robert D. Leigh. Being of more limited scope, the Washington

2. Washington State Library Commission. Minutes of the meeting of July 30, 1948.

state survey was completed and its preliminary report submitted a short time before the reports of the Public Library Inquiry. Like the Public Library Inquiry, the study of Washington found the dividing line between adequacy and inadequacy of a single library unit to be at or near the point of \$100,000 of total annual library expenditures for all purposes. The General Report of the American Public Library Inquiry has since stated that the important criteria of adequacy are best stated in terms of numbers of kinds of staff and types and quantity of materials, not their current costs. Only four of the total large and small library units of Washington meet this minimum financial standard. They are the cities of Seattle, Spokane and Tacoma, and the King County Library. Others could attain this standard by uniting with adjacent libraries without waiting for any new library units to be established in the area. At the time of this writing, the Vancouver city and Clark county libraries are working out the final details for merging those two library systems under one library board and administration, and with one treasury, by means of a three-party contract between the city and county commissioners and the county library board.³ (See sample of this type of contract, pp. 43-44.)

County and inter-county library districts in Washington have a tax ceiling of 2 mills, within the state 40-mill tax limitation. Therefore, in this library study of the state, important considerations in the regional grouping of counties had of necessity to be (1) the degree of geographic, economic and social unity existing in a given area, and (2) the amount of money that could be raised by a 2 mill local property tax, using current valuations. These two factors had to be reconciled with and modified by the necessity that all areas of the state be reached by an adequate library service.

Geographic area was kept as small as is consistent with the minimum standard, and, of course, in the most populous centers, such as Seattle-King County, the geographic area of the recommended region is smallest. The largest geographic

3. This consolidation took place, and one governing board was appointed, effective April 1, 1950. The consolidated unit adopted the name, Fort Vancouver Regional Library.

area of all the recommended regions is 14,827 square miles. This is 5,330 square miles less than the area that has been served successfully by the single San Bernardino County, California, Library for more than thirty-six years. Thus, it is not the actual geographic size that is of first importance for a library unit, but, wherever area has to be enlarged to obtain adequate financial support at a low tax rate, the existence of adequate transportation lines.

Despite numerous transportation problems presented by the large water and mountain areas of our state, it appears to members of the Commission that Dr. Bowerman has made realistic and practical recommendations for the twelve library regions of Washington described in the following report. It is true that in order to keep the regions as small as recommended and for all residents to realize maximum efficiency and economy for the money expended for libraries, the larger library units of Washington must utilize fully all existing library resources, and all possible integration of existing and new services must take place.

Over sixty of the two hundred and thirty-six incorporated cities and towns of the state have already contracted for complete county or inter-county library service. Others of the larger city libraries are the working headquarters for library service to counties, thus saving duplication of buildings, equipment and staff. In several areas, as described in this report, a considerable degree of co-operation and consolidation of certain functions exist, even though, because of building limitations, headquarters are not housed together. In still other areas, practical co-operation, not to mention full integration, between library systems with headquarters in the same city or county is yet to be accomplished. It is entirely conceivable that appropriating authorities, looking for leaks in the public purse, could force consolidation of library units within a given area. "Library governing bodies, faced with the almost inevitable decline in postwar income, should perhaps choose the more agreeable path to unification, and, by active co-operation with civic and political bodies, aid in drafting a new legal framework to their own liking."⁴

4. Amy Winslow, "Library Co-ordination and Consolidation in Metropolitan Areas," in C. B. Joeckel, ed., Library Extension, Problems and Solutions (Chicago: University of Chicago Press, 1946), p. 159.

Now, with the publication of A PROPOSED REGIONAL LIBRARY PLAN FOR THE STATE OF WASHINGTON, the State Library Commission makes available to the state, the legislature, the library profession, the library trustees, and the citizens, the framework for a modern, effective and economical system of libraries capable of rounding out its educational system. Our state has thus far followed the plan of basing its library support almost exclusively on the local property tax, supplemented by small amounts of state financial aid.⁵ This survey report continues this plan, by determining the library regions not only by natural co-operative areas but by raising the minimum total support from the local property tax.

Library units such as are here proposed are beginning to be established and supported somewhat differently in a number of other states. These states are providing direct library service on the local level as one of the functions of the state library agency. In some states, this takes the form of regional branches or service centers of the state library established to supplement local libraries; in others the state branches provide service to areas entirely without local libraries. There is a tendency in very small states and states with widely scattered population to concentrate all public library service in a single unified organization.

This type of regional library organization is viewed by the American Public Library Inquiry as a technique for arriving at what is substantially the same result as that being sought in Washington State by means of concurring local referenda or joint resolutions of county commissioners. The Public Library Inquiry suggests that it is possible that the larger units of library service may be brought into being more readily if state aid funds are directly and solely used to create and support such units on a continuing basis.⁶

5. \$283,000 for the biennium 1945-1947; \$100,000 for the biennium 1947-1949; \$100,000 for the biennium 1949-1951.

6. On March 22, 1950, a bill (Senate bill No. 2220) amending the state aid to libraries law passed the New York State Legislature and took effect April 1. It appears that while the chief support of libraries will continue to be derived from local revenues, sufficient state aid will be provided to encourage and assist in the development of Library systems which will serve residents of the state now deprived of library service and the improvement of the service to other areas where service

There can be little question that in order for all the people in the state to have adequate library service the larger units must be brought into being one way or the other. It is true also that no real progress toward good library service for all of any state's people has ever taken place except where the state has assumed some concrete responsibility for the service.

If this plan were to be applied in Washington, it might work something like this. The funds for books and services might be supplied by the state; the local region would furnish the funds for buildings and operation of same. It is conceivable that a central cataloging agency for the entire state might be the logical outcome of such a plan. The regions could disregard county lines wherever service could more logically be given by doing so. However, for the major part, the library regions would probably be practically identical, with headquarters and regional centers in already existing libraries, as proposed in this report.

Certain advantages are obvious under such a plan, (1) it allows for more logical and effective delineation of regions, with easier shifting of regional boundaries as significant changes in population might occur; (2) it would remove a large portion of current library costs from the local property tax, incidentally releasing local funds in presently served areas for badly needed new library building construction,⁷ and in counties where taxing districts overlap and thus cause a

now fails to meet minimum standards. This will be done through non-recurring first-year grants of \$10,000, plus \$5,000 granted annually to library systems completely unified on at least a county-wide basis. To each library system serving more than one county and serving a total population of more than 70,000 an additional \$5,000 will be paid annually for each county served. All such library systems must submit a plan of service to the commissioner of education and receive approval. To all such approved systems, the state will reimburse up to 75% of their annual expenditures for books, periodicals and binding, up to a maximum of 22½ cents per capita

For discussion of the 1950 New York state aid to libraries law, see issues of Library Journal for March 15, 1950, page 478, and April 1, 1950, pages 547-8; also the Report of the Governor's Committee on Library Aid, submitted to Governor Thomas E. Dewey, February 17, 1950.

7. A Washington Library Association committee study in 1949 showed that less than half the number of existing library buildings are adequate. Of the adequate ones, the majority are in smaller towns. Our three largest cities have central library buildings entirely outgrown and outmoded, although they serve 40% of the total population receiving library service. Twenty-three of the forty-one libraries

pyramid of levies in "spot areas" totalling more than 40 mills, lessen the danger that proration under the law⁸ could cause the library levy for an entire county or inter-county library district to be automatically reduced to a point that the library might not be able to operate at all because to attempt to do so on the moneys remaining would be wasteful and ineffectual; and (3) the maximum balance between the centralizing of processes and the decentralization of services may be obtained. The reports of the Public Library Inquiry⁹ set forth as an advantage of this plan that it provides solution to the problem of inadequate urban and incorporated town library service at the same time that it provides large unit library advantages for completely unserved rural areas.

It should be pointed out that full adoption of this plan would probably transfer the supplementary book loan function, now performed for the other libraries of the state by the State Library, to the largest public library in the state, Seattle Public Library. If this were done, the State Library should then develop much more highly its primary function, that of serving as a governmental and legislative reference library for each of the departments and agencies of state government.

The Seattle Public Library was able in 1949 to spend for books, periodicals and other library materials \$90,645. The State Library has never in its nearly one hundred year history had that much to spend for its entire operations, including salaries, in one year. The State Library has never had more than \$17,470 to spend for books, periodicals and other library materials for two years, nor more than \$143,000 to cover its entire operations for two years. This makes for serious lacks

having their own buildings have domiciles built by the Carnegie grants between the years 1903 and 1916. Of the eighteen which were not, nine were donated, two others had W.P.A. help, leaving but seven which were paid for entirely with local funds. Only ten buildings are less than twenty years old.

8. Washington State Constitution, Amendment 17, Article 7, Section 2, and Chapter 270, Laws of 1947.

9. For a fuller discussion of this plan, see Oliver Garceau's *The Public Library in the Political Process* (New York, Columbia University Press, 1949), pp.221-232. See also Robert D. Leigh's *The General Report of the American Public Library Inquiry* (not yet published).

in its coverage of materials needed to supply both the state government and the libraries and individuals throughout the state. It may be that it is both too late and unwise to attempt to build a great public library supplementary book pool at Olympia, and that the resources of Seattle Public Library, which have been more generously and consistently built up over a long period of time, could, with relatively little expansion, and with less cost to the state, be made more effectively to serve the state's public libraries. Inter-library loans could be cleared more rapidly, due to the better transportation lines in and out of Seattle. Inasmuch as Seattle's central library building must be replaced soon, and assumption of this function would make some differences in the planning of the new building, this possibility should be carefully considered.

The Washington Library Association appointed a committee, early in 1950, to study the details of this plan as it might apply in Washington. If approved for adoption in any form, the plan could probably not be put into full effect at one time, but might be done by gradual stages, perhaps at first in one or two experimental regions.

The Washington State Library Commission addresses A PROPOSED REGIONAL LIBRARY PLAN FOR THE STATE OF WASHINGTON, together with its own comments on the library development as it has so far taken place in Washington State and on possible future directions, to (1) the taxpaying citizens who work to enhance the life of the state; (2) those citizens who are especially interested in the library--friends and trustees; (3) librarians and library workers who are active agents to promote the effectiveness of the library; (4) persons who actually use the public library. It is our hope that the findings and recommendations will serve as a springboard for constructive action on the part of the Washington Library Association, the Washington Association of Library Trustees, the State Legislature, Boards of County Commissioners, and all other citizens who can play a part in bringing an adequate library into the reach of every resident of this state.

Dorothy Alvord, Seattle
Gertrude Church, Sequim
Fred Cunningham, Spokane
Jessie B. MacKintosh, Yakima
Pearl A. Wanamaker, Olympia, Chairman
WASHINGTON STATE LIBRARY COMMISSION

March 1950

A PROPOSED REGIONAL LIBRARY PLAN FOR THE STATE OF WASHINGTON

PART I INTRODUCTION

In the last few decades there has been a rapid increase in Adult Education activities in the United States. We realize that the adult who lives in our complex society must continue to grow mentally if he is to take his place as an intelligent, informed, and useful member of a democracy. Many of our larger school systems have set up elaborate formal educational programs for adults in their community, and other community agencies have contributed to this program. However, the proportion of adults reached by such formal programs remains small. "Self-education" of some sort continues to be the main educational avenue for most of our people. In fact, one of the objectives of the public school system is to educate young people in such a way that when they leave the schools they will have the equipment necessary to continue to educate themselves.

In any program of self education, reading must play a very large part. If people are to have available the range of reading material required for adequate self-education, public libraries must function as the source of books, magazines, pamphlets, and reference material to meet the varied demands of an intelligent citizenry. Dr. Lowell Martin, of the Columbia University School of Library Service, has summarized the objectives of the public library as follows:

"The objectives of the public library are many and various. But in essence they are two--to promote enlightened citizenship and to enrich personal life. They have to do with the twin pillars of the American way, the democratic process of group life, and the sanctity of the individual person.

The public library serves these objectives by the diffusion of information and ideas. By selecting and organizing materials, it makes an educational instrument out of a welter of records. By providing a staff able to interpret materials, it eliminates the gaps between the seeker and the sources of enlightenment. When animated by a sense of purpose, reading skill, and community identification, the public library constitutes an important and unique service agency for the citizen.

The library is potentially an essential unit in the American educational system. In isolated instances it has played a crucial role in the life of the community. In many instances it has in its day-to-day performance quietly aided the search for understanding. It comes closer than any other institution to being the capstone of our educational system." (1)

1. Carleton B. Joeckel and Amy Winslow, A National Plan for Public Library Service, American Library Association, 1948. pp.16-17.

The public library may serve an important function in society by helping to build better citizens through providing a basis for adult education. For the individual, the library may serve a very useful purpose by providing information that will be of help to him vocationally, in deciding on the kind of job he wants, in getting technical background for a job, or in getting information necessary for successful performance of the job. Another purpose which the library serves, and for many persons this is the most important purpose, is to provide material for leisure time reading, for recreation and personal inspiration.

In accomplishing these purposes, the public library has three functions: (a) to select out of a vast number of publications constantly pouring off the presses those materials (books, magazines and periodicals, reference materials) which will meet the demands and needs of its public; (b) to make those materials available for use; and, (c) to give guidance to readers in helping them find materials which will answer their problems and in helping them find new areas of interest. In acquiring and providing reading material, libraries recognize three levels of required materials. First there are those things needed in every community, such as the basic sources of information on current topics and the best of classical and current literature. Second, there are those materials which are of interest only to people in certain communities or regions, such as books and pamphlets on boats and fishing for communities in the Puget Sound area, or books on the history and geography of the Pacific Northwest. Third, there are specialized books needed only by a few readers, such as those on highly specialized occupations, or on interests which very few people have. Libraries vary tremendously in the extent to which they are able to provide for these different levels of reading interest. The ideal situation would be one in which any book or source would be available to any citizen, regardless of where he lived, in the shortest possible time.

Potentially, then, the public library can be a very important institution in maintaining the American way of life and in providing many satisfactions for

our citizens. As time goes on this will be increasingly true. The public library as an institution is relatively new, and analysis of social trends indicates that the part it will play in our society will become ever more important. Recognizing this importance, how do we stand today with respect to the accomplishment of the purposes stated above? The American Library Association, which has made an extensive study of the library situation in this country, summarized its conclusions as follows:

Taken as a whole, library service in the United States falls far below the standards set by the best libraries--for three major reasons: First, one fourth of the American people live in places where there are no public libraries. Second, there are far too many administrative units; the typical unit is too small in area and too weak in economic ability to provide effective library service. And third, the average level of library support is so low that service in a large proportion of American libraries can be no better than mediocre. (1)

The deficiencies of our present library system are well-known to librarians and others concerned with the quality of library service. The important question is "what can be done about it?" Two major studies have recently attacked this problem. One of these was an extensive study by a committee of the American Library Association, which published its report in 1948 under the title, "A National Plan for Public Library Service". The other is a study which has been under way for the past two years by the Public Library Inquiry, working under the direction of a committee of the Social Science Research Council. The results of this latter study soon will be available for general distribution. Both of these studies have arrived at the conclusion that maximum library progress depends on the development of larger units of library administration. Other goals, such as personnel who are adequate in number and training, adequate supply of books and other materials, sound financial base, etc., rest upon the attainment of the basic goal of an adequately sized library unit.

The small-unit pattern of public libraries has resulted in the huge total of 7,500 separate public library units. Students of library organization and

administration have long felt that the financial restrictions necessarily placed on the small local unit have drastically limited the efficiency and type of service offered. One only needs to compare the opportunities offered by the large city library with those of the small town independent library to see the overwhelming advantages of the large library system. Furthermore, the large library system is often less costly, on a per capita basis, than the smaller less efficient unit. This tremendous differential between the library opportunities of the small town or rural citizen and those who live in the larger city need no longer exist.

