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# THE TENNESSEE LIBRARY ASSOCIATION, 1950-1975

A Thesis

Presented for the

Master of Science in Library Science

Degree

The University of Tennessee, Knoxville

Stephen M. Findlay

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ABSTRACT

This study was based on propositions which stated that the Tennessee Library Association had failed in its efforts to influence library planning and development in the state from 1950 to 1975, had not maintained a close working relationship with the Tennessee State Library and Archives, and had used ineffective means in its attempts to get the General Assembly to provide a proper level of funding for library programs in the state. Additionally, a final proposition stated that a lack of continuity in the administration of the Association and in the make-up of its committees as well as the absence of a program of long-range goals and objectives contributed to that failure.

The major portion of the research for this study was done in the archival files of the Tennessee Library Association. Issues of the Tennessee Librarian, the official journal of the Association, were examined and interviews were carried out with persons who were active in the organization. Articles and monographs relating to state library associations were used to compare the activities of the Tennessee Library Association to those of similar organizations.

Evidence was presented by outlining the activities of the Tennessee Library Association prior to 1950, examining the make-up of the organization's membership and the activities of its various Sections, delineating the administrative patterns of the Association, and tracing its role in the planning and development of library service in the state from 1950 to 1975.

The findings supported the propositions. In addition, it was found that one segment of the Association's membership dominated its leadership during the period being considered and that problems existed in the communication process between the Association's leadership and its general membership.

Based on these findings, a number of recommendations were made: First, that the Association and the Tennessee State Library and Archives explore possible means of future cooperation. Second, that the Association become more effective in the support of legislation by the establishment of a legislative network, by the enlistment of support from other interested organizations, by the careful choice of personnel for the Legislative Action Committee, and by the assurance of continuity in the membership of that Committee. Third, that the Association adopt an amendment to the Constitution and Bylaws that would insure continuity in the membership of all committees. Fourth, that the Association develop a program of long-range goals and objectives. Fifth, that the Association find ways to insure a more even distribution of its leadership amongst all segments of its membership. Finally, that communication be improved by the publication of the Association's proceedings in the Tennessee Librarian and by the publication of a legislative newsletter.

It was concluded that the experiences of the Tennessee Library Association with regard to the planning and development of library service on a statewide level could not be compared with those of similar organizations because no other studies of this nature have been published.

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# INTRODUCTION

Librarians in the United States have a proclivity for gathering themselves together in formal organizations. This is illustrated, as Peggy Sullivan has pointed out, by the fact that a recent edition of the Encyclopedia of Associations listed seventy-five associations of libraries or librarians, and these entries did not even include state and local groups.[1] On the national level there are associations of many different types of librarians: medical librarians, special librarians, and music librarians, just to name a few. There is also, of course, the American Library Association whose membership is composed of all types of librarians. Memberships are also available for librarians in the five regional library associations that cover the various sections of the nation. Additionally, there are local groups in sections of the larger states as well as in local communities. And finally, state library associations exist for each state of the Union.

The role of the state library association differs from that of a national library association. The American Library Association, for example, can focus its energies on national library problems and encourage and support library legislation that would benefit libraries throughout the nation. The state association, however, while supporting the national outlook of the American Library Association, must spend most of its time dealing with library problems unique to its state. By

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[1]Peggy Sullivan, "Library Associations," Library Trends 25 (1976): 135.

combining its resources with that of the state library agency, the state library association can attain goals in statewide library planning that could not be achieved by those organizations of greater scope.[2]

The purpose of this study is to investigate the effectiveness of one such state library association as a factor in influencing the development and planning of library service on a statewide level. There are many other factors that play a part in the development of library service in a state but this study is concerned only with the role of the state library association.[3] The subject of this study is the Tennessee Library Association and its activities during the period 1950-1975.

The literature of library development within the political process emphasizes the need for a close working relationship between the state library agency and the state library association in support of the development of library service. The literature further iterates the need for employing appropriate and effective methods of working with legislative bodies.[4]

While they must work with both the state library agencies and the state legislatures, state library associations are not without their own

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[2]John S. Richards, "State and Regional Library Associations," Library Trends 3 (1955): 321.

[3]Phillip Monypenny, The Library Functions of the States (Chicago: American Library Association, 1966), pp. 36-38.

[4]See, for example, Oliver Garceau, The Public Library in the Political Process (New York: Columbia University Press, 1949), pp. 172-174; Carleton B. Joeckel and Amy Winslow, A National Plan for Library Service (Chicago: American Library Association, 1948), pp. 65-66; Monypenny, op. cit., passim.

problems. A study of state library associations made by Grace Stevenson identified problems common to such organizations. These are: (1) a lack of properly developed programs of long-range goals and objectives resulting in a lack of unity and purpose, and (2) a lack of continuity in both the administration of an association's affairs and in the leadership and membership of its committees.[5]

Based on the above, the following propositions were developed to guide this study:

Proposition I—The Tennessee Library Association failed in its efforts to influence library planning and development in the state during the period studied, 1950-1975.

Proposition II—The Tennessee Library Association failed to maintain a close working relationship with the State Library and Archives.

Proposition III—The Tennessee Library Association used ineffective methods in its attempts to get the General Assembly to provide proper funding for the state's library system.

Proposition IV—The two problems identified by Grace Stevenson as being common in state library associations played a part in that failure.

The operational definition of "effectiveness" for the purpose of this study will be success. In other words, if the Tennessee Library Association succeeded in attaining passage of a piece of legislation it supported, it will be judged as being effective in that particular instance.

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[5]Grace T. Stevenson, ALA Chapter Relationships—National, Regional, and State (Chicago: American Library Association, 1971).

The present investigation of a state library association's relationship to the planning and development of statewide library service was undertaken for a number of reasons. First, no similar studies have been done. Second, the study could prove useful by identifying those methods used by the Tennessee Library Association that were effective as well as identifying those problems that caused it to fail. Additionally, leaders of other state library associations could use the experiences of the Tennessee Library Association as a basis for the evaluation of their own organization's work.

Because this study is an historical one, the records of the Association, housed both in the State Library and Archives and in the Association's office at David Lipscomb College in Nashville, provided the greatest amount of material used to delineate both the structure and the activities of the organization. Another major source of information was the official journal of the Association, the Tennessee Librarian. Although most of the research done for this study was accomplished in the records of the Association, interviews were conducted with some of those persons who were active in the Association during this period. These interviews were conducted for two reasons: either to elucidate information found in the TLA Archives or to help answer questions not answerable through the use of archival materials. Finally, articles and monographs dealing with the structure and activities of other state library associations were studied so that the Tennessee Library Association could be compared with similar organizations.

The only problem encountered in the course of investigating the activities of the Tennessee Library Association for the given period was

that of some missing material. As is the case with any sizeable organization that has been in existence for a lengthy period of time, not all correspondence, minutes, reports, etc., have found their way into the archival files of the Association. In addition, interviews of former active participants indicated that the passage of time had sometimes dulled recollections to the point that facts had been forgotten or the information obtained later proved to be inaccurate. Neither problem, however, seriously hampered this investigation.

A survey of the literature revealed a scarcity of material on state library associations. Typical of the examples found were Peggy Sullivan's "Library Associations" and John Richards' "State and Regional Library Associations."[6] Both of these articles are very general and are not helpful except in placing the state association in perspective within the heirarchy of library organizations.

More specific in their comparison of the organization and activities of state library associations are two studies which discuss regional library associations. In her monograph ALA Chapter Relationships—National, Regional, and State, Grace Stevenson analyzes the problems and activities of the state library associations that comprise the Southwestern Library Association. This study, based on a questionnaire, is useful in delineating the problems these state organizations had in common. The second study that is useful is Mary Edna Anders' report of the Southeastern States Cooperative Library Survey. Part of this report discusses the activities of the state library associations that are

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[6]Sullivan, op. cit.; Richards, op. cit.

members of the Southeastern Library Association. Anders' work is especially valuable for its analysis of the characteristics of the membership of those organizations.[7]

More has been written on the role of the state library association in the political milieu. The most cogent and useful diccussions of the relationship between the state library association and the state library agency are to be found in the works of Oliver Garceau, Carleton B. Joeckel, and Phillip Monypenny. Both Garceau and Joeckel stress the need for close cooperation between the state library association and the state library agency, if their common goals of proper library service are to be accomplished. Monypenny provides a specific, detailed analysis of the state library's position within the framework of the state government along with a delineation of its relationship to the administrative and legislative branches.[8]

Equally important are those works that focus on the relationship between the state library and the state legislature. The classic in this field is Beatrice Sawyer's monograph Working with a Legislature. Sawyer emphasizes the need for effective lobbying, if the state library association is to realize the accomplishment of its legislative program.[9] Subsequently, both Joseph Eisner and John Veblen have

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[7]Stevenson, op. cit.; Mary Edna Anders, Libraries and Library Service in the Southeast (University, Alabama: University of Alabama, 1976), pp. 47-56.

[8]Garceau, op. cit.; Joeckel, op. cit.; Monypenny, op. cit.

[9]Beatrice Russell Sawyer, Working with a Legislature (Chicago: American Library Association, 1948).

reiterated Sawyer's points in published articles.[10] Finally, Eleanor Ferguson in her article emphasizes the need for unity of purpose within the organization if it is to succeed in promoting its legislative program.[11]

The most useful source of information on the background of the Tennessee Library Association's activities prior to 1950 is Ambrose Easterly's study of the first fifty years of the organization's existence. Easterly found that although the Association supported library legislation in Tennessee, it was too small to be an influential factor in public library development in the state during that period.[12]

The development of library service in Tennessee can be traced through a number of sources. The best is Mrs. John Trotwood Moore's "The First Century of Library History in Tennessee," which discusses the history of libraries in Tennessee up to 1913.[13] Catherine Zealberg's study of the origins, development, and accomplishments of the state's regional library system during its first seven years is also helpful in

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[10]Joseph Eisner, "Associations and Legislation," Drexel Library Quarterly 3 (1967): 365-370; John Veblen, "An Effective Legislative Program by a Library Association," Illinois Libraries 51 (1969): 97-102.

[11]Eleanor Ferguson, "State Library Associations-Agents of Change," North Country Libraries 12 (1969): 1-9.

[12]Ambrose Easterly, "The Tennessee Library Association's First Fifty Years" (Master's thesis, George Peabody College for Teachers, 1954).

[13]Mrs. John Trotwood Moore, "The First Century of Library History in Tennessee," East Tennessee Historical Society's Publications 16 (1944): 3-21.

understanding the beginning of the state's funding of library service in Tennessee.[14] Mary Edna Anders' doctoral dissertation, which evaluates the development of public library service in the Southeast from 1895 to 1950, is helpful because it places the development of library service in Tennessee in the greater context of the region.[15] The report of the first Southeastern States Cooperative Survey sheds some light on the state of library service in Tennessee in the years immediately after World War II.[16]

It is the purpose of this study to discover the role played by the Tennessee Library Association in the planning and development of library service in the state from 1950 to 1975. Because, to a large extent, that role was determined by the Association's relationship with the State Library and Archives Commission, it will be necessary to detail that relationship over the period under consideration. Attention will also be given to the administration, structure, financial condition, and membership of the Association during this period because the internal affairs of the organization had much to do with its activities in the development of library service in the state. Before turning to the more recent activities of the Association, however, its relationship to library development in the state prior to 1950 will be examined.

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[14]Catherine Zealberg, Books for All: The Regional Library Program in Tennessee, January 1940-June 1947 (Nashville: State Department of Education, 1947).

[15]Mary Edna Anders, "The Development of Public Library Service in the Southeastern States" (Ph.D. dissertation, Columbia University, 1958).

[16]Louis R. Wilson and Marion A. Milzewski, Libraries of the Southeast (Chapel Hill: University of North Carolina Press, 1949).

# CHAPTER I

## THE TENNESSEE LIBRARY ASSOCIATION AND THE DEVELOPMENT OF PUBLIC LIBRARY SERVICE IN TENNESSEE, 1902-1950

In May 1902, a group of Tennessee librarians met in Nashville and organized the Tennessee Library Association.[1] As indicated in its first Constitution, the objectives of the organization were ". . . to encourage the establishment of libraries and promote library interest in the state of Tennessee."[2] The Tennessee Library Association was the third professional library organization formed in the South; following the Georgia Library Association, organized in 1897, and the Florida Library Association, initially established in 1901.[3]

At the time the Tennessee Library Association was organized public library service in Tennessee was still in its infancy. This does not mean that libraries were new to the state. To the contrary, in 1794, two years before Tennessee became a state, monies were collected by the Davidson Academy of Nashville to use for the purpose of purchasing books.[4]

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[1]Ambrose Easterly, "The Tennessee Library Association's First Fifty Years" (Master's thesis, George Peabody College for Teachers, 1954), p. 5.

[2]Ibid.

[3]Mary Edna Anders, "The Development of Public Library Service in the Southeastern States" (Ph.D. dissertation, Columbia University, 1958), p. 82.

[4]Mrs. John Trotwood Moore, "The First Century of Library History in Tennessee, 1813-1913," East Tennessee Historical Society's Publications 16 (1944): 3-9, 17-18.

A second example of early library activity was the social library as exemplified by the Nashville Library Club. This organization was the first Tennessee library to attain legal status, when it received its charter from the state in 1814.[5] From these early beginnings in the state capitol, the social library movement spread rapidly across the state. By the middle of the century, the social library movement had gained sufficient strength that not even the neglect and physical damage caused by the Civil War could deter its growth.[6]

The State Library, located in the State Capitol Building in Nashville, was almost completely destroyed by Union soldiers who were housed in that building during the war. This library was created by the General Assembly in 1853 to fill the need for an agency to house a growing collection of the state's documents. The Secretary of State was made librarian ex officio. In 1855, an appropriation of $500 was made to enlarge the collection. After the war, the collection was completely rebuilt so that by the turn of the century it had one of the richest collections in the state.[7]

The most important piece of library legislation passed in Tennessee in the nineteenth century was that which allowed the formation of a municipal library in one of the state's largest cities. Initial funding for the Cossitt Library in Memphis came from the estate of one-time Memphis businessman Frederick Cossitt, who during his lifetime expressed the wish to establish a public library in Memphis. Although funds to

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[5]Ibid., pp. 9-10.

[6]Ibid.

[7]Ibid., pp. 12-17.

establish a public library were not provided in his will, Mr. Cossitt's daughters generously made a gift of $75,000 to the city of Memphis. The city in turn agreed to add funds for a site on which to build a library, as well as monies for the library's operation. However, before the city could allocate money for this purpose, a law had to be passed by the General Assembly. This was accomplished in the 1889 session, and the Cossitt Library became the first municipally funded public library in the state.[8] The passage of this legislation legally established the use of public funds for the operation of a public library in Tennessee. All future legislation in the state which related to the use of state or local monies for operating public libraries was based on that 1889 precedent.

Eight years after the Cossitt Library was established in Memphis, the General Assembly passed the first of a series of laws that would serve to increase library service in the state. This act, passed in 1897, allowed any municipality with a population of over 20,000 to establish free public libraries or to assist free library associations that were already established.[9] This law was later amended in 1901 to permit cities with a population of over 30,000 to increase the levy for library services from one mill on the dollar to five mills on the

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[8]C. Lamar Wallis, "Memphis and Shelby County Public Library and Information Center," Encyclopedia of Library and Information Science, Allen Kent, Harold Lancour, Jay F. Daily, Editors (New York: Marcel Dekker, 1976) 17: 440-441.

[9]Moore, op. cit., p. 19.

dollar.[10] In 1903, another piece of library legislation was enacted. It gave the city of Memphis the right to levy a library tax at the rate of $.05 per $100 assessed value.[11] Finally, the population requirement for the establishment and maintenance of libraries, set in 1897, was removed by a 1909 act.[12]

Only three years after its organization, the Tennessee Library Association made its first attempt at promoting library legislation. At a joint meeting with the Tennessee Public School Officials in 1905, a paper entitled "A State Library Commission" was presented. Its purpose was to promote the formation of such a commission. As a result of the meeting, a bill was drafted which defined the roll of the proposed commission to be promotion of library development within the state generally and provision of assistance in the organization of new libraries. The Tennessee Free Library Commission ultimately was established by the General Assembly in 1909, but no funds were provided for its operation until 1911. In addition, it had a short life for in 1913 the Legislature did away with the Commission and invested its authority in the State Board of Education.[13]

Over the following decades, the Tennessee Library Association continued to endorse legislation related to library service. For

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[10]State of Tennessee, Legislative Council Committee, Final Report, Public Library Service Study, 1960 (Nashville: Legislative Council Committee, 1960), p. 3.

[11]Moore, op. cit., p. 19; Wallis, op. cit., p. 441.

[12]Legislative Council Committee, op. cit., p. 3.