The necessity of combining smaller units into larger units is being felt in many fields. This trend in our educational systems is well known. Large centralized schools are taking the place of the small schoolroom in less populated areas, and rural students are attending schools in the cities, wherever possible. This kind of centralization in the field of primary and secondary education has made possible a virtual "equality of educational opportunity" for all our children. Similar trends toward centralization may be observed in banking, in industry, in government, in retail and wholesale trade and to some extent in religion, where many small local churches are combining together or being absorbed by larger churches.

Why is it that in most of our major institutions we can see the trend toward elimination of the very small unit, operating independently, and serving the people in only a small area? This trend in the organization of institutions can be seen best in the light of important social changes that have been occurring in our society, and which have made the trend inevitable. The most important change, and one which has made others possible, is the rise of our modern system of rapid transportation and communication. Automobiles and trucks, improved highways, telephones, and efficient and quick mail service have entirely changed our previous spatial relationships. This means that it is no longer necessary to have people and services as close to us, in terms of blocks or miles, in order to have the same amount of contact with them. The farmer living 30 miles from a town may

be actually "closer" to it than was his grandfather who lived only two miles from town. This means that the effective range of operation of any institution has been tremendously increased. Accompanying this trend has been a growing interdependence between city and country and between cities in the same geographic area. The differences that formerly existed between "city people" and "country people" are rapidly disappearing, in education, attitude, mode of dress, etc., so that in another generation the principal distinctions may be only those of place of residence and occupation. Rural and small town people are increasingly desirous of the same cultural and educational opportunities as those of their urban friends. The historical accident of political boundary lines established in the "horse-and-buggy age" has less and less significance in the increasing tendency to organize our activities around functional areas.

These are the trends which can be observed by anyone who looks at the facts. How do they apply to patterns of library organization? Most of our present libraries were established in the days when it was not practical to try to serve people more than a few miles away. Communities which were too small in size or too scattered in their population to support a library went without one, because they were too far from a city with an established library to use its facilities. Other small communities feeling that they needed some kind of a library established as much of one as they could afford. Most medium and large sized cities built libraries of their own. Gradually, as more rapid transportation and communication became possible, some of the more populous and well-to-do counties established County Libraries. For the most part, however, the County Libraries operated separately from the independent city libraries which were already going concerns.

The present pattern of library administrative units is essentially that which originally developed. In a few instances, we have seen encouraging signs of cooperation between library units in the same area, and even a few cases of complete unification of facilities, but the large majority of all library units remain unchanged.

Findings of the A.L.A. study and the Public Library Inquiry, as well as the experience of those who have experimented with larger units indicate clearly that accomplishment of our main goal, providing adequate service to the entire population with the maximum efficiency, can only be achieved by first working toward large regional units of library administration. The study of present library facilities and needs in the State of Washington has convinced us that this principle applies in our State. Consequently, this study has been directed toward determining the kind of regional library units toward which we may work. However, before presenting our findings on the proposed regions, let us look at some of the facts about the present library facilities in the State of Washington.

PART II

LIBRARY FACILITIES IN WASHINGTON STATE

The people of the State of Washington fare somewhat better than the national average with respect to the availability of library services. In 1948, there were 117 public libraries¹ in the state serving areas which included 87.8 percent of the population. Thus, only 12.2 percent, or about one in eight, did not have library service available. Fourteen of the 39 counties had county libraries throughout the year. Since all of the larger cities and most of the smaller cities support a library, the vast majority of the unserved population live in the rural sections of the counties which did not have a county library. This situation has improved somewhat recently with the addition of inter-county library service in three more counties, making a total of 17 at the present. Since the service in the 3 new counties was not in operation throughout 1948, they do not appear in our statistics.

In describing our library facilities, however, we must go beyond mere

1. In addition, there are 13 club libraries, not supported by public funds, but open to the public. These have not been included in our statistical analysis since data on most of them are lacking or incomplete, and since, for the most part, they do not come up to the standards of a public-supported library.

number of libraries and percent of population living in areas served. There is tremendous variation in the adequacy of service which libraries in the state are able to give. The best single index of adequacy of service is size of library, as indicated by the amount of income which the library has available for purchasing reading material and hiring staff. Table I gives a breakdown of libraries by size of income and population served. Of the 117 library units, the four largest serve 43.1% of the state's population, while at the other end of the distribution, are 19 libraries with an income under \$500 which serve only 0.7% of the population. 58% of the population are served by the 9% of library units which have over \$50,000 per year, while 59% of the libraries with under \$5,000 per year, serve less than 6% of the population. All county libraries have over \$25,000 per year income, 6 are over \$50,000 and one over \$100,000.

Although we might point with pride to the fact that almost nine-tenths of our population is served by a public library system, the figures given in Table I do not allow us to be very optimistic about the kind of facilities that many have at hand. The Public Library Inquiry has estimated that an annual operating revenue of at least \$100,000 is necessary for a library which is to maintain the desirable standards of service given by our larger city libraries. We have seen that only four libraries serving 43% of the state population fall in this category.

Further analysis of the 1948 library statistics, comparing libraries in different income groups, reveals some interesting variations. Table II shows the average number of hours per week that city libraries of different sizes are open for service. As one would expect, the larger libraries are able to stay open longer hours, so their service is constantly available. Income limitations of the small library prevent the employment of sufficient staff to give that kind of service. The three city libraries in the income range over \$100,000 per year averaged 72.4 hours per week, those in the \$10,000 - \$25,000 range, 54.0 hours per week, while those under \$500 per year averaged only 5.7 hours per week

during which the public could obtain books. These figures are one indication of the way in which library service is correlated with size of library.

Table III presents the data on variations among different income-size libraries in the percentage of operating expenditures going for salary, for reading material, and for maintenance. County libraries spend a smaller proportion of their income for salaries than do city libraries of the same size, a slightly larger proportion of income goes into reading material, and a considerably larger proportion is spent for maintenance, due largely to their use of mobile equipment.

In general, as the size of city library increases, the percent of income spent for salaries increases and the percent spent for reading material decreases. Libraries with incomes over \$5,000 varied between 17.0% and 22.7% spent for books, binding, and periodicals, while libraries under \$5,000 were all over 30%. This emphasizes the important point so frequently made by proponents of the large unit library system, that the large library can effect savings in book purchases by preventing excessive duplications at the same time they are obtaining a larger spread of titles and increasing the number of staff available for personal service to the customer.

As for maintenance, proportional costs are slightly higher in the middle sized libraries than in the larger libraries, possibly due to ability of the larger library to make a more efficient utilization of space. Lowest proportional cost for maintenance is found in libraries under \$2500, due to the fact that they are open so few hours per week, that janitorial work is usually done by the part-time librarian or her staff assistant, and that space is frequently donated without payment of rent.

Tables IV and V show registration data by size of library. It should be noted that the reported information on number of registration is often not reliable. Some libraries have no expiration dates and others have not revised their files for sometime. There is no way of knowing whether this bias affects libraries of one size more than another, so comparative figures may be somewhat inaccurate.

Any bias, however, would be in the direction of over-registration, so these figures can be thought of as upper limits. The reported data given in Table IV indicates that the county librarians do not have as large a percent of their populations registered as do city libraries of the same size. This may be partly due to the more recent establishment of county library services, so that many potential patrons have not grown accustomed to its use, and also the evolution of branch and mobile-unit service is recent or incomplete in many county library systems.

According to the reported registrations, the smaller city libraries reach a larger percentage of their potential patrons than do the larger libraries. The largest percent of population registered is given for libraries in the \$2,500 - \$5,000 income group, with 46.8 percent. Except for libraries in the group under \$500, the smallest percent of population registered is 29.4 for the 3 city libraries over \$100,000. However, since registration is not a very good indication of library use, these figures must be interpreted in light of circulation data given below.

Table V shows the percentage of registrants in city libraries who were reported as adult and juvenile, in 1948. There appears to be a tendency for the smaller libraries to have a slightly larger percentage of juvenile registrants. This may be partly due to the more adequate public school libraries in the larger cities, whereas in the smaller cities, children need to use public library facilities.

Average circulation of different types, for libraries in the various size groups, is given in table VI. The county library, on the average, circulates a higher percentage of books to juveniles than do the urban libraries. This can be attributed largely to the use of school grounds as bookmobile stops, and the recency of establishment of the county library so that the adults do not have a tradition of library use to as great a degree. One could anticipate that the next generation, having been accustomed to the use of the library, might continue its use in larger numbers.

In the comparison of type of circulation for urban libraries, two significant differences may be noted. First, the percent of circulation which is to juveniles tends to be larger with increased size of library. Libraries over \$100,000 circulate 43.1% of their books to juveniles, and libraries between \$50,000 and \$100,000 are not far behind with 41.5%, while at the other extreme, libraries under \$1,000 circulate only slightly over 25% to this class of reader. The explanation for this difference can be found in the greater attention which the large library can place on its juvenile collection, in number of books made available, in space for reading and display, and possibly most important, in specialized staff to work with the juvenile collection. The larger libraries will have a full-time children's librarian who can keep up with latest materials available, manage the acquisition and display of materials, and aid young people in the selection of books appropriate to their age and interests. Only a large library can afford this specialization of staff which can give not only more service, but better service.

The second difference in circulation characteristics has to do with the percent of circulation which is adult non-fiction. In the three largest library income groups, over 40% of adult circulation is in the non-fiction category, the three middle income groups vary from 32 to 38% non-fiction adult circulation, and the libraries under \$2,500 average less than 20%. Again this gives an indication of the lack of specialization the smaller library can have. The small library has to concentrate its collection and staff efforts on the class of material which is least expensive to supply and in greatest demand, namely fiction. Fiction readers' demands are more general than demands of the non-fiction reader, who is much more likely to want a particular book on a particular subject. To take care of such needs requires a large and diversified collection which can be obtained only by the large library.

We saw earlier (Table IV) that the smaller libraries reported registration of larger percentage of potential library users than did the larger libraries. Looking at the figures for circulation per registered borrower, however, in Table

VII, we see that those who register in the larger library make more use of the library facilities. This is especially true for juvenile registrants who average 27.2 withdrawals per year in the largest three city libraries, and only 8 per year in the four libraries under \$500 which reported this data. Unfortunately county library circulation is not reported in the same detail as city circulation so we cannot make more extensive comparisons.

City libraries in the largest groups circulated almost as many non-fiction as fiction per registered adult borrower, while the ratio grows progressively smaller as size of library decreases. Adult fiction circulation per registered borrower is slightly higher in the smaller libraries, but the big difference between large and small libraries in non-fiction circulation results in an over-all greater circulation in the larger library. This may be taken to indicate that people are likely to make greater use of a larger library which has a wide range of titles to satisfy whatever reading interests they have. It must also be remembered that these figures do not include use of reference items within the library. Such data, if available, would undoubtedly show further advantages in patron service of a large library unit.

Table VIII shows how library units of different sizes have their book stock divided between adult and juvenile titles. There is very little difference among city libraries of different sizes in this respect. Roughly, they average about one-fourth of their collection in the juvenile category. By contrast, however, almost one half of the county library book stock is in juvenile titles.

An indication of the advantages of the large library in providing superior reference facilities is given in Table IX, which shows the average number of newspapers and periodicals taken by city libraries of various sizes. The largest city library in the state, the Seattle Public Library, took almost 200 different newspapers, and over 2000 periodicals, and the libraries over \$50,000 averaged well over 250 periodicals each. By contrast, libraries under \$5,000 averaged less than 15 periodicals. Newspapers and periodicals are only a part of the reference

material.

This summary of library data for Washington has emphasized differences between libraries of different sizes. This has been done because such a breakdown gives a more accurate picture of library facilities and operations. The statement that "almost 90% of the people in the State of Washington are served by a library" ignores the great variation in type of service they are able to obtain. As we pointed out earlier, only 43% of the population live in the areas served by libraries with an income base of \$100,000 or more, and 58 % live in library areas of over \$50,000.

Our objective for improving library service in the State of Washington should be not only to extend library facilities to the 12 % who are not now served by some library, but also to improve the facilities available to the large percent who at present receive only a minimum library service. To put it another way, we would like to make it possible for every citizen in the state to have access to a library system which was comparable with that of our largest city libraries. The following section outlines a proposed system of unified regional libraries which would make possible the accomplishment of this objective.

PART III

RECOMMENDATIONS FOR A REGIONAL LIBRARY SYSTEM

Analysis of nationwide library trends and particularly the examination of library facilities and needs in the State of Washington indicates clearly that the only practical way for all of the people in the state to have the advantages of a large library is to increase the area and population from which the library income is received, and over which it gives service. This larger unit library is usually called a regional library, since it covers an area larger than an incorporated city and may include a whole county or more than one complete county. Ideally, all the independent libraries in the area should participate in the regional library system. This participation may range from a degree of cooperation to complete financial and

administrative amalgamation, depending on the situation which exists. In general, it is advantageous to have as much integration as possible.

Advantages of the regional library are many. Briefly, it operates through a central library with a system of branches, stations, and frequently bookmobiles, depending on the size and density of population of the area. Administrative functions are centralized in the hands of specialized, professionally trained staff. The regional library can afford to purchase a much larger collection of the current books, including specialized items, less often used, which are out of reach of the small independent library. Its reference collection can also be very complete. A minimum reference collection can be maintained in the branches, with any reference available on short notice from the central library. More specialized volumes would also be readily available in the central library, whereas they are now available only through the State Library or the Bibliographic Center at the University of Washington. The branch libraries will have a "live" collection of books which rotate from branch to branch in accordance with demand. For the library user, this means a constant supply of different books, instead of a permanent collection of "dead" items, and quick access to a very large, complete collection of books and reference material. From the standpoint of operation and administration, this centralization of many library functions means greater efficiency and economy, a higher level of professional operation, and increased services to the public.

In establishing such a system of regional libraries there will be many obstacles, including complicated tax structure and the conservative forces of vested interests, but the advantages of such a system are becoming more apparent, and it is gaining increased support. In the past few months two regional libraries have been established in Washington, the Mason-Thurston Regional Library, and the Benton-Franklin (Mid-Columbia) Regional Library. Although neither of these have brought in all the incorporated cities in their region, they have made the big start. Several other areas are seriously considering the establishment of inter-county library-districts. A program for regional library development in this state would

necessarily have to be a long-range program. In any such long-range program, it is important to have an over-all plan toward which we can work in a coordinated and coherent manner.

It is for this purpose that we are proposing here a pattern for regional library development in the State of Washington. In making these proposals the following points have been considered:

1. Regions should follow county lines, because of the State laws governing areas of library administration, and for ease of taxation and area demarkation.
2. A large enough area should be included to provide revenue of at least \$100,000 per year. As a basis for estimating potential tax revenue, we have used the amount that would be obtained from a 2 mill tax on property valuation.
3. Regions should be organized in accordance with natural trading and economic areas, whenever possible.
4. A region should have a large urban center which is easily accessible to all parts of the region. Outlying branches and stations should be easily served from the regional center.
5. Existing library facilities should be utilized to the fullest, and expanded whenever necessary.
6. The general purpose of improving library efficiency and service is to be kept in mind. No community now supporting a library will receive less service, and the regional plan should insure for most communities an improved service.
7. Rural and urban communities which have common economic interests should be included together.
8. The objective should be to have the entire population within the region served by a single integrated regional library. In some regions, however, varying degrees of integration will be necessary.
9. Only the broad outlines of a regional library plan should be established in this way. Each region should work out the details of its own plan, in cooperation with the librarians in that region and the advice of the Washington State Library and other experts which it may wish to call in.

The following recommendations for regional combination are made in accordance with the principles outlined above. In some instances it will be difficult to establish an "ideal" region, and compromises have had to be made to take various factors into account. Tables X and XI in the Appendix present the data for all proposed regions, as referred to in the body of the report. The map on page 79 shows

the boundaries of the regions, as recommended, as well as the location of existing libraries.

Region I -- Clallam, Jefferson, and Kitsap Counties.