[13]Easterly, op. cit., pp. 27-30.

example, there was an act authorizing the creation of county libraries in 1921; one changing the composition of both municipal and county library boards in 1929; another creating the Division of Libraries within the Department of Education in 1937; and a second 1937 act initiating the certification of all types of librarians in the state.[14]

One section of the 1937 law creating the Division of Libraries provided the legal basis for the establishment of regional library service in Tennessee. One of the duties of the new Division was "to develop regional library service throughout the state by means of funds supplied in part by the State and in part by the counties and/or other local units within the region served." However, no monies were appropriated for the establishment of such a system at that time.[15]

Two reports on library service in the state supported the regional system of organization. Three years earlier, in 1934, the Tennessee Educational Commission had published a report on the state of education in Tennessee. Part of that report focused on library facilities in the state. It was noted in this report that many counties were too poor and/or too sparsely populated to maintain library service and that experience with library development elsewhere in the nation indicated the wisdom and economy of serving larger numbers of persons. It was pointed out that ten large library systems could provide better service

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[14]Ibid., p. 26. Easterly points out that because of the shortage of professional librarians in the state the certification law was never implemented.

[15]Ibid., p. 32.

for the same per capita cost as the system then current. The report recommended that the state establish a statewide system of library service to all citizens.[16]

A second report that adopted the regional system of library service as the best administrative pattern for Tennessee libraries was one published by the Committee on Prevention (of Social Problems) at the Source. This group saw properly stocked and administered libraries as a solution to the social problems of the state. It supported the Educational Commission's idea of a state government agency to administer library service under the regional concept. It recommended an initial appropriation of $200,000 to get the program started.[17] The Tennessee Library Association supported this program but urged an appropriation of $225,000 to finance it.[18]

One of the major problems the Tennessee Library Association faced during this period of its existence was its inability to influence the funding of the library program in the state. In his study of the first fifty years of the Association's existence, Ambrose Easterly was unable to find much in the way of concrete accomplishments. He noted the organization's interest in library legislation but stated that it was too small to be politically influential. The evidence presented by Easterly makes clear that the Tennessee Library Association had little

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[16]Ibid., p. 12.

[17]"A Library Program for Tennessee," Tennessee Libraries, January 1939, pp. 1-4. The social problems that libraries were supposed to cure were not itemized.

[18]Ibid., p. 4.

to do with the passage or defeat of library-related legislation between 1902 and 1950. Easterly stated that the Association supported library legislation but he failed to identify its methods.[19] Evidently lobbying was done on an informal basis, as it has been throughout most of its history; viz., the Association published the need for support or opposition to legislation and then relied on the individual members to contact their legislators on a grass-roots level.[20]

Although the Tennessee Library Association was unsuccessful in obtaining funding from the state for the initiation of a regional library program, monies for the development of the system became available from another source. The regional concept of library service was adopted by the Tennessee Valley Authority when it decided to bring library service to the area surrounding the construction site of the Watts Bar Dam where many of the families of the dam workers were living. In 1939, a contract was signed with the State Department of Education and the Lawson-McGhee Library in Knoxville. The latter was to administer library service in the region. Mary U. Rothrock, former Librarian of the Lawson-McGhee Library and renowned expert in library service, was appointed to head the Tennessee Valley Authority's library services. Her vision was largely responsible for the idea of regional library service in Tennessee.[21]

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[19]Easterly, op. cit., pp. 22, 26-34.

[20]For example, see Tennessee Libraries, October 1938, p. 3, and January 1939, p. 8.

[21]Anders, op. cit., pp. 38-39.

When the Tennessee Valley Authority moved its construction sites to other areas of the state, it withdrew its financial support from the original Watts Bar Region. The citizens of that area, fearing the loss of library service, brought pressure to bear on the General Assembly to appropriate funds to maintain the service. The Legislature responded with $20,000. This was the first state-aid funds ever provided for library service in Tennessee.[22] By 1947, the number of regions had increased from one to seven; the number of counties served grew from four to forty-one. The appropriation of state funds for the biennium 1947-49 was $100,000.[23]

The regional library system was the focal point of "A Five Year Plan for Library Service in Tennessee" drafted by the Tennessee Library Association. Published in 1948 the plan, which had been inspired by the National Plan for Public Library Services,[24] proposed a system of ten to twelve regions. It recommended that $25,000 be allocated for additional personnel needed to strengthen existing regions and develop new ones. It also called for the establishment of a state library extension office and continued appropriations for the regional program. Financing for this program was to be made available by earmarking

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[22]Ibid., pp. 7-8.

[23]Catherine Zealberg, Books for All: the Regional Library Program in Tennessee, January 1940-June 1947 (Nashville: State Department of Education, 1947), pp. 25-30.

[24]Carleton B. Joeckel and Amy T. Winslow, A National Plan for Library Service (Chicago: American Library Association, 1943). This document urged that each state develop a plan for library service on a statewide basis making use of the larger units of service such as the region.

2 percent of the annual sales tax revenue, which would amount to approximately $30,000 per annum.[25]

The need for improvements in the regional library program was highlighted in the "Tennessee Library Survey," the state's part of the Southeastern States Cooperative Survey published in 1949. It was no surprise that the Survey revealed that library service in the state was sub-standard. Its recommendations, therefore, were aimed at curing this problem: First, standards for participating libraries in the regional system should be raised. The hiring of librarians for school libraries was also suggested. The need for comparing library conditions in Tennessee with the national minimum standards for libraries was recognized. A plan for promoting services that could be provided by municipal libraries was called for. A program for continued expansion of the regional system was included. Minimum standards for academic libraries were outlined. Finally, the study recommended that those colleges and universities with library education programs cooperate with the Tennessee Library Association in an active program of recruitment that would provide aid to prospective students enrolling in library science programs.[26]

In 1947, a bill that was to have a great impact on Tennessee's regional library system passed the General Assembly. This act created a Division of Library Services and Archives, Learning and Instructional

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[25]"A Five Year Plan for Library Service in Tennessee," Tennessee Librarian, Summer 1948, pp. 4-5.

[26]"Tennessee Library Survey," Tennessee Librarian, Autumn 1949, pp. 3-5.

Materials, Museum and State History within the Department of Education. Among other things, this Division was to be responsible for the development of regional and statewide library service and cooperation in the extension of library service with city, county, regional, and school libraries. The head of this division was authorized to enter into agreements with local libraries, as long as they were in line with Department of Education policies.[27] This act was amended in 1949 to remove the State Library and Archives from the jurisdiction of the Department of Education, bringing closer to reality the Tennessee Library Association's dream of an independent state library agency.[28]

It was in this same year, 1949, that the influence of the Tennessee Library Association began to be felt in library planning in the state. Although the Association was still relatively small, it was beginning to have more of a voice in the library affairs of the state. In the coming decades it was to learn, however, that there was an unwillingness on the part of the state to fund public library service at a proper level. That trend had already been set and would not be broken. The Association was about to have success in the reality of an independent library agency, but that status would be short-lived for the Tennessee State Library and Archives Commission. In other words, many of the trends with regard to the Association's relationship to library planning and development in Tennessee during the first fifty years of its existence

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[27]Tennessee Public Acts, 75th General Assembly, 1947, Chapter 99.

[28]Tennessee Public Acts, 76th General Assembly, 1949, Chapter 281.

would continue for the next twenty-five. That later period of the Tennessee Library Association's activity will be treated in Chapter IV.

# CHAPTER II

# THE TENNESSEE LIBRARY ASSOCIATION: MEMBERSHIP, 1950-1975

## Introduction

During most of the first fifty years of its existence, the Tennessee Library Association remained quite small. It was not until 1920, eighteen years after it had been formed, that the organization's membership exceeded thirty persons. It was its lack of size, as Ambrose Easterly pointed out, that was the cause of its limited effectiveness throughout most of its early history. After 1920, the Association's membership grew at a fairly steady rate until the onset of World War II brought restrictions which limited meetings. Only one conference was held while that conflict was in progress and that was in 1944. By the end of the decade, however, the growth in membership had resumed.[1]

From 1950 to 1975, the membership growth remained steady. In 1950, the first year covered by this study, the total membership of the organization stood at 218. Ten years later, in 1961, that number had more than tripled to 717. The largest membership in the Association's history was in 1969, when 1619 individuals and institutions belonged to

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[1]Ambrose Easterly, "The Tennessee Library Association's First Fifty Years" (Master's thesis, George Peabody College for Teachers, 1954), pp. 26, 50, 76-77.

the Tennessee Library Association. By 1975, that figure had dropped slightly to 1592.[2]

Not only did the number of members in the Association increase during the period 1950 to 1975, but the percentage of total librarians in the state also showed a marked increase. The 1950 Census revealed that there were 892 librarians working in Tennessee, yet only 21 percent were members of the Tennessee Library Association. By 1960, the number of librarians in the state had increased to 1,421, of which 50 percent belonged to the Association. In 1970, the organization's membership was 62 percent on the number of Tennessee librarians listed in the Census for that year.[3]

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[2]A year-by-year tabulation of the Tennessee Library Association's membership may be found in Appendix B. Unless otherwise indicated, the membership figures presented in this chapter, and in the Appendix, were taken from the annual reports of the Membership Committee which usually appeared in the annual "Convention Proceedings" issue of the Tennessee Librarian. This writer acknowledges the fact that these committee reports did not always reflect the final membership figures for a given year. However, since in most instances the revised figures could not be found, it was decided, for the sake of consistency, to base the figures presented in this chapter and in the Appendix on the committee reports.

[3]U.S. Department of Commerce, Bureau of the Census, Census of Population: 1950, Vol. 2, Characteristics of Population, pt. 42, Tennessee (Washington: U.S. Government Printing Office, 1952), p. 229; U.S. Department of Commerce, Bureau of the Census, Census of Population: 1960, Vol. 1, Characteristics of Population, p. 44, Tennessee (Washington: U.S. Government Printing Office, 1963), p. 417; U.S. Department of Commerce, Bureau of the Census, Census of Population: 1970, Vol. 1, Characteristics of Population, pt. 44, Tennessee (Washington: U.S. Government Printing Office, 1973), p. 622. This percentage differs from that given by Anders. Included in her figures are library trustees, who would not show up in the Census as librarians. Mary Edna Anders, Libraries and Library Service in the Southeast (University, Alabama: University of Alabama Press, 1976), p. 50.

As will be discussed later, the Tennessee Library Association was most active in library planning and development in the state in the 1950's. However, during that decade the level of membership went over 400 on only two occasions and the Association represented less than half of the state's librarians. In the following decade, when its membership was two to three times greater, the organization's level of activity was very low.

## Characteristics

Throughout the period being considered the membership of the Tennessee Library Association reflected a cross-section of Tennessee's librarians. For a number of years, particularly during the 1950's, school librarians held the largest percentage of the Association's memberships. At the height of this domination, in 1957, 46 percent of the organization's members were school librarians.

The expansion of public library service in Tennessee in the following decade caused an increase in the membership of the Public Libraries Section of the Association. After 1961, this division had the largest librarian membership of any in the organization. Public librarian membership reached its peak in 1968, when this Section accounted for 46 percent of the Tennessee Library Association's members.

With the exception of 1959, when they outnumbered their public library counterparts eighty-nine to sixty-three, the academic librarians never equalled the public librarians in total membership. The Colleges and University Libraries Section averaged only 24 percent of the

membership of the organization, as compared with 34 percent for the Public Libraries Section.

The Special Libraries Section remained the smallest within the Association during the entire period of this study. Their membership averaged 7 percent of the Tennessee Library Association's total membership.

The fastest growing division of the Tennessee Library Association was the Trustees and Friends Section. From the time this Section was organized in 1950, its membership climbed on a constant basis until 1965, when it leveled off at about 35 percent of the total individual memberships of the Association.

The statistics furnished to Mary Edna Anders by five of the state library associations that belong to the Southeastern Library Association offer some basis for comparing the Tennessee Library Association's membership with that of neighboring state library associations. These figures revealed that by far, school librarians dominated the membership of these associations. The Alabama Library Association was the only one of the five in which school librarians were not the most numerous. In South Carolina their numbers were so great that they held a majority of that association's membership.[4] Table 1 shows how the Tennessee Library Association's membership compared with each of the state associations and the region as a whole.

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[4]Ibid.

Table 1. Distribution of Librarian Memberships in Southeastern State Library Associations, 1971, by Percentage

| Category | ALA | MISS | NC | SC | TN | VA | REGION |
|---|---|---|---|---|---|---|---|
| College | 31 | 24 | 20 | 20 | 26 | 30 | 21 |
| Public | 38 | 38 | 21 | 23 | 36 | 27 | 25 |
| School | 30 | 30 | 48 | 51 | 33 | 33 | 38 |
| Special | na | 8 | na | 5 | 5 | 8 | 5 |
| Others | 8 | na | 12 | na | na | 2 | 11 |

Source: Mary Edna Anders, Libraries and Library Service in the Southeast (University, Alabama: University of Alabama Press, 1976), p. 50.

The membership of the Tennessee Library Association's Public Libraries and College and University Libraries Sections were considerably above the regional average, while the School Libraries Section was somewhat below that average. The Special Libraries Section's membership was only slightly higher than the norm for the region. Unfortunately, Anders does not offer an analysis for her statistics, so that it is difficult to account for these differences.

In one area of membership, not indicated in the above table, the Tennessee Library Association had significantly greater numbers than the other Southeastern state library associations. In 1971, the Trustees Section of the Association had 455 members, a total equal to one-third of the total individual memberships of the organization. By comparison, the North Carolina Library Association, which had the largest membership of those organizations furnishing statistics to the Anders study, had only 247 trustee members, or 13 percent of its total individual memberships. Excluding the Tennessee Library Association, the trustee

membership in the other library associations in the region averaged 14 percent.[5]

While information is not available about trustee representation in these other state library associations, a study of library trustees by Ann Prentice showed that nationally a majority of library trustees did not belong to state trustee organizations. Prentice's study also showed that the level of memberships in state trustee organizations varied from state to state, depending on how dynamic the organization was or on whether or not trustees' dues were paid for them by their boards.[6] In the case of the Tennessee Library Association the size of the Trustees and Friends Section may be based on both of these factors.[7]

In spite of the fact that the Trustees and Friends Section of the Association was so strong in numbers, it is interesting to note that during the period from 1950 to 1975 not one trustee was elected to an office in the organization. In contrast, all of the other Sections of the Association contributed to its leadership during the same period. Table 2 compares the average percentage of the Association membership for each Section with the number and percentage of the Association officers elected from each Section.

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[5]Ibid.

[6]Ann E. Prentice, The Public Library Trustee: Image and Performance in Funding (Metuchen, N.J.: The Scarecrow Press, 1973), pp. 59-60.

[7]Tennessee Library Association, Trustees and Friends of Libraries Section, Minutes, May 8, 1959.

Academic librarians, including library educators who did not have their own section until 1972, accounted for almost 43 percent of the Association's elected officers, although they constituted an average of only 24 percent of the membership of the organization over the twenty-five year period. On the other hand, school librarians, with an average of 37 percent of the membership, elected only 16 percent of the officers. The number of the Tennessee Library Association officers elected from the Public Libraries and Special Libraries Sections was in proportion to the representation of these Sections among the membership of the organization.[8]

Table 2. Tennessee Library Association Officers by Section

| Section | Average Percent of Total Membership | Total Number of Officers Elected | Percent of Officers Elected |
|---|---|---|---|
| College* | 24 | 39 | 43 |
| Public | 34 | 29 | 32 |
| School | 37 | 16 | 17 |
| Special | 7 | 7 | 8 |
| Total | | 91** | 100 |

*Includes library educators.
**Includes one officer whose section could not be determined.

Not only have the college and university librarians elected more officers than any other group in the Association, but they have also

[8]These figures, and those that follow in this analysis of TLA officers, were compiled from the listing of officers and committee chairpersons that appears in each issue of the Tennessee Librarian. In all cases statistics were based on the category to which a person belonged when elected to office.

dominated nearly all of the organization's elected offices. As illustrated in Table 3, the academic librarians have been responsible for over 40 percent of the Presidents and Vice Presidents and better than one-third of the Secretaries and Treasurers.

Table 3. Percentage of TLA Officers by Section, 1950-1975

| Section | Presidents | Vice Presidents* | Secretaries | Treasurers |
|---|---|---|---|---|
| College | 44.0 | 41 | 35 | 35 |
| Public | 39.0 | 17 | 30 | 25 |
| School | 17.0 | 42 | 35 | 40 |
| Special | .04 | 0 | 0 | 0 |

*Includes only Vice Presidents who were not Presidents-elect.

The influence of the College and University Libraries Section in the leadership of the Association can also be seen in the distribution of standing committee chairships over the same period. Table 4 shows the number and percentage of committee chairpersons named from each Section.

When the total number of elected officers is combined with the total number of committee chairpersons, as shown in Table 5, the influence of the College and University Libraries Section is clear.