These three counties in combination could furnish only \$93,000, at 2 mills on current property valuation. Therefore, if they wish to have a regional library of the size proposed for other regions, all facilities in the three counties will need to be integrated into one system. It is recognized that present transportation facilities between Kitsap and the other two counties will make this a little more difficult than in many other regions, but the transportation problems are not impossible of solution, and there is a strong probability that transportation services will be improved considerably in the not-too-distant future.

Looking at the alternatives to such a combination, we see that Clallam and Jefferson Counties, together, could provide only \$41,000, on a 2-mill basis for a regional library, which is considerably below the minimum considered necessary for a thoroughly adequate library system. Kitsap County by itself would have \$52,000 at 2 mills. A higher rate of support last year brought their expenditures somewhat above this figure, but Bremerton has had a continuously declining population since hitting an inflated war-time peak, and the present rate of support throughout the county cannot be counted on to continue. For this reason, it is rather apparent that both of these areas would suffer from the limitation of their regional library to their own boundaries. Since neither area could join easily with any other, the only solution would appear to be to plan for the eventual integration into a tri-county regional library.

The present population of this region is about 110,000. At present allowable tax rates and property valuation, this region could provide only .85% per capita for library service. This is a low figure and emphasizes even more the need for taking advantages of the economies of an integrated regional library system in order to give the maximum per capita service. Integration would be facilitated by the fact that there are only 6 library units in the region, including county libra-

ries in Clallam and Kitsap Counties. These six libraries now cover 96.6% of the population of the region: 100% in Clallam County, 73% in Jefferson, and 98.4% in Kitsap. Consequently, with the exception of the rural portion of Jefferson County, a regional library would mean principally an integration of existing services. The concentration of population in and around Bremerton, and their larger building and staff, would probably make this the desirable location of the central administrative unit, in spite of its non-central geographic location. A large sub-center would have to be maintained in Port Angeles, and possibly another at Port Townsend, out of which the library extension services by way of branches, stations, and book-mobile to the rest of Clallam and Jefferson Counties would operate.

Region II -- Mason, Thurston, Lewis, Grays Harbor, and Pacific Counties

In this region, Mason and Thurston Counties have already formed an inter-county rural library district, and both Grays Harbor and Pacific Counties have a county library. However, the Mason-Thurston library can obtain only about \$33,000 per year from the unincorporated areas of the two counties, and \$60,000 if the entire two counties were formed into a single library system. Similarly, Lewis County as a whole would be able to make about \$65,000 available for library purposes on a 2-mill basis, while Grays Harbor and Pacific Counties combined would have about \$76,000, about the same as is spent by all library units in the two counties at present. None of these units is large enough by itself to meet the desired specifications for a region, and they could combine with each other more easily than with any other counties. A 2-mill levy on the total property valuation of the five-county region would be a little over \$200,000 to provide services for a population of 164,000. This is \$1.23 per capita which should be a sufficient rate of support for an integrated library system of this size.

In 1948, 82.1% of the people of this region lived in areas served by a library. (This will be increased by at least 5.1% in 1949 with the inclusion of rural Mason County, since the Mason-Thurston Regional Library was not established until the latter part of 1948, and consequently Mason County does not enter into

the above statistics as receiving library service for 1948). In 1949, there were 15 separate library units in the region, three of which were county libraries. These three libraries, serving 35% of the population, were in the \$25,000 to \$50,000 class. None of the city libraries were as large, in terms of annual income. Three city libraries, serving 30% of the population of the region, were in the \$10,000 to \$25,000 income group, five libraries, serving 15% were in the \$2,500 to \$10,000 group, and the other 4 libraries, with 3% of the population, were under \$2,500 in size.

The existence of county library service in four of these counties, as well as independent libraries in most cities should facilitate the organization of a regional library. The most desirable location for the regional headquarters would be Olympia, with sub-centers at either Aberdeen or Hoquiam, Raymond, and either Centralia or Chehalis. Each of these four cities could serve as the center for branches and stations in its area, and give bookmobile service. The transportation lines from each sub-center would not be any more extended than in present county-library operation, and still they would have further advantages of the large regional library. It should be noted that the "circuit route" connecting the four cities of Olympia, Aberdeen, Raymond, and Centralia is only 160 miles, an easy one-day trip, which would simplify the integration of this region.

Region III -- Wahkiakum, Cowlitz, Clark, Skamania, and Klickitat Counties

Although most of the incorporated cities in this region have a city library, Clark is the only County providing service to the rural population. All together, three-fourths of the population of the area are receiving some kind of library service. Of the 13 library units now operating in the region, only one, the Clark County Library, has over \$50,000 per year income, and serves 26% of the population of the region. Two library units, serving 33% of the regional population, are in the \$25,000 to \$50,000 class; one library which serves 3.5% of the population is in the \$10,000 to \$25,000 group; two libraries in the \$2500 to \$10,000 income group serve another 7% of the population in the region; and the remaining 7 libra-

the \$10,000 to \$25,000 class, one in the \$2,500 to \$10,000 group, and two in the group with less than \$2,500 annual income. If these smaller libraries were to be part of a large system the kind of service they could give would be immeasurably increased. Only 1.6% of the population of the county live outside the areas served by the six library units.

Region V -- King County

There are eight separate library units in King County offering service to all but one-tenth of one percent of the population of the county. Ninety-five percent of the people in the county live in areas served by the two largest libraries, the Seattle Public Library and the King County Library. The Seattle Public Library is the largest city library in the State. In addition, there is one library in the \$25,000 to \$50,000 annual income class, serving 2.4% of the county population, three libraries in the \$2,500 to \$10,000 group serving 2.1% and the other two libraries, serving .5% are under \$2,500 in annual income.

Although the County Library is large enough to operate as a separate library unit, the duplication of some administrative functions could be prevented if a regional library were formed, with the County Library serving as the "long arm" of the Seattle Public Library. Branch library and bookmobile service given by both could be effectively integrated. The six small libraries in the area should be integrated with the larger unit so they could receive service equal to that of the rest of the county.

A regional library which integrated all services in King County would have an annual revenue of close to a million dollars a year, if a 2-mill tax were levied on all property in the area. The entire 669,000 population of the county would have access to library facilities that would rank with the best in the nation.

Region VI -- Snohomish County

With a population of close to 100,000 and a potential annual income of a little over \$100,000 for the entire county from a 2-mill tax on property valuation, Snohomish County could maintain a single-county regional library of adequate size

if all library facilities in the county were integrated into a single system. At the present time 95% of the people in the county live in an area receiving service from one of the five library systems. Over 88% are served by either the Everett or County Library, both of which are in the annual income size over \$50,000. In addition, 3% are served by the library in the size group from \$2,500 to \$10,000, and 4% by the other two libraries which are under \$2,500 in annual income.

Since Everett is the headquarters for the Snohomish County Library as well as the largest independent city library, it would be the natural regional library center. Unification should not be too difficult in this area. There is already considerable cooperation between the Everett City Library and the County Library. If this cooperation were increased and formalized by contract, all that would remain would be for the three small independent city libraries to contract with the Regional Library, and serve as expanded branches, and for the small towns which are not now served to contract for service. This unification would improve the quality of service provided in all areas of the county without the expenditure of any additional funds.

Region VII -- Whatcom, Skagit, San Juan and Island Counties

The area included by Whatcom, Skagit, Island and San Juan Counties contains a population of 122,000. At the present time, only Whatcom County has a county library so just 43% of the unincorporated population of this area has library service. Of the incorporated population 96.6% are served by a library, in most instances a small independent library. This leaves 30% of the entire population of the area which does not receive any library service. Of the 13 independent libraries in the region, only one, the Bellingham Public Library, is in the income group of over \$50,000 per year. About 27% of the population of the region is living in Bellingham. In addition, Whatcom County Library, serving 22% of the regional population, is in the \$25,000 to \$50,000 group; there is one library in the \$10,000 to \$25,000 group; and there are two in the \$2,500 to \$10,000 income group. The remaining 8 out of the 13 libraries in the region are under \$2,500 in size, and serve only 6.8% of the population of the region.

A regional library could anticipate an annual revenue of approximately \$134,000, on a 2-mill basis, as compared with actual operating expenditures of existing independent libraries in 1948 of \$106,000. The additional \$28,000 would not only give library service to those areas not served at present, but would provide enough for an entirely adequate, integrated, regional library which could give the advantages of large-library service which most areas are now receiving. Bellingham would be the logical center of the regional library since it has the largest city in the area, and the Whatcom Library already has working relationships with the Bellingham City Library. Sub-centers in Mt. Vernon and Anacortes would probably be required as points out of which extension services would radiate.

Region VIII.-- Yakima and Kittitas Counties

In these two counties, there are now 10 library units, serving 91% of the population. There is one library in each of the income groups \$50,000 and over, \$25,000 to \$50,000, and \$10,000 to \$25,000. Four libraries are in the \$2,500 to \$10,000 class, and the other three are under \$2,500 in annual income.

In Yakima County, all but one half of one percent of the people live in areas receiving library service, but in Kittitas County less than half (48.2%) have access to library facilities. Of the three independent city libraries in Kittitas County, Ellensburg with a little over \$10,000 per year is by far the largest. There is no county library for the 11,000 rural population, and even if the entire county cooperated in a unified library system, they would only have \$37,000 per year on a 2-mill basis. For this reason, it is highly desirable for Kittitas County to join with Yakima County in the formation of a unified regional library. A regional library, combining the total area of both counties, would have about \$150,000 per year from a 2-mill levy on assessed property valuation.

The city of Yakima should be the center of this region. It is the largest city, most centrally located with reference to population, and has the largest city library in the region. It is also headquarters for the present Yakima County Library, and the county library organization, working in conjunction with the city

library, with which it now has good working arrangements, would be an ideal nucleus for a regional organization.

Branches, stations, and bookmobile routes in Yakima County would be handled out of Yakima as at present. A large sub-center would be required in Ellensburg, out of which branches in Kittitas County could be served. The relatively short distance (36 miles) between Yakima and Ellensburg should simplify the integration of operations in the two sections of this region.

Region IX -- Chelan, Okanogan, Ferry, Douglas, and Grant Counties

Chelan is the only county in this region now operating a county library. In the entire region, only 58% of the population live in areas which have library service available. However, 8 of the 11 libraries in the region are under \$2,500 in annual income, another is in the \$2,500 to \$10,000 class, one is in the \$10,000 to \$25,000 group, and only one, the Chelan County Library, is in the \$25,000 to \$50,000 group. This indicates that even of the 58% in the region who have library service available, the majority receive a badly sub-standard service in terms of the standards set up by the A.L.A. and the Public Library Inquiry. This comment is not intended to criticize the efforts now being made, but to point out that the only way in which adequate service can be established and maintained is for the entire region to integrate their efforts in a single unified library system. On a 2-mill basis this region would have close to \$150,000 annually for a regional library to serve a population of about 95,000.

Chelan, Okanogan, and Douglas Counties form the core of this region, which is geographically one of the least integrated in the state. With much of the population spread out thinly along river valleys, most of this region will have to be served by branches and stations located in trading centers. From the standpoint of accessibility, Ferry County fits better into this region than into any other. A branch in Republic, 40 miles from Tonasket, in Okanogan County, could serve as a distribution center for library stations in other trading centers in Ferry County.

Similarly, Grant County presents a problem due to dispersion of its population. The population distribution in this county and its lines of transportation fit it better into this region than into any other. A large branch in Ephrata could be used as a distribution center for other branches and stations in Grant County. This branch could be supplied directly from Wenatchee and could keep a semi-permanent collection which would be rotated among other branches and stations.

The center for the regional library would best be located in Wenatchee, due to its location as well as the existence of an operating County Library which could serve as a nucleus for the extension work throughout the region. Other sub-centers would probably be located at Chelan and Okanogan.

Region X -- Spokane, Lincoln, Adams, Stevens and Pend Oreille Counties

Library services now being offered in this proposed region vary tremendously from area to area. The three libraries in Spokane County, including the County Library, the large Spokane City Library, and another small library provide library service for about 98% of all county residents. However, none of the other counties in this region have been able to establish a county library, and many of the incorporated cities have no library facilities. In the four counties of Lincoln, Adams, Stevens, and Pend Oreille, only 26% of the population live in an area where there is any sort of library service. There is no publicly supported library in Pend Oreille, and eight of the ten libraries in the other three counties are under \$2,500 in annual income. The other two are in the \$2,500 to \$10,000 class. With a population in this scattered area of less than 50,000, their only means of providing adequate library service is to combine with Spokane in a regional library. Similarly, the unincorporated portion of Spokane County could use to good advantage the support which it would receive by being part of a regional library.

It is recommended that Spokane be the center for this regional library. Its location as well as present resources and administrative organization would give the core for a regional organization. The Spokane County Library could be the nucleus for extension services in the region, charged with the integration of branch

operations.

It would be desirable, due to the large area covered by this region, to have sub-centers in places like Ritzville, Davenport, and Colville. These sub-centers would facilitate the extension services to other branches and stations in their vicinity.

A regional library which integrated all areas in this region would have a large enough base to bring "big City" library service to all residents of the area. A 2-mill tax on the entire area would provide over \$400,000 a year for library service to its population of about 350,000.

Region XI -- Whitman, Garfield, and Asotin Counties

Whitman County now has a county library which could become the nucleus for a regional library. Only 5.4% of the incorporated population of this county live in cities which have no library. In Asotin and Garfield Counties all incorporated cities have independent libraries but neither has a county library. All together, 83% of the population of these three counties live in areas giving public library service. However, only one of the eight libraries, the Whitman County Library, in the tri-county region, has over \$25,000 in annual income. Three others are in the \$2,500 to \$10,000 group and the remaining four receive less than \$2,500 per year. By contrast, a regional library which combined all services in the area would have an annual income of about \$110,000, on a 2-mill levy basis. This would provide for a considerable expansion of services to all sections of the region.

A regional library for these three counties could be fairly easily integrated by formation of an inter-county rural library district, administered from present headquarters of the Whitman County Library, with branches in incorporated cities now possessing libraries. These cities would contract with the inter-county rural library district to be a part of the larger library system, and would also serve as distribution centers for adjacent rural population.

Region XII -- Benton, Franklin, Walla Walla, and Columbia Counties

In this region Benton and Franklin Counties have already formed an inter-county rural library district, but neither Walla Walla nor Columbia Counties give rural library service. Most of the incorporated areas have established libraries. In total, 86%¹ of the population of this region has some kind of public library service available. As an integrated region, it would have an annual revenue of about \$140,000 on a 2-mill levy.

The center for this region, for centralized administrative functions, could be either in Walla Walla or in the Kennewick-Pasco area. The nature of population distribution in this region is such that which ever one was selected as the center, the other would need to be a large sub-center, with extension service to branches, stations, and via bookmobile which could radiate out from each. The distance between the center and sub-center would be short enough so that the fluid book collection could be shifted from one to the other, giving all persons in the region access to a larger, more diversified collection, as well as a more complete reference collection.

1. This figure does not appear in the tables showing data for 1948, since Benton and Franklin did not establish an inter-county library until the close of 1948.

PART IV

LIBRARY LAWS RELATING TO COUNTY, INTER-COUNTY AND REGIONAL LIBRARIES

(Prepared by Washington State Librarian).

LIBRARY POLICY OF STATE: It is hereby declared to be the policy of the state, as a part of its provision for public education, to promote the establishment and development of public library service throughout its various subdivisions. (L. '35, Ch. 119, Sec. 1.)

DEFINITIONS: As used in this act, unless the context requires a different meaning (1) "governmental unit" means any county, city, town, rural county library district, inter-county rural library district, or school district, except a union highschool district; (2) "legislative body" means the body authorized to determine the amount of taxes to be levied in a governmental unit; in rural county library districts and in inter-county rural library districts the legislative body shall be the Board of Library Trustees of the district; (3) "library" means a free public library supported in whole or in part with money derived from taxation; and (4) "regional library" means a free public library maintained by two or more counties or other governmental units; and (5) "rural county library district" means a library serving all the area of a county not included within the area of incorporated cities and towns; and (6) "inter-county rural library district" means a municipal corporation organized to provide library service for all areas outside of incorporated cities and towns within two or more counties. (L. '47, Ch. 75, Sec. 10.)