However, the reason for the domination of the leadership of the Association by the College and University Libraries Section is not clear. It may be speculated that persons in academic libraries and in library schools are encouraged to participate in the activities of professional

organizations. Therefore, they may be given time and money to make that participation possible or at least easier.[9]

Table 4. Standing Committee Chairpersons by Section, 1950-1975

| Section | Committee Chairpersons | Percentage |
|---|---|---|
| College | 68 | 41 |
| Public | 57 | 34 |
| School | 24 | 14 |
| Special | 10 | 6 |
| Trustees | 9 | 5 |
| Totals | 168 | 100 |

Table 5. Elected Officers and Standing Committee Chairpersons by Section, 1950-1975

| Section | Officers | Committee Chairpersons | Total | Percent of Leadership Positions |
|---|---|---|---|---|
| College | 39 | 68 | 107 | 42 |
| Public | 29 | 57 | 86 | 33 |
| School | 16 | 24 | 40 | 15 |
| Special | 7 | 10 | 17 | 7 |
| Trustee | 0 | 9 | 9 | 3 |
| Totals | 91 | 168 | 259 | 100 |

It is easier to explain the inactivity of the school librarians. Since school librarians usually belong to both the Tennessee Education

[9]Interview with Edwin Gleaves, August 3, 1977. Interestingly enough, Easterly found that the public librarians dominated the activities of the Association during its first fifty years. In fact, public librarians were elected to 54 percent of the Association's offices during this period, academic librarians to only 29 percent. Easterly, op. cit., p. 85.

Association and the Tennessee Library Association, they may have neither the time nor the desire to participate more fully in the activities of the library association. This possible effect may be heightened by the fact that participation in the library association offers little chance of material benefits. In contrast, membership in an education association, such as the Tennessee Education Association—which in some instances acts as the bargaining agent for teachers—may provide such benefits.

On the other hand, it is difficult to understand why the trustees have not been utilized more in the leadership positions of the organization. It is a fact, as Mildred Batchelder has pointed out, that the trustees can be highly influential in obtaining favorable legislation and a proper level of funding for library service.[10] This is particularly important in light of Donald Koepp's findings that many library trustees are appointed to their positions on library boards as a result of political connections.[11] Placed in positions of leadership within the Association, these persons could be very effective in the organization's attempts to influence library legislation and funding.

Just as one section of the Association dominated the leadership of the organization, so did one sex. Throughout the period under consideration the Association's membership was largely female. The

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[10]Mildred L. Batchelder, Public Library Trustees in the Nineteen Sixties (Chicago: American Library Trustee Association, 1969), p. 29.

[11]Donald W. Koepp, Public Library Government (Berkeley: University of California Press, 1968), pp. 124-128.

percentage of female/male membership in the Tennessee Library Association for selected years is shown in Table 6.

Table 6. TLA Membership by Sex for Selected Years

| Year | Percent Female | Percent Male |
|---|---|---|
| 1951 | 89 | 11 |
| 1958 | 85 | 15 |
| 1963 | 77 | 23 |
| 1968 | 74 | 26 |
| 1973 | 77 | 23 |
| Average | 81 | 19 |

From 1950 to 1975, over 60 percent of the Association's officers and standing committee chairpersons were women. Lest one be deceived, however, the female domination of the Association's leadership was not as great as might seem at first glance. When the female/male ratio is broken down by individual office, an interesting pattern emerges, as illustrated by Table 7.

Table 7. TLA Officers by Sex, 1950-1975

| Sex | President | Vice President* | Secretary | Secretary-Treasurer | Treasurer |
|---|---|---|---|---|---|
| F | 52 | 25 | 95 | 00 | 91 |
| M | 48 | 75 | 5 | 100 | 9 |

*Includes only Vice Presidents who were not Presidents-elect.

It is clear then from these statistics, that men were elected to the chief executive office of the Association in great disproportion to their actual representation in the membership. In fact, if only the last ten years of the period are considered, men outnumbered women six to four in that office. As is the case with most organizations with membership of both sexes, women dominated the offices of Secretary and Treasurer. Interestingly enough, however, when the two offices were combined, a man was elected to the position two years in a row.

A less active minority in the Association was the black librarian. Although no statistics can be found relating to the racial makeup of the Tennessee Library Association, the participation of blacks in the activities of the organization date from 1954. Prior to that time there was no professional association for black librarians in Tennessee with the exception of the school library section of the Negro Education Association.[12]

The Tennessee Library Association had to face the question of integration when a black librarian from Fisk College in Nashville applied for membership in 1954. This request was turned down with regrets by President Ruth Reagor. Reagor noted that the Association had not voted to integrate its membership and that no plans to do so had been made for the near future.[13]

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[12]Louis R. Wilson and Marion A. Milczewski, eds., Libraries of the Southeast: a Report of the Southeastern States Cooperative Library Survey, 1946-47 (Chapel Hill: University of North Carolina Press, 1949), p. 281.

[13]Ruth Reagor to Mildred Feeney, March 21, 1954, TLA Archives.

At a meeting in March, after the Fisk librarian's application had been denied, the Executive Committee voted to invite four Negro librarians to attend the 1954 Convention in Nashville.[14] Ruth Reagor questioned the wisdom of inviting only a few Negroes to attend the convention for fear that it might lead to a misunderstanding by other black librarians in the state. In addition, she was concerned that the limitations put on the use of the hotel facilities would prove embarrassing, but she expressed a hope that the Planning Committee would vote to abolish segregation in the organization.[15] Reagor's concern was so great that she wrote to David Clift, Executive Director of the American Library Association, asking for advice on how other library organizations had handled this situation.[16]

A less cautious attitude toward integration was taken by Frances Cheney. She told President Reagor that she felt integration could be achieved with little trouble; however, she warned of the necessity of being prepared for articulate objections that would be most likely to come from Jesse Cunningham, Librarian of the Cossitt Library in Memphis. She suggested that the Planning Committee issue an "objective" statement to be printed in the next issue of Tennessee Librarian. She further suggested that Elizabeth Edwards, who had integrated the Chattanooga

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[14]Martha Parks to Mary E. Lyons, March 23, 1954, TLA Archives. Four was the number chosen because this was the maximum number of Negroes the hotel management would allow to attend a meeting in the hotel.

[15]Ruth Reagor to A. F. Kuhlmann, March 30, 1954, TLA Archives.

[16]Ruth Reagor to David Clift, March 31, 1954, TLA Archives.

Public Library with no problem. be the one to bring this question before the Association.[17]

The problem was finally and easily solved when it was noted that the new constitution left membership open to all in a way that could be interpreted as including Negroes. It was further decided that invitations should be extended to all Negro librarians in the state to join the Association.[18]

Although blacks were members of the Tennessee Library Association for most of the period under consideration, there is little evidence to indicate that they have played an active role in the leadership of the organization. Two blacks were elected to office during the twenty-year period: Lois Clark, Secretary, 1971-72 and Georgia McClaron, President, 1974-75. Cleo Boyd, a Jackson school librarian, served as Chairman of the Public Relations Committee at the time McClaron was President.

Study of the characteristics of Tennessee Library Association officers and committee chairmen from 1950 to 1975 revealed that the College and University Libraries Section dominated the leadership of the organization during that period. On the other hand, trustees and school librarians held the largest percentage of the Association's memberships, but held the fewest number of elected offices. Men, although in the minority in numbers, were elected Association Presidents in numbers almost equal to the female holders of those offices.

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[17]Frances Cheney to Ruth Reagor, March 31, 1954, TLA Archives.

[18]A. F. Kuhlmann to Elizabeth Edwards, May 11, 1954, TLA Archives.

One of the major problems faced by the Association with regard to membership was that of encouraging librarians in the state to become members of the organization. The Membership Committee was the group charged with the responsibility for recruiting members.

## Membership Committee

A perusal of the Membership Committee's reports as they appeared in the Tennessee Librarian revealed that a number of methods were used to increase the size of the organization. For the most part, however, the standard procedure was to send letters to all librarians in the state asking them to join the Association. Letters were also sent to library directors asking them to promote TLA membership to their staffs. In 1962 an effort was made to encourage rivalry among the larger cities of the state for the greatest number of members by contrasting the expected level of membership with that actually obtained.[19]

To help the Membership Committee cope with the many problems involved in maintaining records of membership, Treasurer Olivia Young made a number of suggestions to the Executive Board in 1969: First, that a centralized Kardex file be set up using color-coded cards for different categories of membership. Second, that a renewal card be placed in the Tennessee Librarian. Third, that August 1 be the deadline for renewal of memberships in order to ensure listing in the Directory

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[19]"TLA Is Growing," Tennessee Librarian 15 (1962): 4-5.

issue of the Tennessee Librarian. And finally, that dues paid at any time be counted for that calendar year.[20]

Many of the Membership Committee's problems were solved when the position of Executive Secretary was created. When the job description for this position was written by the Executive Committee, it included the maintenance of the membership file as one of the duties of the Executive Secretary.[21] The Membership Committee was then freed to promote membership without having the additional and time-consuming task of keeping records.[22]

In 1950 the membership of the Tennessee Library Association was divided into four sections: Public Libraries, College and University Libraries, School Libraries, and Special Libraries. By 1975, the composition of the Association's membership had changed sufficiently that two sections had been added: Trustees and Friends in 1956 and Library Edication in 1974. During the quarter of a century reviewed here there was little change in the activities of the various sections. Each section held an annual meeting and a planned program during the Association's annual conference. There were occasions, however, when a section was given special assignments by the Executive Board; some of these are discussed below.

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[20]Tennessee Library Association, Executive Committee, Minutes, June 11, 1969.

[21]TLA Manual of Procedures, p. 8.

[22]Ibid., p. 14.

## College and University Libraries Section

Of special interest to this group in the 1950's was the gathering and publication of statistics relating to academic libraries in Tennessee. In 1954, A. F. Kuhlmann, Director of the Joint University Libraries in Nashville, expressed the need for more complete statistics on academic libraries in Tennessee. A committee was then appointed for the purpose of collecting those statistics.[23]

At the 1957 meeting the question of statistics was again brought to the attention of the membership. It was noted that the Tennessee Library Association was the only agency then collecting library statistics from Tennessee academic libraries. A suggestion was made that Tennessee academic libraries report their statistics not to the Tennessee Library Association, but to the Association of College and Research Libraries which collected such statistics on a nationwide basis. No action was taken on that proposal, however.[24]

The following year the officers of the Section made some specific recommendations regarding the collection of library statistics for academic libraries in Tennessee:

1. The policy of collecting and publishing statistics should be continued.
2. The expense of collecting and tabulating the statistics be taken from the budget set up for the College and University Section.

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[23]College and University Libraries Section, Minutes, April 30, 1954.

[24]Ibid., March 22, 1957.

3. The form distributed by the Association of College and Research Libraries, with certain alterations, be used. This form will save tabulation, since it is the one TLA has used for publications, it would tend to standardize the statistics. [sic.]
4. A committee . . . be appointed to draw up a questionnaire to be used in collecting data for publication of statistics in the future.[25]

These recommendations were adopted by the membership of the Section.

Although the primary interests of the College and University Librarians Section naturally related to academic libraries, joint meetings were sometimes held with other sections to discuss matters of common interest. For example, in 1962 a joint meeting was held with the Public Libraries and Special Libraries Sections for the purpose of discussing the idea of Regional Reference Centers. The report of a committee appointed by Tennessee Library Association President Catherine Clark was heard at that time and discussed. No action was taken, however.[26]

Although the College and University Libraries Section was primarily interested in those subjects which were of concern to academic librarians, it also became concerned with its own purpose. In 1968 a proposal was made that the Section should become more involved in library affairs on the state level. In order to determine what course members wished to take on the proposal, a questionnaire was sent to academic librarians in the state.

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[25]Ibid., March 14, 1958.

[26]Joint Session, Minutes, April 27, 1962.

The committee appointed to analyze the returned questionnaires found that for the most part the members were not satisfied with the Section as it then existed. The respondents were in favor of the Section becoming involved in the planning of statewide projects, acting as a facilitator of communication among Tennessee's academic librarians, and becoming a stronger Section within the Tennessee Library Association. Suggestions were also made to hold an annual fall meeting of the Section at various campuses across the state to allow academic librarians to get to know each other better and to give them more time to discuss common problems. Projects suggested included: provision of a consultant service to assist in grant proposal writing and library surveys; the broadening of interlibrary loan service in the state; and the fostering of cooperative library activities, including the development of union catalogs, reference networks, information storage centers, and a State Interlibrary Loan Code. It was also suggested that Section programs be in the form of panel discussions and that speakers should be invited from outside the Section.

Based on these findings, the committee presented a recommendation that three standing committees be established to implement the suggestions made by the membership. The Committee on Organization and Communication was to study the need for the reorganization of the Section, determine means by which the Section might become more active, and conduct any programs it felt necessary for the development of the Section. The Committee on Cooperation was to investigate ways by which library cooperation might be fostered in the state. The Committee on Professional Affairs was to look into the possibility of establishing consultants to

work with librarians in the state, plan fall meetings, investigate the need for a survey of academic libraries in Tennessee, and do whatever else it felt necessary for the professional development of Tennessee's academic librarians.[27]

## Public Libraries Section

Because the membership of the Public Libraries Section represented those institutions which had the most to gain from state and federal aid to public libraries, it is not surprising that the Section was heavily involved with those activities of the Association aimed at improving library service in the state. With the passage of the Library Services Act in 1956, for example, federal funds became available to Tennessee libraries. A State Library request that the Tennessee Library Association prepare a plan for the best use of these funds was referred to the Public Libraries Section.[28]

Another topic of concern to the membership of the Public Libraries Section was the adoption of minimum standards for public library service. At the annual meeting in Knoxville in 1973, a motion was made and passed calling on the newly-elected officers to "appoint a committee to

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[27]"Report of a Study to Promote a More Active College and University Section of TLA," Tennessee Librarian 21 (1969): 159-161.

[28]"Minutes of the Executive Committee in Joint Session with the Legislative Committee, November 13, 1954," Tennessee Librarian 7 (1955): 95-96. A detailed account of TLA's part in the development of this plan will be found in Chapter IV.

establish realistic standards of service for small public libraries."[29] The report of that committee, presented the following year, recommended

> . . . that the State Agency, by contractural agreement, underwrite and sponsor a state-wide study or survey to research the users and non-users of libraries and their needs, with accessibility, availability, and appropriateness of materials as key factors.[30]

It was also suggested that information obtained as a result of this survey be incorporated with that from the Southeastern Library Association survey as well as the survey then being conducted by the Tennessee Commission on Higher Education. It was further recommended that the Standards Committee be retained as a "long-term developmental group." These recommendations were accepted by a vote of the membership.[31]

## Special Libraries Section

The annual meetings of the Special Libraries Section were mostly devoted to hearing speakers, witnessing demonstrations of new equipment and innovative means of gaining access to information, and with touring libraries located in or near the convention city. With the exception of promotion of the regional reference centers, there is little evidence to show that the Special Libraries Section took an active interest in library development within the state. Instead, this Section seems to have confined its interests largely to its own more immediate concerns.

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[29] Public Libraries Section, Minutes, May 7, 1973.

[30] Ibid., April 27, 1974.

[31] Ibid.

## School Libraries Section

A review of the Minutes of this Section revealed that, like the Special Libraries Section, it was mainly concerned with its own type of library activity. As a result the School Libraries Section was not concerned with the development of library service in the state.

## Library Education Section

This Section of the Tennessee Library Association, concerned with the education of librarians, was an outgrowth of the Association's Education Committee. The 1971 report of that Committee contained a suggestion that consideration be given to the establishment of a Library Education Section, similar to the one recently established by the Southeastern Library Association.[32] This recommendation was discussed at the Executive Board meeting in June 1971, but no action was taken pending further study.[33] Evidently the Education Committee's suggestion was accepted, for when the new Constitution was presented to the membership at the 1972 Convention, it contained a provision for a Library Education Section.[34]

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[32]"Education Committee Report," Tennessee Librarian 23 (1971): 221.

[33]Tennessee Library Association, Executive Board, Minutes, June 10, 1971.

[34]Edwin Gleaves, "From the President," Tennessee Librarian 24 (1972): 39.

The organizational meeting of the Section was held in 1974, at which time a constitution was adopted and officers were elected.[35] At the next meeting in 1975 it was noted that the main concerns of the group, during the past year, had been the preconference institute on "Library Education Curriculum Alternatives," and a study concerning the feasibility of establishing a job line in the state to aid in graduate placement. For the future, it was recommended that to avoid duplication of effort, the Section should work closely with the American Library Association and the Southeastern Library Association in their programs of continuing education.[36]

## Trustees and Friends Section

During the twenty-five year period from 1950 to 1975, this Section grew from one of the smallest within the Association to become the largest. The Trustees and Friends Section had its origins in the Citizens Library Movement, which was formed in 1946, and which later became the Tennessee Friends of Libraries.[37] In 1956, the name was changed again to the Friends and Trustees of Libraries, and as such the organization petitioned the Association for membership as a Section.[38]

The first business meeting was not held until 1959. At that time, bylaws were adopted and a recommendation made that the Tennessee Library

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[35]Library Education Section, Minutes, April 26, 1974.

[36]Ibid., April 25, 1975.

[37]Tennessee Friends of Libraries, Minutes, April 27, 1956.

[38]Trustees and Friends of Libraries Section, Minutes, April 27, 1956.