ESTABLISHMENT OF LIBRARY--POWER: Any governmental unit has power to establish and maintain a library, either by itself or in cooperation with one or more other governmental units. (L. '41, Ch. 65, Sec. 2; L. '35, Ch. 119, Sec. 3)

Inter-county rural library districts may be established to provide throughout several counties free public library service similar to that provided within a single county by a rural county library district. (L. '47, Ch. 75, Sec. 1.)

ESTABLISHMENT OF INTER-COUNTY RURAL LIBRARY--METHOD: An inter-county rural library district shall be established by joint action of two or more counties proceeding by either of the following alternative methods:

(a) The Boards of County Commissioners of any two or more counties shall adopt identical resolutions proposing the formation of such a district to include all of the areas outside of incorporated cities or towns in such counties as may be designated in such resolutions. In lieu of such resolutions a petition of like purport signed by ten (10) per cent of the registered voters residing outside of incorporated cities or towns of a county, may be filed with the County Auditor thereof, and shall have the same effect as a resolution. Action to initiate the formation of such a district shall become ineffective in any county if corresponding action is not completed within one year thereafter by each other county included in such proposal. When such action has been taken in each of the counties involved, at the next general or special election held in the respective counties there shall be submitted to the voters in the areas outside of incorporated cities and towns a question as to whether an inter-county rural library district shall be established as outlined in the resolutions or petitions. If a majority of the electors voting on the proposition in each of the counties affected shall vote in favor of such district it shall thereby become established.

(b) The County Commissioners of two or more counties meeting in joint session attended by a majority of the County Commissioners of each county may, by majority vote of those present, order the establishment of an inter-county

rural library district to include all of the area outside of incorporated cities and towns in as many of the counties represented at such joint meeting as shall be determined by resolution of such joint meeting. No county, however, shall be included in such district if a majority of its County Commissioners vote against its inclusion in such district. (L. '47, Ch. 75, Sec. 2.)

An existing rural county library district may be expanded into an inter-county rural library district or an established inter-county rural library district may be expanded to include additional counties by joint action of all counties included in the proposed expanded district taken in the same manner as prescribed for the initiation of an inter-county rural library district. (L. '47, Ch. 75, Sec. 3.)

All property, assets, and liabilities of pre-existing rural county library districts within the area included in an inter-county rural library district shall pass to and be assumed by an inter-county rural library district. (L. '47, Ch. 75, Sec. 4.)

ESTABLISHMENTS OF REGIONAL LIBRARY--METHOD: Two (2) or more counties, or other governmental units, by action of their legislative bodies, may join in establishing and maintaining a regional library under the terms of a contract to which all will agree. The expenses of the regional library shall be apportioned between or among the contracting parties concerned on such basis as shall be agreed upon in the contract. The treasurer of one of the governmental units, as shall be provided in the contract, shall have the custody of funds of the regional library; and the treasurers of the other governmental units concerned shall transfer quarterly to him all moneys collected for free public library purposes in their respective governmental units. If the legislative body of any governmental unit decides to withdraw from a regional library contract, the governmental unit withdrawing shall be entitled to a division of the property on the basis of its contributions. (L. '41, Ch. 65, Sec. 5; L. '35, Ch. 119, Sec. 5.)

ESTABLISHMENT OF RURAL COUNTY LIBRARY--METHOD: Rural County Library Districts are hereby authorized for the purpose of giving free public library service to their residents. Such districts shall include all areas of the county outside incorporated cities and towns. A rural county library district may be established by a majority vote of the people voting on the proposition in the district. The procedure for the establishment of such a Rural County Library District shall be as follows: (1) petitions signed by at least ten (10) per cent of the registered voters of the county, outside of the area of incorporated cities and towns, asking that the question: "Shall a Rural County Library District be established?" shall be filed with the Board of County Commissioners. (2) The Board of County Commissioners after having determined that the petition was signed by the requisite number of qualified petitioners, shall place the proposition for the establishment of a Rural County Library District on the ballot for the vote of the people of the county, outside incorporated cities and towns, at the next succeeding general or special election. (3) If a majority of the electors voting on the proposition vote in favor of the establishment of a Rural County Library District, the Board of County Commissioners shall forthwith declare it established. After the Board of County Commissioners has declared a Rural County Library District established, it shall appoint a Board of Library Trustees as is provided in section 8 hereof and provide funds for the establishment and maintenance of library service for the district by making a tax levy on the property in the district of not more than two (2) mills per annum sufficient for the library service as is required by the budget submitted to the Board of County Commissioners by the Board of Library Trustees. Such levies shall be

a part of the general tax roll and shall be collected as a part of the general taxes against the property in the district. The Board of Library Trustees of the district shall have authority to contract indebtedness and evidence the same by the issuance and sale at par plus accrued interest not exceeding six per cent (6%) per annum of coupon warrants of the district in such form as the Board of Library Trustees shall determine, and the same may be issued in advance of the tax levy. Such warrants, signed by the chairman and the secretary of the Board of Library Trustees, shall be payable at such time or times as the Board of Library Trustees shall provide not longer than six (6) years from the date thereof. Such coupon warrants shall be payable to bearer, shall have interest coupons attached providing for the payment of interest semi-annually on the first day of January and of July, and the issuance thereof shall be recorded in the office of the County Treasurer in a book kept for that purpose. All outstanding district warrants of every kind shall outlaw and become void after six (6) years from the maturity date thereof where money shall be available in the proper fund of the district within that time for their payment. At no time shall the total indebtedness of the district exceed an amount that could be raised by a two (2) mill levy on the then existing valuation of the property of the district. It shall be the duty of the County Treasurer of the county in which any Rural County Library District is created under this act to receive and disburse all district revenues and to collect all taxes levied under this act.

A Rural County Library District shall be a public corporation with such powers as are necessary to carry out its functions and for taxation purposes shall have the power vested in municipal corporations for such purposes.

CONTRACT SERVICE: Instead of establishing or maintaining an independent library, the legislative body of any governmental unit authorized to maintain a library shall have the power to contract to receive library service from an existing library, the board of trustees of which shall have reciprocal power to contract to render the service with the consent of the legislative body of its governmental unit. Such a contract shall require that the existing library perform all the functions of a library within the governmental unit wanting service. In like manner a legislative body may contract for library service from a library not owned by a public corporation but maintained for free public use: Provided, That such a library be subject to inspection by the state librarian and be certified by him as maintaining a proper standard. Any school district may contract for school library service from any existing library, such service to be paid for from funds available to the school district for library purposes. (L. '41, Ch. 65, Sec. 6; L. '35, Ch. 119, Sec 7.)

BOARD OF TRUSTEES--APPOINTMENT: The management and control of a library shall be vested in a board of five (5) trustees. In cities and towns the trustees shall be appointed by the mayor with the consent of the legislative body. In counties and rural county library districts they shall be appointed by the Board of County Commissioners. In a regional library district they shall be appointed by the joint action of the legislative bodies concerned. In inter-county rural library districts they shall be appointed by the joint action of the Boards of County Commissioners of each of the counties included in a district. In school districts they shall be elected by the voters in the manner in which school directors are elected. The first appointments or elections shall be for terms of one (1), two (2), three (3), four (4), and five (5) years respectively, and thereafter a trustee shall be appointed or elected annually to serve for five (5) years. Vacancies shall be filled for unexpired terms as soon as possible in the manner in which members of the Board are regularly chosen: Provided, that where the library is a school district public library, the remaining members of the Board of Trustees shall fill such vacancies by appointment, for terms to expire

at the next regular election of library trustees. A library trustee shall not receive a salary or other compensation for services as trustee, but necessary expenses actually incurred shall be paid from the library funds. A library trustee in the case of a city or town may be removed only by vote of the legislative body. A library trustee of a school district public library may be removed only by a majority vote of the other trustees. A trustee of a county library or a rural county library district library may be removed by the County Commissioners after a public hearing upon a written complaint stating the ground for removal, which complaint, with a notice of the time and place of hearing, shall have been served upon the trustee at least fifteen (15) days before the hearing. A trustee of an inter-county rural library district may be removed by the joint action of the Board of County Commissioners of the counties involved in the same manner as provided herein for the removal of a trustee of a county library. (L. '47, Ch. 75, Sec. 12.)

Immediately following the establishment of an inter-county rural library district the Boards of County Commissioners of the counties affected shall jointly appoint a board of five trustees for the district in accordance with section 8 of chapter 119, Laws of 1935, as amended. The Board of Trustees shall appoint a librarian for the district. (L. '47, Ch. 75, Sec. 5.)

BOARD OF TRUSTEES--ORGANIZATION, POWERS AND DUTIES: The trustees, immediately after their appointment or election, shall meet and organize by the election of such officers as they deem necessary. They shall (1) adopt such by-laws, rules, and regulations for their own guidance and for the government of the library as they deem expedient; (2) have the supervision, care, and custody of all property of the library, including the rooms or buildings constructed, leased, or set apart therefor; (3) employ a librarian, and upon his recommendation employ such other assistants as may be necessary, all in accordance with the provisions of section 11 of this act, prescribe their duties, fix their compensation, and remove them for cause; (4) submit annually to the legislative body a budget containing estimates in detail of the amount of money necessary for the library for the ensuing year; except that in a rural county library district the board of library trustees shall prepare its budget, certify the same and deliver it to the board of county commissioners in ample time for it to make the tax levies for the purpose of the district; (5) have exclusive control of the finances of the library; (6) accept such gifts of money or property for library purposes as they deem expedient; (7) lease or purchase land for library building; (8) lease, purchase, or erect an appropriate building or buildings for library purposes, and acquire such other property as may be needed therefor; (9) purchase books, periodicals, maps, and supplies for the library; and (10) do all other acts necessary for the orderly and efficient management and control of the library. (L. '41, Ch. 65, Sec. 8; L. '35, Ch. 119, Sec. 9.)

The Board of Trustees of an inter-county rural library district may adopt a name by which the district shall be known and under which it shall transact all of its business. (L. '47, Ch. 75, Sec. 6.)

Except as otherwise specifically provided inter-county rural library districts and the trustees thereof shall have the same powers as are prescribed by section 4a, chapter 119, Laws of 1935, as amended by section 1, chapter 251, Laws of 1943, for rural county library districts and shall follow the same procedures and be subject to the same limitations as are provided therein with respect to contracting of indebtedness. (L. '47, Ch. 75, Sec. 9.)

SUPPORT--REGIONAL AND RURAL COUNTY LIBRARIES: After a library shall have been established or library service contracted for, the legislative body of the governmental unit for which the library was established or the service engaged,

shall appropriate money annually for the support of the library.....All funds for the library, whether derived from taxation or otherwise, shall be in the custody of the treasurer of the governmental unit, and shall be designated by him in some manner for identification, and shall not be used for any but library purposes. The board of trustees shall have the exclusive control of expenditures for library purposes subject to any examination of accounts required by the state and money shall be paid for library purposes only upon vouchers of the board of trustees, without further audit. The board shall not make expenditures or incur indebtedness in any year in excess of the amount of money appropriated and/or available for library purposes. (L. '41, Ch. 65, Sec. 9; L. '39, Ch. 108, Sec. 3; L. '35, Ch. 119, Sec. 10.)

Funds for the establishment and maintenance of the library service of the (inter-county library) district shall be provided by the Boards of County Commissioners of the respective counties by means of an annual tax levy on the property in the district of not more than two (2) mills per annum. The tax levy in the several counties shall be at a uniform rate and shall be based on a budget to be compiled by the Board of Trustees of the inter-county rural library district who shall determine the uniform tax rate necessary and certify their determination to the respective Boards of County Commissioners. (L. '47, Ch. 75, Sec. 7,)

The Board of Trustees of an inter-county rural library district shall designate the County Treasurer of one of the counties included in the district to act as treasurer for the district. All moneys raised for the district by taxation within the participating counties or received by the district from any other sources shall be paid over to him, and he shall disburse the funds of the district upon warrants drawn thereon by the auditor of the county to which he belongs pursuant to vouchers approved by the trustees of the district. (L. '47, Ch. 75, Sec. 8.)

BUDGETING FOR THE ACCUMULATION OF FUNDS: The trustees of any rural county library district or any inter-county rural library district may include in the annual budget of such district an item for the accumulation during such year of a specified sum of money to be expended in a future year for the acquisition, enlargement or improvement of real or personal property for library purposes. (L. '47, Ch. 22, Sec. 1.)

CERTIFICATION: After January 1, 1937, a library serving a community having over four thousand (4,000) population shall not have in its employ, in the position of librarian or in any other full-time professional library position, a person who does not hold a librarian's certificate issued by the board.

A full-time professional library position, as intended by this section, is one that requires, in the opinion of the state board for the certification of librarians, a knowledge of books and of library technique equivalent to that required for graduation from an accredited library school.

The provisions in this section shall apply to every library serving a community having over four thousand (4,000) population and to every library operated by the state or under its authority, including libraries of institutions of higher learning: Provided, That nothing in this section shall apply to the state law library or to county law libraries. (L. '35, Ch. 119, Sec. 11, paragraphs 5, 6, and 7.)

PART V

METHODS OF ESTABLISHING A REGIONAL LIBRARY AND LIBRARY CONTRACTS

Prepared by Helen Johns, University of Washington Library

A. How to obtain an Inter-County Library in Washington.

The two methods by which an inter-county library district may be organized are:

1. Joint resolution of the county commissioners of each of the counties involved;
2. Vote of the people
 - a. County commissioners may adopt resolutions to place the question on the ballot at the next general or special election; or
 - b. Citizens may petition to place the question on the ballot at the next general or special election. (L. '47, Ch. 75, Sec. 2)

Procedure

Assemble interested persons to discuss the desirability and the means of securing inter-county rural library services.

Organize a committee of citizens representing the area to be included in the library district. This Committee should select as Chairman the person most likely to follow through to the establishment of the library. Next, the Committee should decide on one of the methods of organization.

Method I

Let us suppose that the Committee has chosen the first method of organization. From this point on the effort should be to give ample evidence to the county commissioners that the people desire them to take action on the formation of an inter-county library district.

Interest the Commissioners

The Committee should meet with committees from each county in the proposed

area to make plans for interesting the commissioners. They should be prepared to tell what rural library service would do for the people in their counties, and what it is already doing in other counties in Washington and in other states. They should also know that the people in their counties are being told of the value of library service. It is very important that the committee members have the interest, confidence and cooperation of the county commissioners. This is not only a courtesy, but a "must" inasmuch as the county commissioners are the governing bodies of the counties and will have specific responsibilities in establishing an inter-county rural library.

Set the Date

The date should be set for the final request that an inter-county rural library district be established by joint action of the county commissioners. This action should take place before March 1st of any year in order to comply with the provisions of the law (Ch. 65, L. '49) governing organization of special districts for taxing purposes.

Inform the People

The story should be told through newspapers, radio and by word of mouth. As editorial support is helpful, the publishers of newspapers and the managers of radio stations should be visited by Committee members. All the newspapers should receive releases of news, and if possible at the same time. No favoritism should be shown toward the main news organ of each county. Interviews, planned programs and "spot announcements" may be used on the radio.

Minute Men

Club program chairmen may be asked to include talks, movies and panel discussions in their meetings. Board members and librarians of neighboring rural library districts may be invited to appear before interested groups to explain how the service operates, and to answer questions. However, all publicity is pointed up and emphasized when an individual has had the library program explain-

ed to him personally. Person-to-person contact is the most important type of promotion.

Visit Established Rural Libraries

The committee members and other citizens might visit neighboring areas with rural libraries. Seventeen (as of 1949) counties have library service by branch, station and direct mail. Thirteen of the seventeen give bookmobile service too. The single county libraries are: Chelan, Clallam, Clark, Grays Harbor, King, Kitsap, Pacific, Pierce, Snohomish, Spokane, Whatcom, Whitman and Yakima. The two inter-county libraries are: The Regional Public Library of Thurston and Mason Counties and Olympia, and Mid-Columbia, which includes Benton and Franklin Counties and Kennewick.