Association establish a Public Libraries Activities Committee which would include trustees. It was also decided that the organization should hold annual workshops for trustees. Finally the organization adopted a set of objectives:

> The Trustees and Friends of Libraries Section of the Tennessee Library Association recognized the need for its membership to work together for the betterment of library service in Tennessee. Therefore, this section shall be dedicated to the principles:
>
> That free public libraries improve their services and facilities so that they shall truly become the cultural centers of the state.
>
> That a broad public relations program be developed.
>
> That a better understanding of the public library as an important function of local government be cultivated.
>
> That 100% membership in TLA become a goal of every library board in the state. (Dues may be paid from local library funds.)[39]

An important part of the Trustees and Friends Section's activities was its support of the Association's efforts to ensure adequate funding for library service in the state. For example, a resolution was passed at the 1971 meeting urging the General Assembly to adopt the Governor's proposed $1,217,000 budget for state library service.[40]

The foregoing review of the activities of the various Sections of the Tennessee Library Association serves to underline the fragmentary nature of the organization. Each group, with the few exceptions noted, was involved in the needs of the type of library its members represented. This situation was bound to lesson the effectiveness of the Association in its drive for improved library service in the state. For that

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[39] Ibid., May 8, 1959.

[40] Ibid., May 4, 1971.

drive to succeed a membership having a unity of purpose would be needed.

## Annual Conventions

With the exception of 1960, the Tennessee Library Association held a convention every year between 1950 and 1975. The annual conference provided the membership of the Association with an opportunity to attend formal convocations of the organization, view exhibits of the latest library equipment and the newest books, meet with librarians who had similar interests, and informally discuss common problems with colleagues from across the state.

Responsibility for the selection of a site for the convention was in the hands of the Executive Committee, who usually made the decision shortly after the preceding convention. The choices available for meeting places were quite numerous when the membership of the Association was relatively small. As the organization grew in size, however, the decision was more and more governed by the size of available facilities. As a result, after 1953, the Tennessee Library Association conventions were restricted to Gatlinburg, Knoxville, Chattanooga, Nashville, and Memphis.

The integration of the Association in 1954 resulted in other problems regarding the selection of a meeting place. Conferences had to be held in facilities that would accept members of all races, at least for meetings and meals. For a number of years housing had to be found for black librarians in places other than the hotel where the conventions were taking place.

Convention attendance proved difficult to analyze because figures were not available for all meetings. A problem arose from the fact that in some years no effort was made to differentiate attendance among members, guests, and exhibitors. There is also a scarcity of statistics of convention attendance of other state library associations with which those of the Tennessee Library Association could be compared. Table 8 does present such statistics as are available for the Tennessee Library Association meetings that fall within the time frame of this study.

Table 8. Percentage of Membership Attendance TLA Conferences

| Year | | Attendance | Membership | Percent Attendance |
|---|---|---|---|---|
| 1957 | Nashville | 176 | 384 | 46 |
| 1961 | Memphis | 241 | 717 | 34 |
| 1962 | Knoxville | 243 | 793 | 31 |
| 1965 | Memphis | 325 | 1161 | 28 |
| 1967 | Nashville | 343 | 1264 | 27 |
| 1968 | Gatlinburg | 347 | 1181 | 29 |
| 1969 | Memphis | 414 | 1619 | 26 |
| 1971 | Gatlinburg | 410 | 1363 | 30 |
| | | | Average % | 31 |

Source: Reports of convention attendance.

Table 8 shows that from 1957 to 1969 there was a steady increase in the number of members attending the annual meeting. However, the percentage of total membership registering at conventions fluctuated with the total membership. An average of 31 percent of the membership attended the conventions for the years listed in the table. It should be further noted that the increase in convention attendance for the

period 1957 to 1971 did not keep pace with the increase in total memberships over the same period: membership increased 255 percent, while attendance at the conferences increased only 132 percent.

Most conventions opened on Thursday evening with a general session featuring a well-known speaker. Much of Friday was given over to Section meetings, and a dinner meeting topped off the day's activities. The Friday night banquet, which usually had a noted speaker as part of the program, was followed by a business meeting on Saturday morning, after which the convention adjourned. Until the late 1960's, the final session on Saturday featured a program in addition to the regular business meeting.[40]

The 1974 Convention departed from the customary format. The Friday afternoon period was used for a series of workshops of both general and special interest. Sessions on Library Automation, Library Instruction, and Staff Development were among those offered.[41]

On occasion, preconference programs were held. In 1967, a workshop on Library Automation proceeded the convention in Gatlinburg. An Institute on Legislation was held in conjunction with the Chattanooga convention in 1970. A workshop on the subject of Library Curriculum Alternatives was held prior to the 1975 convention in Knoxville.[42]

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[40]1966 was the last year that a speaker was featured on Saturday morning.

[41]Tennessee Librarian 26 (1974): 55.

[42]Tennessee Librarian 20 (1968): 55; Tennessee Librarian 22 (1970): 110; Tennessee Librarian 27 (1975): 15.

Program planning for the convention was the responsibility of the Vice President, assisted by an Exhibits Director and a Local Arrangements Committee. However, the revised Constitution and Bylaws, adopted in 1972, provided for a 2nd Vice President who assumed the duties of planning the convention so that the President-elect might have more time to work with the President on other matters.[43]

The same constitutional change provided for an Exhibits Director, who was to be paid a salary to take charge of exhibits at the annual conference.[44]

A further effort to streamline convention organization was attempted in 1972 when a committee was appointed to draft a Convention Manual. This document never materialized due to lack of cooperation on the part of committee members and confusion resulting from the resignation of three of the Association's top officers.[45]

For the most part, Tennessee Library Association conventions were organized around a central theme. However, from 1950 to 1958 only three of the meetings had themes and all three were related to the library situation in Tennessee: 1950, "The State's Role in Library Service"; 1951, "Tennessee Libraries of Tomorrow"; 1954, "Tennessee's

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[43]Tennessee Library Association, Constitution and Bylaws, Article VII.

[44]Ibid., Article XV.

[45]Tennessee Library Association, Board of Directors, Minutes, July 14, 1972; Interview with Richard Childers, August 20, 1977.

Heritage in Art and Literature."[46] A complete listing of the Tennessee Library Association's Conventions, their sites and their themes will be found in Appendix D.

It should be noted that the convention themes were carried out only for the general sessions; section programs were independently planned by Section officers and often had little, if any, relationship to the theme of the conference. This lack of thematic unity at the Tennessee Library Association conventions came under attack from one librarian, Thomas Raines, who asserted that the structure of the conventions inhibited the focusing of meetings on a central idea. He suggested that perhaps the authority of the Program Chairman could be extended to give that person authority over the section programs, in addition to the general sessions.[47]

A perusal of the Association's convention programs showed that Raines' contention had some validity. Although in many cases the featured speakers at the general sessions did speak to the announced theme, there were examples to the contrary: journalist Henry Mitchell delivered a talk entitled, "Footnotes on a Decaying River Town" to a convention with the stated theme, "Innovation and Change: Libraries in Revolution." University of Tennessee Professor Richard Marius spoke on "Books and People" at the 1973 Convention, when the theme was "Means,

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[46]Emma Suddarth, "Message from the President," Tennessee Librarian, April 1950, p. 3; Anne V. Summers, "President's Report," Tennessee Librarian, April 1951, p. 2; Tennessee Librarian 6 (1954): 87.

[47]Thomas Raines, "Diversion or Direction," Tennessee Librarian 23 (1970): 26-27.

Measures and Goals." The 1974 Convention theme was "Involvement: Our Commitment," but Charles Ashford, an author, spoke on "The Reconstitution of the United States."[48]

There is evidence that Raines' opinion of the content of state library association conventions is not singular. Stevenson found the same criticism in her study of the library associations that make up the Southwestern Library Association. Respondents to her questionnaire pointed to a lack of coordination between division programs and convention themes. They also indicated that good speakers did not necessarily go hand-in-hand with good themes.[49]

The lack of unity of themes in Tennessee Library Association conventions points to an absence of a sense of purpose for the entire organization. It points to the need for a program of goals and objectives for the organization. The necessity for the development of such a plan will be discussed in the following chapter.

Another problem related to the administration of the Tennessee Library Association's annual conferences is that of communication. The annual convention provides an opportunity for interaction between individual members and the officers. At the business sessions the membership is able to ratify the policies established by the elected leadership of the Association. However, with the convention attendance

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[48]Tennessee Library Association, Convention, Minutes, April 28, 1968; Tennessee Librarian 25 (1973): 52; Tennessee Librarian 26 (1974): 50.

[49]Grace T. Stevenson, ALA Chapter Relationships-National, Regional, and State (Chicago: American Library Association, 1971), pp. 72-75.

averaging less than one third of the membership, other ways must be found to communicate the needs and problems of the Association to the membership. This problem will also be discussed in the following chapter.