Circulate Petitions

To be assured of the support of individuals and to give county commissioners evidence of that support, petitions should be prepared and circulated. Remember that the county commissioners represent the people, and they will take action only when the majority of the people have shown sufficient evidence of their approval.

Collect Petitions

These petitions should be presented to the commissioners in plenty of time for them to study the proposed services thoroughly before the date set for final action.

Each county committee should arrange a date to present the signatures to the commissioners, and one member of the committee should be responsible for collecting them several days in advance of that date. A representative group should be present to express interest in the program and to answer questions.

Joint County Commissioners' Meeting.

On the date previously set, the Boards of County Commissioners of counties to be included in the proposed library district must meet in joint session to

take formal action. A majority of the commissioners of each county must be present, and they must cast a majority vote to order the establishment of the inter-county library district. Also, a majority of the commissioners of a county must vote in favor, or the county is not included. This is done by resolution. (Sample attached)

The Committee should then request the Commissioners to appoint the library board of five trustees for the entire district.

Librarian

When the Board of Trustees meet they must, according to the law, appoint a professional librarian. Actual book service will follow as soon as a book collection is acquired and made ready for use.

Money for Establishment

When formal organization of the district has been completed, the district library board is then ready and eligible to make application for an establishment grant-in-aid from the State Library Commission to help finance the first year of operation. Application for this grant should be made prior to March first of a given year.

Method II-(a)

If the County Commissioners do not want to take the responsibility of forming the Inter-County district by joint action, they may pass resolutions to place the question on the ballot at the next general or special election. In that case, an active educational campaign similar to the one outlined for Method I should be carried on to interest the voters.

METHOD II - (b)

The CITIZEN PETITION METHOD may be followed if the commissioners fail to act as outlined in Methods I or II - (a), or if the Committee prefers this method.

Petition forms for signing should be prepared and distributed to the committee members and all other persons willing to help. The proposition should be explained to people either individually or in groups, and their signatures requested.

A check should be made to ascertain the number of registered voters in each of the counties concerned. Ten percent (plus an additional $3\frac{1}{3}\%$, a total of $13\frac{1}{3}\%$, to allow for signatures found to be void), is necessary to place the question on the ballot. Of course, it is desirable to obtain more signatures than the required number.

One person should be responsible for collecting the petitions before the filing date deadline, and seeing that they are filed. It would be well to plan to be ready a month early for unexpected emergencies. A campaign, carried on simultaneously with the obtaining of signatures, should include all the educational devices mentioned in Method I, with special emphasis on a visit to the County Commissioners to explain the proposal.

FILING OF PETITIONS

With the filing of petitions, the first major step has been accomplished. At this time, a group should present them to the commissioners and be ready to answer any questions that may arise.

The second step is a check to ascertain whether the required number of signatures is found to be valid. If so, the question will be on the ballot in November.

The third step is a continuous educational campaign along the lines outlined for Method I. All areas should be reached during September and October, with particular emphasis given to those areas where response has been slow, or even negative to the petition, or perhaps where a committee member has failed to be active. The committee should find out where and how the question will appear on the ballot. As soon as available, sample ballots should be obtained and distributed. In case the library question is to be printed on a separate

ballot, the committee members should satisfy themselves a few days before election that all precincts in rural areas have the separate ballots.

When the measure has been passed, the committee should then request the commissioners to take immediate action in appointing the library board. The Board will appoint a professional librarian and work can begin. Actual book service will follow as soon as a book collection is acquired, and made ready.

When the Library District has been formally organized, it will be eligible to make application for an establishment grant-in-aid from the State Library Commission to help finance the first year of operation. As mentioned under Method I, application should be made prior the end of the biennium. This is necessary because after the November election it will be too late to levy the tax for the first year.

SAMPLE RESOLUTION FORM

BEFORE THE BOARD OF COUNTY COMMISSIONERS

OF _____ COUNTY, _____ COUNTY, AND _____ COUNTY

In the Matter of)

THE ESTABLISHMENT OF)
AN INTER-COUNTY RURAL)
LIBRARY DISTRICT)

R E S O L U T I O N

WHEREAS, There are no rural county libraries in the
counties of _____ and _____, and

WHEREAS, There is a need for free public library
service in the counties of _____ and _____,
now therefore

BE IT RESOLVED That under and pursuant to the session laws of
the State of Washington, chapter 75, Laws of 1947, that there be estab-
lished an inter-county rural library district which shall include all
the area outside the incorporated cities and towns in _____,
_____, and _____ counties.

The foregoing resolution was introduced, voted upon and
carried this _____ day of _____, 1949.

BOARD OF COUNTY COMMISSIONERS
OF _____ COUNTY

BOARD OF COUNTY COMMISSIONERS
OF _____ COUNTY

Note to Committee:

Be sure to remember to include
all of the counties which are to
be part of the inter-county rural
library district. If the inter-
county district is to include a county
or counties with already established rural
library service, those counties are included
in the "BE IT RESOLVED" paragraph but not in
the first two "WHEREAS" paragraphs.

BOARD OF COUNTY COMMISSIONERS
OF _____ COUNTY

SAMPLE PETITION FORM

WE, THE UNDERSIGNED, PETITION THE COUNTY COMMISSIONERS OF _____ COUNTY TO ENTER INTO A JOINT RESOLUTION WITH THE COUNTY COMMISSIONERS OF _____ AND _____ COUNTIES, TO FORM AN INTER-COUNTY RURAL LIBRARY DISTRICT.

If such district is not formed by resolution, this petition shall have the effect of requiring that the following question shall be submitted to the voters in the unincorporated areas of _____ County, at the next general or special election:

"Shall an inter-county rural library district be established comprising the unincorporated areas of _____ and _____ Counties, with the understanding that the county commissioners will then join with _____ County to form a single inter-county rural library district.

Respectively submitted,

(NOTE TO THE COMMITTEE)

Remember to name all the counties which will form the inter-county rural library district in the first paragraph. However, remember to list only the counties without library districts in the question which is to appear on the ballot.

B. Contracts.

Both general law and library law permit a greater use of contracts than has been made to extend and improve library service and to obtain better value for the money spent. "Librarians as a whole follow too closely the letter of the law. Ingenious interpretation of existing laws might provide for the extension of library service in many instances.¹"

If the need exists to establish contractual relationships between county and city, between city and county, between county and school districts, or between rural library districts, the following suggestions may prove helpful.

BASIC CONSIDERATIONS GOVERNING LIBRARY CONTRACTS IN WASHINGTON.

Good will should be present among the contracting parties. A desire to work together for good library service for all the people, both adults and children, will help to make small differences even smaller, and find common ground in the larger issues. The contract may include assurances of good faith and the will of all parties to provide the same quality of service for all.

The advantages to each of the contracting parties should be plainly expressed. Some of these are: complete coverage, superior book collections with reduced duplication, convenience, centralized supervision and purchase of supplies; expert supervision and management, thrifty use of available resources.

Whenever possible, exchange of services is more desirable than cash payment for services. For instance, a county library might give bookmobile service to out-lying residents of a city in exchange for recognition by the city library of library cards held by county library borrowers. Books and book funds could be pooled, with suitable identification, to be drawn upon equally by both parties. Book processing services, such as cataloging, buying, and

1. Carleton B. Joeckel and Amy Winslow, A-National Plan for Public Library Service, American Library Association, 1948, pp. 165. See also "Cooperation Among Independent and Affiliated Libraries," in "Reaching Readers," edited by Carleton B. Joeckel, University of California Press, 1949, pp. 88-104.

plating, could be jointly supported.

All possible details of operation should be omitted from contracts. When a progressive step needs to be taken, such specifically binding provisions sometimes hinder development.

The authority of the ADMINISTRATIVE LIBRARIAN should be clearly established and his salary adjusted to compensate for the increased responsibility.

CONTRACT NUMBER I (Sample)

CITY OR TOWN CONTRACTING WITH RURAL COUNTY LIBRARY DISTRICT

For the mutual benefit of all, and in order to give the best library service to the greatest number at the least cost, by making it convenient to use library books and other material, by making the most economical use of available funds, centralizing administration and the purchasing of supplies, and avoiding duplication of the book collection, this agreement entered into this _____ day of _____ A.D. 19 _____ by the Board of Library Trustees of the Rural County Library District of _____ County, hereinafter called the Board, and the City of _____, hereinafter called the City, witnesseth:

The Board agrees, according to the provision of Section 7 of Chapter 119, Laws of Washington, 1935, as amended, that it shall render full library service to the City; and in pursuance thereof, the residents of said City are hereby entitled to the same library privileges as are provided for the residents of said Rural County Library District of _____ County under the provisions of the library law as found in Chapter 119, Laws of 1935, and laws amendatory thereof and supplemental thereto.

In consideration of the foregoing agreement on the part of said Board, the said City hereby agrees to pay into the Rural County Library District Fund of said county of _____ on or before the _____ day of each year for library service from _____ to _____ the sum of money equal to the millage levied for rural county library district purposes, multiplied by the assessed valuation of property within the corporate limits of said City, in accordance with the assessment last made prior to the date of said payment and as certified to the City by the County Assessor.

It is agreed that the said City shall provide and maintain suitable quarters for the library, and shall provide satisfactory heat, light and janitor services without cost to the Board.

The Board will furnish needed library supplies and professional direction. It will employ a person to serve as local librarian and other assistance as needed, and will pay the necessary salaries. The person or persons so employed will be responsible to the Board. Books will be allocated and regulation established by the Board.

Library service offered under this contract will be available to residents of the _____ County Rural Library District on the same terms as to the residents of _____ since it is through the pooling of the city funds with those of the surrounding area that this contract is made possible.

This agreement shall be in full force and effect on the day of its execution and until the same shall be terminated. It may be terminated at the end of any fiscal year by either party giving written notice so to do at least ninety (90) days prior to the end of the fiscal year, except that both parties agree that it shall remain in force for a period of at least three years.

In witness WHEREOF the said Board and the said City have caused these presents to be duly executed by their respective officers on the day and year in this agreement first above written.

CHAIRMAN

SECRETARY

MAYOR

CLERK

Contract Number 2

SAMPLE CONTRACT FOR RURAL COUNTY LIBRARY DISTRICT CONTRACTING WITH A CITY

For the mutual benefit of all, and in order to give the best library service to the greatest number at the least cost, by making it convenient to use library books and other material, by making the most economical use of available funds, centralizing administration and the purchasing of supplies, and avoiding duplication of the book collection, this agreement entered into this _____ day of _____ A.D. _____ by the Board of Library Trustees of the City of _____, Washington, hereinafter called the City and the Board of Trustees of the Rural County Library District of _____ County, hereinafter called the Board, witnesseth:

The City agrees, according to the provision of Section 7 of Chapter 119, Laws of Washington, 1935, that it shall render full library service to residents of unincorporated rural areas of the county; and in pursuance thereof, the rural residents of said county are hereby entitled to the same library privileges as are provided for residents of said City, under (L. '35, Ch. 119, Sec. 7 as amended by L. '41, Ch. 65, Sec. 6.).

The City Library shall be the Headquarters of the county (or inter-county) rural library service, with the city librarian as administrative officer of both the city and county libraries. The Rural County Library District service shall be operated as an extension branch of the City Library.

In consideration of the foregoing agreement on the part of the said City, the Board hereby agrees to pay on the _____ day of each year, to the Treasurer of the City of _____:

ALTERNATE PROVISIONS

a. The sum of money equal to the millage levied for city library purposes, multiplied by the assessed valuation of property within the unincorporated limits of said county, or

b. The sum of \$ _____

This agreement shall be in full force and effect on the day of its execution and until the same shall be terminated. It may be terminated at the end of any fiscal year by either party giving written notice so to do at least ninety (90) days prior to the end of the fiscal year, except that both parties agree that it shall remain in force for a period of at least three years.

IN WITNESS WHEREOF the said Board and the said City have caused these presents be duly executed by their respective officers on the day and year in this agreement first above written.

CHAIRMAN

MAYOR

SECRETARY

CLERK

Contract Number 3

SAMPLE AGREEMENT FOR MERGING OF CITY LIBRARY AND COUNTY LIBRARY DISTRICT LIBRARY UNDER ONE LIBRARY BOARD OF TRUSTEES

A G R E E M E N T

This agreement made on the date last hereinafter written between the City of _____, Washington, hereinafter referred to as the City; _____ County, Washington, hereinafter referred to as the County; and _____ County Rural Library District, hereinafter referred to as the District, witnesseth:

WHEREAS, the City and the District are each maintaining free public library establishments and the parties are desirous of combining their library activities to the end that a better and more efficient library service may be attained thereby and the County is willing to cooperate in the attainment of this end, in consideration of the mutual undertakings hereinafter set out, it is agreed.

1. That the City and the District shall immediately pool their library facilities into a regional library to be known as _____ Regional Library which shall be operated by a board of five trustees to be appointed by joint action of the city council and board of county commissioners of the City and County, respectively. The commissioners of the County and the council of the City shall, whenever vacancies occur on either the City Library Board or the Rural County Library District Board, fill such vacancies by the appointment of persons who are members of the board of the regional library to the end that the personnel of the respective boards shall become identical. The first board of the regional library shall consist of the following persons:

- Term expiring December, 1950 _____
- Term expiring December, 1951 _____
- Term expiring December, 1952 _____
- Term expiring December, 1953 _____
- Term expiring December, 1954 _____

The City and the County will agree upon future representatives upon the board.

2. The District shall contribute annually to the regional library the proceeds of a two mill levy and the City shall contribute annually in four equal

(contract 3 con't)

installments the proceeds of a levy of two and one-half mills. All funds of the regional library shall be in the custody of the treasurer of _____ County, who is hereby designated as the treasurer of the regional library.

3. This agreement shall become effective on January 1, 1950, and shall remain in effect until discontinued by either party giving to the others notice ninety days in advance of the date of discontinuance that it has elected to terminate the contract. However, no party shall take action to discontinue this contract prior to the expiration of three years from its effective date.

Dated at _____, Washington, this _____ day of _____, 1949.

City of _____

By _____

Attest _____

_____ County

By _____
Commissioner

_____ Commissioner

_____ Commissioner

_____ COUNTY RURAL LIBRARY DISTRICT

BY _____
Trustee

BY _____
Trustee

_____ Trustee

_____ Trustee

_____ Trustee

PART VI

SPECIAL SURVEY OF LIBRARY FACILITIES

During January, 1949, a 4-page questionnaire was circulated to all head librarians in the state, asking their opinions on the adequacy of their library facilities. One hundred and four replies were received, out of the possible total of 117. In general, they were very completely and carefully filled out. In the following analysis of the replies, it must be remembered that we are dealing with the opinions of librarians about their own libraries. Consequently, we will get a picture of the library situation as seen through the eyes of the librarian, which might differ in some respects from an objective appraisal. However, a thorough objective appraisal of all these points would require a great expenditure of time and funds. The opinions of librarians themselves are probably the best and most easily obtained approximations to an objective appraisal that we could find. Furthermore, it is a matter of interest to see how librarians do evaluate their library situation. There are a number of points at which we can easily see the kinds of biases that enter quite naturally into their thinking.

FINANCIAL CHARACTERISTICS

In response to the question, "Is the effectiveness of service which your library can give to the community limited by an inadequate amount of financial support?", almost three fourths (72.5%) of the 102 respondents felt that it was, in some degree. Fourteen replied "very much", 23 said "considerably", and 37 said "somewhat". On the other hand, 27.5% were not worried about this matter. Of those, 15 replied "hardly any" and the other 13 said "none". It is interesting that 11 of the 13 who said financial support did not limit them at all were from libraries with less than \$25,000 per year support. One would expect some correlation between size of library (library income) and response to this question. However, there was little relationship. In fact the larger county libraries felt that their service was affected to a greater degree than did the smaller county libraries. The 10 largest city libraries avoided responding in the extreme categories of "very much" and "none", the modal response being "somewhat". Otherwise,

no relationship between size of library and response to this question was evident. Lack of the anticipated relationship could be due to several factors. It is possible the larger libraries have more ambitions for improving their services and consequently impatient over the amount of support they are receiving, while the the small library may be overly optimistic about the job they are doing and therefore a little more satisfied with their income. However, only a much more extensive study could shed sufficient light on this relationship to allow for accurate interpretation of the "whys" of these results.

A related question in the survey asked "Does future insecurity of revenue limit the kind of job you are able to do in your community.". Only 12 of the 102 respondents to this question replied "very much". Twenty-one said "considerably", 24 answered "somewhat", 22 said "hardly any", and 23 said "none". We may judge that a sense of financial insecurity for their libraries is quite prevalent among librarians, and that the majority feel that it has some effect on their community contributions. Here again, we find, among county libraries, the tendency for the larger units to be more concerned with insecurity of revenue than the smaller unit. On the other hand, the 10 largest city libraries expressed much less concern, on the average, than did the smaller city libraries, as we would expect.

The next question asked them to indicate the extent to which their financial limitations were the result of: a) too low a tax levy or inadequate appropriation, b) too small an assessed valuation, c) too small a population in the area served, d) the 40-mill limit, and e) uncertainty of revenue. For each of these they were to check whether the factor affected them very much, considerably, some, or none. In answering, many respondents apparently thought they were to check only one of the five factors, since not more than 46 persons replied to any one of the factors, whereas there should be 104 answers to each. The effect of this response inaccuracy is to increase the degree of blame credited to the various factors, but it should not appreciably affect the comparison among factors as to whether they are blamed. If arbitrary weights of 1, 2, 3, 4, are given to

the response categories, and the mean weight computed for those responding to each item, we find the rank order of factors blamed for financial limitations as follows, starting with the factor given the most blame: 1) assessed valuation too small, 2) too low tax levy or inadequate appropriation, 3) uncertainty of revenue, 4) the 40-mill limit, and 5) too small a population in the area served. On all items, the average amount of blame was between "considerably" and "some", but as indicated above, this cannot be taken as an accurate indication due to the way persons responded to the question. The only item in which there was any relationship between response and size of library was the one about "too small a population". In responding to this, the small libraries realistically blamed small population quite strongly for their financial plight, while the larger libraries said it had little or no effect.

ADEQUACY OF LIBRARY FACILITIES.

The next series of questions asked about the adequacy of 21 different aspects of library facilities. For each of the items they were given the choice of checking "entirely adequate", "fairly adequate", "a little inadequate", "quite inadequate", or "completely inadequate". A summary of answers to these questions is given in the following table. For purposes of comparing the degree of adequacy, as judged by librarians, responses were weighted from "1" for most adequate to "5" for least adequate, and an average of ratings was computed. Although these weightings are arbitrary, it gives a rough means of making approximate comparisons. These averages along with the rank order of averages are given in the table in addition to the frequency distribution of responses. The rank order is from 1 for characteristic judged on the average to be the most adequate, down to 21 for the least adequate characteristic.

The first group of five questions was concerned with adequacy of the library building. Although librarians, in general, believed the location of their library building to be very adequate, they were not as well pleased with other aspects. Provisions for books and for working areas were rated rather low, 19th

TABLE I. Responses to the question "In view of the needs of the area you serve, how would you rate the adequacy of your present library facilities on each of the following points:"

	number responding	entirely adequate	fairly adequate	a little inadequate	quite inadequate	very inadequate	average weighted response (1)	rank of average response
Library building:								
1. convenience of location	103	59	27	6	5	7	1.81	2
2. provision for readers	98	29	26	16	10	17	2.59	13
3. provision for books	101	20	28	19	12	22	2.89	19
4. provision for working areas	97	17	20	25	14	21	3.02	20
5. provision for movement of people and materials	96	23	25	19	10	19	2.76	15.5
Collection:								
6. modern fiction-variety	99	29	55	10	4	1	1.91	3
7. modern fiction-number of volumes	93	20	48	18	6	1	2.14	7
8. literature (poetry, drama, etc.)	96	18	35	24	16	3	2.49	12
9. biography and travel	97	22	46	21	8	0	2.15	8
10. recent non-fiction: variety	97	25	47	18	7	0	2.07	5
11. recent non-fiction: no. of volumes	87	18	36	21	12	0	2.31	11
12. technical and vocational	90	10	19	21	29	11	3.13	21
13. magazines and periodicals-popular	93	37	36	6	7	7	2.04	4
14. magazines and periodicals-technical	90	17	22	21	19	11	2.83	10
15. pamphlet material	87	14	26	22	13	12	2.80	17
16. children's books	100	22	48	18	8	4	2.24	10
17. reference collection	99	11	40	21	16	11	2.76	15.5
Staff:								
18. number of clerical staff	81	31	27	14	2	7	2.10	6
19. number of professional staff	64	16	15	15	11	7	2.66	14
20. professional training of professional staff	65	26	21	4	7	7	2.20	9
21. "personal" qualifications of staff to give effective service	71	32	30	5	0	4	1.79	1

(1) Average of arbitrary weights given each of the responses, as follows: entirely adequate = 1; fairly adequate = 2; a little inadequate = 3; quite inadequate = 4; and very inadequate = 5. Therefore, low averages indicate greater adequacy than high averages.

and 20th out of the total of 21 items. About a third of the respondents rated their libraries as quite or very inadequate in these respects. Not much better was their rating on "provision for movement of people and materials"-or the arrangement of space. Half of the librarians rated this point as inadequate to some degree. "Provision for readers" ranked 13th in adequacy. Over a fourth rated this as quite or very inadequate, while only 29 out of 98 said it was entirely adequate. Comparing the average of these five items with the items pertaining to collection and those concerned with staff, we find that librarians rate their building as considerably less adequate than either their collection or their staff. This is not surprising in view of the antiquity of many buildings, and the fact that not a few were built more as civic landmarks than as functioning libraries.

On these first five items, the county libraries rated their adequacy quite low, except for location. The least adequate was "provision for books" with 9 out of 13 rating this item as quite or very inadequate. Provisions for readers was also rated low, as was provision for working areas. For city libraries, with the exception of convenience of location, there was a negative relationship between size and rated adequacy of building. For example, of the five libraries over \$50,000 in annual income who replied, four were very inadequate in their provision for books, whereas only 4 of the 44 libraries under \$2,500 were so rated. All sizes of libraries rated their convenience of location about equally.

The next group of questions about library adequacy are about the library collection. There are 12 questions in this group. The modal judgment for these questions is "fairly adequate". Looking at all libraries, the variety of modern fiction books is considered as the most adequate of all items having to do with the library collection. Only one library rated this item as very inadequate. The rating of the number of volumes of modern fiction in their collection was judged only a little less adequate than the variety. The same was true of recent non-fiction, where variety was thought to be a little more adequate than the number of volumes. Both, however, rated fairly high in adequacy. The least adequate part of

the collection was judged to be the technical and vocational section. This was the least adequate of all the 21 library characteristics evaluated. Eleven of 90 libraries were judged very inadequate in this, and another 29 were quite inadequate. Only 10 were considered to be entirely adequate. Technical magazines and periodicals, pamphlet materials, and the reference collection were also rated low in adequacy. The collection of children's books was considered to be fair, as was the collection of literature, biography, and travel.

In general, the larger the library the more adequately it rated its collection. This is what we should have expected, but the difference in ratings was not as great as knowledge of actual differences would indicate. We can judge that librarians of the smaller libraries are not entirely realistic about the deficiencies of their collection, or else they do not realize the greater demand which would be created if their collections were more adequate. In most cases, the larger city libraries, over \$25,000 in annual income, rated themselves as entirely adequate or fairly adequate on the various aspects of their collections. The county libraries gave ratings similar to the medium sized city libraries, with technical and vocational books, magazines and periodicals, pamphlet material, and the reference collection being rated low in adequacy.

The last four items on adequacy concerned the library staff. As judged by these questions, librarians are more satisfied with staff than with either building or collection. This generalization must be made cautiously, however, because of the small number of questions asked about staff adequacy, the large number of non-responses, and the lack of precise methods of weighting responses.

The "personal" qualifications of librarians to give effective service was rated highest of all 21 characteristics. Since this is a rather vague question and most respondents were judging mainly themselves, we cannot attach much importance to this finding. Interestingly, the number of professional staff was considered to be considerably less adequate than the number of clerical staff. The majority considered the training of their professional staff as adequate.

Comparing answers about staff adequacy for different sizes of libraries, we find that the libraries over \$25,000 annual income rate themselves as adequate, in general, although they are less satisfied with the number of professional staff. The county libraries also rate the number of clerical staff as less adequate. Libraries with income between \$1,000 and \$25,000 divide their responses almost equally between adequate and inadequate. Those under \$1,000 who responded consider themselves entirely adequate in staff characteristics, but there were a large number who did not answer these questions, probably because few in this class had full-time staff and they felt the questions did not apply.

Summarizing the adequacy questions, we have found considerable variation among characteristics as to degree of rated adequacy. In general, librarians see a great deal of room for improvement. The larger libraries rated themselves more adequately on many characteristics than did the smaller libraries, but the difference for most questions was not as great as we believe it should be.

ATTITUDES TOWARD INTER-LIBRARY COOPERATION

In view of our proposals for integration of library facilities into regional library units, we wished to know the attitudes of librarians toward increased cooperation with other libraries. Consequently, we included in our survey the question, "Do you believe that library service to the community or area you serve could be improved if cooperation were increased with other libraries over a larger area?" The response to this question was quite encouraging. Only 8 out of 191 who answered the question said "definitely not". Another 11 said "probably not", and 24 didn't know. On the other hand, 27 said "possibly" and the other 31 said "definitely". Three of the 5 largest city libraries and 5 of the next 6 largest answered definitely or possibly. Many of the small libraries either did not know what was meant by cooperation or failed to see the advantages it would have for them, since of the 57 libraries with less than \$5,000 annual income, only 9 said "definitely" and 16 said "possibly". Twenty of these withheld judgment, while 4 actually thought cooperation over a larger area would be definitely harmful

to their best interests. This finding demonstrates that there is considerable "education" to be done, even of librarians, before the advantages of large-area cooperation are fully appreciated.

To check on attitude toward types of cooperation, we followed this question up by asking "What forms of cooperation do you think would be desirable?" Eight possible forms were listed, and they were to check all those of which they approved. "Use of a centralized building" was checked by most (89 out of 104), followed closely by "exchange of services" which was approved by 86 out of 104. Almost as readily approved was the "use of uniform classification and cataloging systems" and "centralized purchasing, cataloging, etc." Each of these was approved by 79 out of 104. Seventy-three approved "reciprocal direct borrowing privileges to the public" and "unification into a regional system with branches". "Exchange of books for some reason was given the lowest degree of approval of any of the items, with only 65 out of 104 believing it would be desirable.

It will be noted that the degree of approval to these specific types of cooperation is higher than that for the general question, above, asking about cooperation over a larger area. It may be that there is more resistance to the general idea of cooperation than there is to the more specific ways in which they can see advantages of cooperation in terms of their operating and administrative procedure.

SPECIAL EQUIPMENT

The final question in this special survey asked them to check "yes" or "no" as to whether they had certain equipment. About half have a separate children's room or alcove. Almost all of the larger city libraries do, but few of the smallest libraries have such space. 72% have a catalogue for use of the public. All libraries over \$5,000 have a catalogue, but only 32 out of 58 have one.

It is often convenient to be able to phone the library, so we asked if they had a telephone. All city libraries over \$25,000 did have, and 20 of 22 between \$5,000 and \$25,000 did, but only 26 of the smallest 58 libraries have a phone.

Thirteen libraries which have a phone reported that they did not list their number in the city phone directory, reserving it for "inside" use. Eight of those were in the "under \$5,000" group, and only one over \$25,000.

Seventeen libraries (out of 103) had no tables in the library for customers' use. Ten of these were in the "under \$5,000" size, and 6 were county libraries, not open to the public for reading at headquarters. All but 9 libraries reported possession of browsing shelves on which current books were placed. These 9 were either "under \$5,000", or were county libraries whose headquarters are used for administration only. These have browsing shelves in branches. All city libraries over \$5,000 reported such special shelves.

Only 5 libraries reported a film collection, and 21 had a collection of phonograph records. Eight of the largest 11 city libraries kept phonograph records, but only 2 of the smallest 56 had them.

Fifty-seven percent of all libraries had a collection of books for rental. Only 2 of 12 county libraries had rental books, but in each size-group of city libraries a rental collection was maintained by a majority.

The last question in this group asked about space for expansion of services. Only 8 libraries reported "much" space, while 36 said they had "some", and 56 said they had "none". This is in accord with the inadequacies of library building reported in previous questions. Proportionately, the largest city libraries, and the county libraries reported themselves as the worst off on this count.

In conclusion, let us state again that the findings of this survey do not purport to be an objective appraisal of library facilities. It is a study in attitudes and opinions and is consequently subject to the inaccuracies of any other opinion study. We do believe, however, that the findings are sufficiently indicative to add considerably to the analysis of other library statistics presented earlier in this report.

A P P E N D I X

Table I

Distribution of Public Libraries by Size, Washington, 1948

1948 Total Income	Number of Libraries			Population Served	
	City ¹	County	Total	Number ²	%
\$ 100,000+	3	1	4	922,106	43.1
50-100,000	2	5	7	321,378	15.0
25-50,000	6	8	14	327,096	15.3
10-25,000	10	-	10	107,530	5.0
5-10,000	13	-	13	77,248	3.6
2,500-5,000	14	-	14	44,797	2.1
1,000-2,500	24	-	24	46,725	2.2
500-1,000	12	-	12	15,772	0.7
0- 500	19	-	19	15,263	0.7
Not Served	-	-	-	261,857	12.2
Total	103	14	117	2,139,772	99.9

1 Does not include club libraries.

2 Population figures compiled from estimates used in annual report of the Washington State Library, based on most recent estimate of the Washington State Census Board.

Table II

Average Number of Hours Per Week Open for Circulation
by Size of Library, 1948

1948 Total Income	Number* Reporting	Average Number of Hours Open Per Week
\$100,000 -	3	72.4
50-100,000	2	63.0
25-50,000	6	65.5
10-25,000	10	54.0
5-10,000	13	38.2
2,500-5,000	14	24.6
1,000-2,500	24	18.3
500-1,000	12	7.3
under 500	15	5.7

* County Libraries not included since 8 of them do not circulate at headquarters. The 6 which did circulate at headquarters averaged 47 hours per week open.

Tablo III

Average Percentage of Operating Expenditures
Spent for Salaries, Books, Binding and Periodicals,
and Maintenance, by Size of Library, 1948.

1948 Total Income	Number of Libraries Reporting	Average percentage of operating expenditures for:		
		Salaries	Books, Binding and Periodicals	Maintenance
County Libraries				
\$100,000 /	1	62.0	18.0	20.0
50-100,000	5	44.4	25.8	29.8
25-50,000	8	49.4	22.5	28.1
City Libraries				
\$100,000 /	3	63.3	17.0	19.7
50-100,000	2	61.0	20.0	19.0
25-50,000	6	58.5	22.0	19.5
10-25,000	10	56.6	20.6	22.8
5-10,000	13	54.8	22.7	22.5
2,500-5,000	14	47.9	31.5	20.6
1,000-2,500	24	51.8	31.5	16.7
500-1,000	12	40.7	51.2	8.1
under 500	15	44.6	43.3	12.1

NOTE: This table requires further explanation, in that libraries with total annual incomes of less than \$5,000 frequently receive donated, chiefly non-professional personnel services, so that funds which would normally go to salaries for personnel can be released to augment the necessarily low total book budget. Libraries with larger total book budgets, serving larger populations, have a larger percentage of books wear out in use by more people, instead of their becoming obsolescent as to content while still in good physical condition. Such larger libraries can make a given number of books serve more different people, and have more total funds to provide a wider range of reading materials as well as more professional and specialized services such as reference, business information, work with children and young people, etc., than is possible for libraries with lower total incomes.

Table IV

Percent of Eligible Population Registered, 1948
by Size of Library

1948 Total Income	City Library		County Library	
	Number Reporting	Percent Registered	Number Reporting	Percent Registered
\$100,000 /	3	29.4	1	21.9
50-100,000	2	34.5	5	25.4
25-50,000	6	35.0	8	24.2
10-25,000	10	32.6	-	-
5-10,000	12	41.4	-	-
2,500-5,000	14	46.8	-	-
1,000-2,500	23	43.4	-	-
500-1,000	9	38.0	-	-
under 500	12	25.5	-	-

NOTE: As indicated on pages 8 and 9 of this report, the registration records of a number of smaller libraries are known to have no definite expiration date. Some such files are not revised regularly to remove records of persons deceased or who have moved or who may not have used the library in three or more years.

Table V

Percent of Library Registrants in 1948 who are Adult and Juvenile,
by Size of Library, for City Libraries*

1948 Total Income	Number of Libraries Reporting	Percent of Registered Population who are:	
		Adult	Juvenile
\$100,000 /	3	74.1	25.9
50-100,000	2	74.7	25.3
25-50,000	6	70.4	29.6
10-25,000	10	79.2	20.8
5-10,000	9	65.2	34.8
2,500-5,000	8	66.7	33.3
1,000-2,500	13	68.5	31.5
500-1,000	6	63.3	36.7
under 500	6	70.0	30.0

* County Libraries do not report this breakdown.

Table VI
Average Percentage of Total Circulation
by Type and by Size of Library, 1948

1948 Total Income	City				County			
	<i>No. Reporting</i>	Percent adult non-fiction	Percent adult fiction	Percent juvenile	<i>No. Reporting</i>	Percent adult non-fiction	Percent adult fiction	Percent juvenile
\$100,000 /	3	23.6	33.3	43.1	1	18.0	32.0	50.0
50-100,000	2	26.0	32.5	41.5	5	20.6	25.6	53.8
25-50,000	6	26.5	37.8	35.7	8	16.5	37.0	46.5
10-25,000	10	22.6	46.5	30.9	-	----	----	----
5-10,000	12	24.1	42.0	33.9	-	----	----	----
2,500-5,000	11	15.8	45.9	38.3	-	----	----	----
1,000-2,500	19	13.2	49.2	37.6	-	----	----	----
500-1,000	8	5.1	69.3	25.6	-	----	----	----
under 500	9	10.1	62.0	27.9	-	----	----	----

Table VII
Circulation per Registered Borrower, 1948
by Size of Library*

1948 Total Income	City					County	
	No. REPORTING	Adult non-fiction circulation per registered borrower	Adult fiction circulation per registered borrower	Total adult circulation per registered borrower	Juvenile circulation per juvenile registered borrower	No. REPORTING	Circulation per registered borrower #
\$100,000 ✓	3	5.3	6.3	11.6	27.2	1	22.3
50-100,000	2	5.6	7.0	12.6	26.8	5	16.4
25-50,000	6	4.5	6.5	11.0	13.9	8	18.3
10-25,000	10	4.6	9.9	14.5	23.6	-	----
5-10,000	9	4.8	6.6	11.4	10.6	-	----
2,500-5,000	7	2.0	5.2	7.2	9.9	-	----
1,000-2,500	13	2.2	7.5	9.7	8.7	-	----
500-1,000	6	.6	8.8	9.6	9.3	-	----
under 500	4	.4	7.4	7.8	8.0	-	----

* Total circulation for group divided by total registrants for group.

County statistics do not give number of adult and juvenile registrants.

Table VIII

Average Percent of Library Book Stock, Adult and Juvenile,
at end of 1948, by Size of Library.

1948 Total Income	City			County		
	Number report- ing	Average percent adult	Average percent juvenile	Number Reporting	Average percent adult	Average percent juvenile
\$100,000 /	2	75.5	24.5	1	52.7	47.3
50,100,000	1	71.0	29.0	4	49.5	50.5
25-50,000	4	73.8	26.2	8	55.8	44.2
10-25,000	9	77.6	22.4	-	----	----
5-10,000	9	72.2	27.8	-	----	----
2,500-5,000	5	72.4	27.6	-	----	----
1,000-2,500	14	70.4	29.6	-	----	----
500-1,000	5	72.2	27.8	-	----	----
under 500	8	80.5	19.5	-	----	----

Table IX

Average Number of Newspapers and Periodicals Currently Received, 1948,
by Size of Library, for City Libraries.

1948 Total Income	Number of Libraries Reporting	Average Number of Newspapers	Average Number of Periodicals
\$100,000 /	3	111*	1134*
50-100,000	2	19	274
25-50,000	6	8	148
10-25,000	10	9	91
5-10,000	13	5	57
2,500-5,000	14	2	23
1,000-2,500	21 [#]	1	18
500-1,000	7 [#]	0	3
under 500	12 [#]	0	5

* This was increased by inclusion of the Seattle Public Library which reported 197 newspapers, and 2040 periodicals.

[#] Libraries in the last three classes not reporting this information probably do not take either newspapers or periodicals. Inclusion of these would bring the averages of the last three groups down farther.

Table X

SUMMARY OF PUBLIC LIBRARY INCOME BASE, POPULATION SERVED, AND EXPENDITURES,
FOR WASHINGTON, 1948, BY COUNTIES AND PROPOSED REGIONS.

	Population(1)		Estimated Revenue at 2 Mills on 1948 Valuations		Population served by Libraries--1948(1)		Operating Expenditures of Libraries--1948(2)	
	Amount	Per Capita	Number	% of tot. Pop.	Amount	Per Capita Served		
REGION I								
Challam County								
Unincorporated (3)	12,100	\$1.39	12,100	100.0	\$18,117	\$1.50		
Incorporated	10,800	1.27	10,800	100.0	14,055	1.30		
Total	22,900	1.33	22,900	100.0	32,172	1.40		
Jefferson County								
Unincorporated	2,500	3.53	0	0.0	.....	.....
Incorporated	6,500	.32	6,500	100.0	4,897	.75		
Total	9,000	1.21	6,500	73.0	4,897	.75		
Kitsap County								
Unincorporated (3)	41,450	.66	41,450	100.0	36,588	.88		
Incorporated	36,755	.66	35,500	96.6	47,462	1.34		
Total	78,205	.66	76,950	98.4	84,050	1.09		
Regional Total								
Unincorporated	56,050	.95	53,550	95.5	54,705	1.02		
Incorporated	54,055	.74	52,800	97.7	66,414	1.26		
Total	110,105	.85	106,350	96.6	121,119	1.14		

(1) Compiled from population figures used in the annual report of the Washington State Library, based on estimate of Washington State Census Board.

(2) Compiled from reports of individual libraries.

(3) Including cities contracting with county libraries.

Table X (Continued)
SUMMARY OF PUBLIC LIBRARY INCOME BASE, POPULATION SERVED, AND EXPENDITURES,
FOR WASHINGTON, 1948, BY COUNTIES AND PROPOSED REGIONS.

		Estimated Revenue at 2		Population served by		Operating Expenditures	
		Mills on 1948 Valuations.		Libraries--1948		of Libraries--1948	
		Amount	Per Capita	Number	% of tot. pop.	Amount	Per Capita Served
REGION II							
Gray's Harbor							
Unincorporated(1)	18,416	\$22,660	\$ 1.23	18,416	100.0	\$25,143	\$ 1.37
Incorporated	35,284	29,716	.84	34,488	97.7	35,653	1.03
Total	53,700	52,376	.98	52,904	98.5	60,796	1.15
Pacific County							
Unincorporated(1)	9,274	19,153	2.07	9,274	100.0	14,424	1.56
Incorporated	6,376	4,507	.71	6,376	100.0	8,799	1.38
Total	15,650	23,660	1.51	15,650	100.0	23,223	1.48
Mason County							
Unincorporated	8,451	9,136	1.08	0(2)	0.0	.....	.....
Incorporated	4,400	7,286	1.66	4,400	100.0	7,194	1.64
Total	12,851	16,422	1.28	4,400	34.2	7,194	1.64
Thurston County							
Unincorporated(1)	20,632	24,049	1.17	20,632	100.0	23,142	1.12
Incorporated	18,368	20,966	1.14	17,182	93.5	22,836	1.33
Total	39,000	45,015	1.15	37,814	97.5	45,978	1.22
Lewis County							
Unincorporated	24,755	46,518	1.88	0	0.0	.....	.....
Incorporated	18,328	18,364	1.00	15,125	82.5	19,409	1.28
Total	43,083	64,882	1.51	15,125	35.1	19,409	1.28
Regional Total							
Unincorporated	81,528	121,516	1.49	48,322	.59	62,709	1.30
Incorporated	82,756	80,839	.98	77,571	.94	93,891	1.21
Total	164,284	202,355	1.23	125,893	.77	156,600	1.24

(1) Including incorporated cities contracting with County Library

(2) Mason and Thurston formed an inter-county rural library district in Sept. 1948. Mason had no county library before this time.

Table X (continued)
 SUMMARY OF PUBLIC LIBRARY INCOME BASE, POPULATION SERVED, AND EXPENDITURES,
 FOR WASHINGTON, 1948, BY COUNTIES AND PROPOSED REGIONS.

Population		Per Capita		Number		% of tot. pop.		Operation Expenditures of Libraries--1948		Per Capita	
Amount	Per Capita	Amount	Per Capita	Number	% of tot. pop.	Amount	Per Capita	Amount	Per Capita	Amount	Per Capita
REGION III											
Wahkiakum County											
3,376	\$1.10	3,705	0	653	100.0	398	0.0	398	0.0	398	0.0
4,009	1.00	4,004	653	653	15.8	398	15.8	398	15.8	398	15.8
Cowlitz County											
21,505	1.98	42,541	0	30,745	100.0	37,324	0.0	37,324	0.0	37,324	0.0
30,745	.58	17,901	30,745	30,745	58.8	37,324	58.8	37,324	58.8	37,324	58.8
52,250	1.16	60,442	30,745	30,745	58.8	37,324	58.8	37,324	58.8	37,324	58.8
Clark County											
38,750	.88	34,160	38,750	38,750	100.0	50,566	1.30	50,566	1.30	50,566	1.30
36,075	.79	28,522	35,450	35,450	98.3	42,598	1.20	42,598	1.20	42,598	1.20
74,825	.84	62,682	74,200	74,200	99.2	93,164	1.26	93,164	1.26	93,164	1.26
Skamania County											
3,171	2.79	8,833	0	689	0.0	548	0.0	548	0.0	548	0.0
1,329	.74	983	689	689	51.8	548	51.8	548	51.8	548	51.8
4,500	2.18	9,816	689	689	15.3	548	15.3	548	15.3	548	15.3
Klickitat County											
7,111	2.85	20,271	0	3,250	0.0	4,329	0.0	4,329	0.0	4,329	0.0
3,996	.76	3,019	3,250	3,250	81.3	4,329	81.3	4,329	81.3	4,329	81.3
11,107	2.10	23,290	3,250	3,250	29.3	4,329	29.3	4,329	29.3	4,329	29.3
Regional Total											
73,913	1.48	109,510	38,750	38,750	52.4	50,566	1.30	50,566	1.30	50,566	1.30
72,778	.70	50,734	70,767	70,767	97.2	85,197	1.20	85,197	1.20	85,197	1.20
146,691	1.09	160,244	109,517	109,517	74.7	135,763	1.24	135,763	1.24	135,763	1.24
REGION IV											
Pierce County											
51,303	1.17	59,878	51,303	51,303	100.0	55,258	1.08	55,258	1.08	55,258	1.08
157,156	1.07	167,746	153,784	153,784	97.9	236,639	1.54	236,639	1.54	236,639	1.54
208,458	1.10	227,618	205,067	205,067	98.3	291,897	1.42	291,897	1.42	291,897	1.42

(1) Including cities contracting with county library.

Table X (Continued)
 SUMMARY OF PUBLIC LIBRARY INCOME BASE, POPULATION SERVED, AND EXPENDITURES
 FOR WASHINGTON, 1948, BY COUNTIES AND PROPOSED REGIONS.

	Population		Estimated Revenue at 2 Mills on 1948 Valuations		Population Served by Libraries--1948		Operating Expenditures of Libraries--1948	
	Amount	Per Capita	Amount	Per Capita	Number	% of tot. pop.	Amount	Per Capita Served
REGION V								
King County								
Unincorporated(1)	159,606	1.27	203,279	1.27	159,606	100.0	4170,328	1.07
Incorporated	509,334	1.50	766,433	1.50	508,555	99.8	781,153	1.54
Total	668,940	1.45	969,712	1.45	668,161	99.9	951,481	1.42
REGION VI								
Snohomish County								
Unincorporated(1)	50,425	1.05	52,921	1.05	50,425	100.0	54,793	1.07
Incorporated	46,183	1.06	48,747	1.06	43,657	94.5	63,089	1.28
Total	96,608	1.05	101,668	1.05	94,082	97.4	117,822	1.17
REGION VII								
Whatcom County								
Unincorporated (1)	26,373	1.04	27,302	1.04	26,373	100.0	30,555	1.10
Incorporated	38,250	1.07	41,006	1.07	37,638	98.4	53,049	1.29
Total	64,623	1.06	68,308	1.06	64,011	99.1	83,604	1.21
Skagit County								
Unincorporated	24,607	1.39	34,114	1.39	0	0.0	.....	.....
Incorporated	19,922	1.05	20,842	1.05	19,207	96.4	21,350	.90
Total	44,529	1.23	54,956	1.23	19,207	43.1	21,350	.90
San Juan County								
Unincorporated	4,573	.65	2,990	.65	0	0.0	.....	.....
Incorporated	727	.74	536	.74	0	0.0	.....	.....
Total	5,300	.67	3,526	.67	0	0.0	.....	.....
Island County								
Unincorporated	5,645	1.13	6,371	1.13	0	0.0	.....	.....
Incorporated	1,951	.48	942	.48	1,951	100.0	1,520	.89
Total	7,596	.98	7,314	.98	1,951	25.7	1,520	.89

(1) Including cities contracting with County Library.

Table X (Continued)
 SUMMARY OF PUBLIC LIBRARY INCOME BASE, POPULATION SERVED, AND EXPENDITURES,
 FOR WASHINGTON, 1948, BY COUNTIES AND PROPOSED REGIONS.

Population	Estimated Revenue at 2 Mills on 1948 Valuations		Population served by Libraries--1948		Operating Expenditures of Libraries-1948	
	Amount	Per Capita	Number	% of tot. pop.	Amount	Per Capita Served
REGION VII (CONT)						
Regional Total	\$ 70,777	\$ 1.16	26,373	43.0	\$ 30,555	\$ 1.10
Unincorporated	63,327	1.04	58,796	96.6	75,919	1.29
Incorporated	134,104	1.10	85,169	69.8	106,474	1.25
Total						
REGION VIII						
Yakima County						
Unincorporated(1)	65,790	1.06	62,349	100.0	55,679	1.74
Incorporated	49,422	.88	55,400	99.0	46,985	.83
Total	115,212	.97	117,749	99.5	102,664	.78
Kititas County						
Unincorporated	26,356	2.42	0	0.0	.....	.....
Incorporated	10,828	.88	11,205	90.7	14,048	.99
Total	37,184	1.60	11,205	48.2	14,048	.99
REGIONAL TOTAL						
Regional Total	92,146	1.26	62,349	85.1	55,679	.89
Unincorporated	60,250	.88	66,605	97.5	61,033	.92
Incorporated	152,396	1.08	128,954	91.1	116,712	.91
Total						
REGION IX						
Chelan County						
Unincorporated(1)	36,755	1.66	22,162	100.0	24,092	1.16
Incorporated	23,965	1.44	16,357	98.4	19,907	1.21
Total	60,720	1.57	38,519	99.3	43,999	1.19
Okanogan County						
Unincorporated	19,437	1.27	0	0.0	.....	.....
Incorporated	10,659	.87	7,834	63.8	4,825	.58
Total	30,096	1.09	7,834	27.5	4,825	.58
Douglas County						
Unincorporated	23,374	3.83	0	0.0	.....	.....
Incorporated	1,530	.64	1,018	42.4	802	.82
Total	24,904	2.93	1,018	12.0	802	.82

Table X (Continued)
 SUMMARY OF PUBLIC LIBRARY INCOME BASE, POPULATION SERVED, AND EXPENDITURES,
 FOR WASHINGTON, 1948, BY COUNTIES AND PROPOSED REGIONS.

	Estimated Revenue at 2 Mills on 1948 Valuations		Population served by Libraries--1948		Operating Expenditures of Libraries--1948		
	Population	Amount	Per Capita	Number	% of tot. pop.	Amount	Per Capita Served
REGION IX (cont)							
Grant County							
Unincorporated	3,000	\$ 19,233	\$ 6.41	0	0.0	.....	# .....
Incorporated	12,447	8,709	.70	8,127	65.3	4,865	.43
Total	15,447	27,942	1.81	8,127	52.6	4,865	.43
Ferry County							
Unincorporated	3,390	4,486	1.32	0	0.0	.....	.....
Incorporated	910	553	.61	0	0.0	.....	.....
Total	4,300	5,039	1.17	0	0.0	.....	.....
Regional Total							
Unincorporated	49,975	103,285	2.07	22,162	44.3	24,092	1.09
Incorporated	44,658	45,416	1.02	53,336	74.6	30,399	.91
Total	94,633	148,701	1.57	55,498	58.6	54,491	.98
REGION X							
Spokane County							
Unincorporated (1)	50,851	96,300	1.89	50,851	100.0	25,834	.38
Incorporated	55,722	208,686	1.34	151,340	97.2	158,337	1.00
Total	106,573	304,986	1.48	202,191	97.9	184,171	.83
Lincoln County							
Unincorporated	5,421-	43,210	7.97	0	0.0	.....	.....
Incorporated	5,806	4,796	.83	4,696	80.9	2,676	.63
Total	11,227	48,006	4.28	4,696	41.8	2,676	.63
Adams County							
Unincorporated	6,000	25,337	4.22	0	0.0	.....	.....
Incorporated	3,526	3,819	1.08	2,220	63.0	3,069	1.54
Total	9,526	29,156	3.06	2,220	23.5	3,069	1.54
Stevens County							
Unincorporated	11,919	19,449	1.63	0	0.0	.....	.....
Incorporated	6,732	3,823	.57	5,253	78.0	3,912	.79
Total	18,651	23,272	1.25	5,253	28.8	3,912	.79

(1) Includes cities contributing to the cost of libraries.

Table X (Continued)
 SUMMARY OF PUBLIC LIBRARY INCOME BASE, POPULATION SERVED, AND EXPENDITURES,
 FOR WASHINGTON, 1948, BY COUNTIES AND PROPOSED REGIONS.

	Population		Estimated Revenue at 2 Mills on 1948 Valuations		Population served by Libraries -- 1948		Operating Expenditures of Libraries--1948	
	Amount	Per Capita	Number	% of tot. pop.	Amount	Per Capita	Amount	Per Capita
REGION X (cont)								
Pond Oreille County								
Unincorporated	4,782	1.59	0	0.0	#	.....	.....	.....
Incorporated	2,718	.77	0	0.0	.....	.....	.....	.....
Total	7,500	.29	0	0.0	.....	.....	.....	.....
Regional total								
Unincorporated	78,973	2.43	50,851	64.4	25,834		.51	
Incorporated	174,504	1.28	163,509	93.7	167,994		1.03	
Total	253,477	1.64	214,360	84.6	193,828		.90	
REGION XI								
Whitman County								
Unincorporated(1)	17,689	3.99	17,689	100.0	29,204		1.56	
Incorporated	11,891	1.54	11,251	94.6	9,162		.83	
Total	29,580	2.93	28,940	97.8	38,366		1.28	
Garfield County								
Unincorporated	1,185	8.49	0	0.0	.....	.....	.....	.....
Incorporated	1,715	1.14	1,715	100.0	1,219(2)		.71	
Total	2,900	4.14	1,715	59.1	1,219(2)		.71	
Asotin County								
Unincorporated	5,450	1.14	0	0.0	.....	.....	.....	.....
Incorporated	8,964	.40	8,964	100.0	6,309		.99	
Total	14,414	.68	8,964	62.2	6,309		.99	
Regional total								
Unincorporated	24,324	3.57	17,689	72.7	29,204		1.65	
Incorporated	22,570	.95	21,930	97.2	16,690		.76	
Total	46,894	2.31	39,619	84.5	45,894		1.16	

(1) Including cities contracting with county libraries.

(2) 1946 figures. More recent figures not available.

Table X (Continued)
 SUMMARY OF PUBLIC LIBRARY INCOME BASE, POPULATION SERVED, AND EXPENDITURES,
 FOR WASHINGTON, 1948, BY COUNTIES AND PROPOSED REGIONS.

	Estimated Revenue at 2 Mills on 1948 Valuations		Population served by Libraries--1948		Operating Expenditures of Libraries -- 1948	
	Amount	Per Capita	Number	% of tot. pop.	Amount	Per Capita
REGION XII						
Benton County						
Unincorporated	26,595	4.80	0(1)	0.0	\$.....	....
Incorporated	9,900	.95	9,500	96.0	6,992	.73
Total	36,495	.84	9,500	26.0	6,992	.73
Franklin County						
Unincorporate	3,436	4.53	0(1)	0.0	.....	....
Incorporated	8,564	.87	8,000	93.4	7,920	.98
Total	12,000	1.92	8,000	66.7	7,920	.98
Walla Walla County						
Unincorporated	4,759	8.37	0	0.0	.....	....
Incorporated	27,341	1.05	24,525	89.7	23,035	.92
Total	32,100	2.14	24,525	76.4	23,035	.92
Columbia County						
Unincorporated	2,080	7.25	0	0.0	.....	....
Incorporated	3,420	.77	3,200	93.6	1,756	.62
Total	5,500	3.22	3,200	58.2	1,756	.62
Regional total						
Unincorporated	36,870	2.49	0	0.0	.....	....
Incorporated	49,225	.98	45,225	91.9	39,703	.88
Total	86,095	1.63	45,225	52.5	39,793	.88
STATE TOTAL	2,139,772	1.33	1,877,915	87.8	2,331,784	1.24

(1) Benton and Franklin have now formed an inter-county library, so the unincorporated population of the two counties will be included in this column for 1949.

TABLE XI

- 71 -

SUMMARY OF NUMBER OF LIBRARIES AND POPULATION SERVED, BY SIZE
Number of Libraries and Population

	Total Pop.	60,000			25-50,000			10-25,000		
		No.	Pop.Serv.	%	No	Pop.Serv.	%	No	Pop.Serv.	%
REGION I										
Clallam										
Unincorporated	12,100				1	12,100	100.0			
Incorporated	10,800							1	10,800	100.0
Jefferson										
Unincorporated	2,500									
Incorporated	6,500									
Kitsap										
Unincorporated	41,450				1	41,450	100.0			
Incorporated	36,755				1	33,000	89.8			
Regional Total	110,105				3	86,550	78.6	1	10,800	9.8
REGION II										
Grays Harbor										
Unincorporated	18,416				1	18,416	100.0			
Incorporated	35,284							2	32,500	92.1
Pacific										
Unincorporated	9,274				1	9,274	100.0			
Incorporated	6,376									
Mason										
Unincorporated	8,451									
Incorporated	4,400									
Thurston										
Unincorporated	20,632				1	20,632	100.0			
Incorporated	18,368							1	16,000	87.1
Lewis										
Unincorporated	24,755									
Incorporated	18,328									
Regional Total	164,284				3	57,322	34.9	3	48,500	29.5
REGION III										
Wakiakum										
Unincorporated	3,376									
Incorporated	633									
Cowlitz										
Unincorporated	21,505									
Incorporated	30,745				1	19,000	61.8			
Clark										
Unincorporated	38,750	1	38,750	100.0						
Incorporated	36,075				1	29,500	81.8	1	5,200	14.4

OF LIBRARY, FOR COUNTIES AND PROPOSED REGIONS, WASHINGTON, 1948.
Served by Libraries with Incomes of:

2,500-10,00			under 2,500			Total Served		
No.	Pop. Served	%	No.	Pop. Served	%	No.	Pop. Served	%
						1	12,000	100.0
						1	10,800	100.0
1	6,500	100.0				0	.....	0.0
						1	6,500	100.0
			1	2,500	6.8	1	41,450	100.0
						2	35,500	96.6
1	6,500	5.9	1	2,500	2.3	6	106,350	96.6

1	1,570	41.4	1	418	1.2	1	18,416	100.0
						4	34,488	97.7
1	4,350	68.2	1	2,026	31.8	1	9,274	100.0
						2	6,376	100.0
1	4,400	100.0				0	.....	0.0
						1	4,400	100.0
			1	1,182	6.4	1	20,632	100.0
						2	17,182	93.5
2	13,977	76.3	1	1,148	6.3	0	.....	0.0
						3	15,125	82.6
5	24,297	14.8	4	4,774	2.9	15	134,893	82.1

						0	.....	0.0
			1	633	100.0	1	633	100.0
1	8,250	26.8	3	3,495	11.3	0	.....	0.0
						5	30,745	100.0
						1	38,750	100.0
			1	750	2.1	3	35,450	98.3

TABLE XI (con't)

	Total Pop.	50,000			25-50,000			10-25,000		
		No.	Pop.Serv.	%	No.	Pop.Serv.	%	No.	Pop.Serv.	%
<u>REGION III (con't.)</u>										
<u>Snohomish</u>										
Unincorporated	3,171									
Incorporated	1,329									
<u>Klickitat</u>										
Unincorporated	7,111									
Incorporated	3,996									
<u>Regional Total</u>	146,691	1	38,750	26.4	2	48,500	33.1	1	5,200	3.5
<u>REGION IV</u>										
<u>Pierce</u>										
Unincorporated	51,303	1	51,303	100.0						
Incorporated	157,155	1	137,500	87.5				1	10,000	6.4
<u>Regional Total</u>	208,458	2	188,803	90.6				1	10,000	4.8
<u>REGION V</u>										
<u>King</u>										
Unincorporated	159,606	1	159,606	100.0						
Incorporated	509,334	1	475,000	93.3	1	16,000	3.1			
<u>Regional Total</u>	668,940	2	634,606	94.9	1	16,000	2.4			
<u>REGION VI</u>										
<u>Snohomish</u>										
Unincorporated	50,425	1	50,425	100.0						
Incorporated	46,183	1	35,000	75.8						
<u>Regional Total</u>	96,608	2	85,425	88.4						
<u>REGION VII</u>										
<u>Whatcom</u>										
Unincorporated	26,373				1	26,373	100.0			
Incorporated	38,250	1	32,700	85.5						
<u>Skagit</u>										
Unincorporated	24,607									
Incorporated	19,922							1	7,200	36.1
<u>Island</u>										
Unincorporated	5,645									
Incorporated	1,951									
<u>San Juan</u>										
Unincorporated	4,573									
Incorporated	727									
<u>Regional Total</u>	122,048	1	32,700	26.8	1	26,373	21.6	1	7,200	5.9

2,500-10,000			under 2,500			Total Served		
No.	Pop. Served	%	No.	Pop. Served	%	No.	Pop. Served	%
			1	689	51.8	0	.....	0.0
						1	689	51.8
1	2,050	51.3	1	1,200	30.0	0	.....	0.0
						2	3,250	81.3
2	10,300	7.0	7	6,767	4.6	13	109,517	74.6

1	2,624	1.7	2	3,660	2.3	1	51,303	100.0
						5	153,784	97.9
1	2,624	1.3	2	3,660	1.8	6	205,087	98.4

3	14,098	2.8	2	3,457	0.7	1	159,606	100.0
						7	508,555	99.9
3	14,098	2.1	2	3,457	0.5	8	668,161	99.9

1	3,116	6.7	2	3,736	8.1	1	50,425	100.0
						4	41,852	90.6
1	3,116	3.2	2	3,736	3.9	5	92,277	95.5

			3	4,938	12.9	1	26,373	100.0
						4	37,638	98.4
2	8,295	41.6	2	1,455	7.3	0	.....	0.0
						5	16,950	85.1
			3	1,951	100.0	0	.....	0.0
						3	1,951	100.0
						0	.....	0.0
						0	.....	0.0
2	8,295	6.8	8	8,344	6.8	13	82,912	67.9

2,500-10,000			under 2,500			Total Served		
No.	Pop. Served	%	No.	Pop. Served	%	No.	Pop. Served	%
4	14,900	26.6	1	2,500	4.5	1	62,349	100.0
						6	55,400	99.0
4	14,900	10.5	3	6,553	4.6	0	.....	0.0
						2	4,053	32.8
						3	11,205	90.7
						10	128,954	91.1

			2	3,357	20.2	1	22,162	100.0
						3	16,357	98.4
			3	7,080	57.7	0	.....	0.0
						3	7,080	57.7
						0	.....	0.0
1	3,588	28.8	1	1,018	42.4	1	1,018	42.4
						0	.....	0.0
						2	4,539	36.5
1	3,588	3.8	8	15,994	16.9	3	8,127	65.3
						0	.....	0.0
						0	.....	0.0
						11	54,744	57.8

			1	1,340	0.9	1	50,851	100.0
						2	151,340	97.2
			5	4,696	80.9	0	.....	0.0
						5	4,696	80.9
						0	.....	0.0
1	1,900	53.9	1	320	9.1	2	2,220	63.0
1	3,165	47.0	2	2,088	31.0	0	.....	0.0
						3	5,253	78.0
						0	.....	0.0
						0	.....	0.0
						0	.....	0.0

	Tot. Pop.	50,000			25-50,000			10-25,000		
		No.	Pop.	Serv. %	No.	Pop.	Serv. %	No.	Pop.	Serv. %
REGION X (con't)										
<u>Regional Total</u>	253,477	2	200,851	79.2						

REGION XI

<u>Whitman</u>										
Unincorporated	17,689				1	17,689	100.0			
Incorporated	11,891									
<u>Garfield</u>										
Unincorporated	1,185									
Incorporated	1,715									
<u>Asotin</u>										
Unincorporated	5,450									
Incorporated	8,964									
<u>Regional Total</u>	46,894				1	17,689	37.7			

REGION XII

<u>Benton</u>										
Unincorporated	26,595									
Incorporated	9,900									
<u>Franklin</u>										
Unincorporated	3,436									
Incorporated	8,564									
<u>Walla Walla</u>										
Unincorporated	4,759									
Incorporated	27,341				1	23,500	86.0			
<u>Columbia</u>										
Unincorporated	2,080									
Incorporated	3,420									
<u>Regional Total</u>	86,095				1	23,500	27.3			

2,500-10,000			under 2,500			Total Served		
No.	Pop.Served	%	No.	Pop.Served	%	No.	Pop.Served	%
2	5,065	2.0	9	8,444	3.3	13	214,360	84.6

2	9,240	77.7	3	2,011	16.9	1	17,689	100.0
						5	11,251	94.6
						0	.....	0.0
						0	.....	0.0
1	8,200	91.5	1	764	8.5	0	.....	0.0
						2	8,964	100.0
3	17,440	37.2	4	2,775	5.9	8	37,904	80.8

2	9,500	96.0				0	.....	0.0
						2	9,500	96.0
1	8,000	93.4				0	.....	0.0
						1	8,000	93.4
						0	.....	0.0
						1	23,500	86.0
			1	3,200	93.6	0	.....	0.0
						1	3,200	93.6
3	17,500	20.3	1	3,200	3.7	5	44,200	51.3