# CHAPTER III

## TENNESSEE LIBRARY ASSOCIATION: STRUCTURE AND ADMINISTRATION, 1950-1975

Research in the Archives of the Tennessee Library Association revealed a series of problems related to the administration of the organization by those officers elected by the membership. As has been indicated, the need for a program of goals and objectives was one problem. A second ongoing dilemma was a lack of continuity, not only in the administration of the Association, but also in the membership of its committees. A third continuing problem was that of finances. Finally, developing an effective means for communicating the activities, problems, and needs of the Association to the membership was another problem that faced the officers of the Tennessee Library Association from 1950 to 1975.

### Constitutions and Bylaws

The structure of the Tennessee Library Association is determined by its Constitution and Bylaws. These documents state the purpose of the organization, outline its form of government, and, for the most part, dictate what activities will occupy its membership. The Tennessee Library Association's first Constitution, adopted at its founding, stood the organization in good stead until 1946, when a new Constitution and Bylaws were accepted by the membership. Since that time two revised

Constitutions were approved by the Association, one in 1954 and one in 1972.

The need for revision of the Constitution and Bylaws of the organization came about as the result of changes that occurred within the organization over a period of time. This point was reflected in the report of the Committee on Constitutional Revision in 1954. The report also noted that revision was needed in order to bring the Constitution and Bylaws into line with the description of these types of documents as found in the most recent edition of Robert's Rules of Order.[1]

Other than the technical changes involved in shifting some parts of the Constitution into the Bylaws to conform to current practice, the most significant difference in the revised document was the article dealing with the "Officers of the Association." In the past, an entire slate of new officers had been elected each year at the convention. Under the revised version, the Vice President became President-elect thereby providing some measure of continuity.[2]

Another important change was the elimination of the Planning Committee. Under the provisions of the old Constitution, this body had the responsibility for

> promoting the improvement and extension of library services in the state by means of favorable legislation, adequate

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[1]"Committee on Constitutional Review," Tennessee Librarian 6 (1954): 105.

[2]Ibid., p. 106.

appropriations, research and distribution of information pertinent to library development in the state.[3]

The new Constitution made no mention of the Planning Committee or a replacement. When the Executive Committee met with the Legislative Committee in November 1954, President A. F. Kuhlmann made it clear that the duties of the Planning Committee had fallen on the shoulders of the Executive Board.[4]

The Executive Board was a newly constituted group provided for in the Bylaws along with the Executive Committee. The Executive Committee, made up of the officers of the Association and the immediate past President, was given the responsibility to

a. appoint any special committees necessary to carry out the plans of the Association;
b. pass upon or carry out any business or other matters referred to it by the Association;
c. transact the business of the Association between meetings.[5]

The Executive Board, on the other hand, had an advisory capacity and was made up of the Officers and past President, the chairperson of each section of the Association, a representative of the Friends of Tennessee Libraries, a representative of the State Library and Archives Commission, the School Library Consultant, the Editor of the Tennessee Librarian, and any consultants appointed by the President. Final

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[3]Tennessee Library Association, Constitution, Tennessee Librarian, Autumn 1948, pp. 8-9.

[4]Tennessee Library Association, Executive Board, Minutes, November 13, 1954.

[5]Tennessee Library Association, Bylaws, Article III, Section 2.

decisions were based on a vote of the Executive Committee or on that of the membership, if necessary.[6]

The Constitution and Bylaws adopted in 1954 underwent some changes only five years later. Some of these were made necessary by a decision made in 1958 to meet every other year instead of annually. The terms of officers had to be changed from one to two years, for example.

There were other changes made at that time that were not related to the change in the frequency of meetings. The Statement of Objectives was shortened to read:

> The objectives of the Association are to encourage the establishment, maintenance and support of adequate library service for all the people of the State and to cooperate with public and private agencies with related interests.[7]

Another change set the quorum for the transaction of business at meetings at 20 percent of the total membership.[8]

When the Association met in Special Convention in 1962, it was decided to return to annual meetings. Thus those changes which had been made in 1959 to adopt the biennial meeting scheme had to be changed back again. At the same time, a sliding scale of dues based on salary level was adopted. The quorum necessary for the Association to conduct business was changed from 20 percent of the total membership to 20 percent of the number registered for the convention.[9]

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[6]Ibid., Article III, Sections 3 and 4.

[7]Tennessee Library Association, Constitution, Article II.

[8]Tennessee Library Association, Convention, Minutes, May 9, 1959.

[9]Tennessee Library Association, Convention, Minutes, April 28, 1962.

A number of changes in the Bylaws was approved in 1968. Dues for institutional members were placed on a sliding scale based on the institution's operating budget. Provision was made for the appointment of an Executive Secretary who would serve at the pleasure of the Executive Committee, and who would be a nonvoting member of the Committee. The Association's representatives to the American Library Association and the Southeastern Library Association replaced the consultants on the Executive Committee.[10]

In 1970, an attempt was made by some of the younger members of the Association to change the method of electing officers. A motion was brought to the floor of the Convention to require the Nominating Committee to present two candidates for each office, but it failed to carry.[11]

This same question was again brought to the attention of the membership following a report made by the Association's committee on goals and objectives, the Development Advisory Council. The Council's report argued that to nominate two or more persons for each office and to conduct the election of officers by a mail vote would bring the Tennessee Library Association into line with the practice of regional and national associations. It would also provide for greater participation, more democracy, and thus give new and younger librarians

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[10]Tennessee Library Association, Convention, Minutes, April 27, 1968.

[11]"Development Advisory Council," Tennessee Librarian 23 (1971): 85.

a better chance to participate in the affairs of the Association.[12] In response to the DAC report, President Edwin Gleaves announced the appointment of an ad hoc Bylaws Committee to explore the method of nomination and election of officers. In addition, the committee was to look at the relationship of regional library groups within the state to the Tennessee Library Association. This committee reported back to the Executive Board in June 1971 that there were other sections of the Bylaws that needed to be changed as well.[13]

The final outcome of the Bylaws Committee's work was a completely revised document incorporating many needed changes. As President Gleaves stated:

> Make no mistake; this revision signifies not a rearranging of words or an exercise in legal jargon; it will change the Association in many ways and leave it different . . . from what it was before.[14]

Gleaves continued by pointing out some of the features of the new document: a slight increase in dues; a Second Vice President, who would plan the convention program and act as liaison with the chapters within the Association; election of officers by mail, with two candidates for each position; a Board of Directors, formerly the Executive Board, whose membership would include the Presidents of affiliate chapters; establishment of an Education Section; and provision for appointment of an

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[12]Ibid.

[13]Edwin Gleaves, "From the President," Tennessee Librarian 23 (1971): 150-151.

[14]Edwin Gleaves, "From the President," Tennessee Librarian 24 (1972): 39.

Exhibits Director. Other features included official establishment for the first time of the Association's standing committees and provision for any group to affiliate with the Association upon petition of its membership.[15]

Of those provisions mentioned above, that concerning the election of officers was one of the most important. Not only did it change the method of election, but it also modified the way in which the Nominating Committee was named. Heretofore, that committee had been appointed by the President, but under the new Constitution, each Section of the Association elected a representative to the Committee and then the Committee elected its own chairman.[16]

The revised Constitution and Bylaws was adopted by the Association at the 1972 Convention.[17]

## Administration

The responsibility for administering the Association was, according to the 1946 Constitution, in the hands of the Executive Board. Each year a new slate of officers would take over the leadership of the organization with little or no knowledge of what their duties were. Correspondence and minutes were passed from one set of officers to the next. There was no provision for continuity in the affairs of the

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[15] Ibid.

[16] "Proposed Revision of Constitution and Bylaws of Tennessee Library Association," Tennessee Librarian 24 (1972): 41-48.

[17] Tennessee Library Association, Convention, Minutes, April 29, 1972.

Association and there was no central location for the deposit of papers. The first problem was partially solved in 1954, when a revised Constitution which included a provision making the Vice President the President-elect was adopted.

According to the new Bylaws, the major administrative devisions were made by the Executive Committee composed of the officers and immediate past President.[18]

Also involved in the administration of the organization was the Executive Board. The Executive Board was comprised of the members of the Executive Committee and a number of other Association officials including the Editor of the Tennessee Librarian and any consultants chosen by the President. According to the Bylaws, the Executive Board had two duties: first, to "make recommendations to the Executive Committee concerning committee appointments and problems of various groups within the Association," and second, to "act in an advisory capacity to the Executive Committee."[19]

The second problem, the lack of a central place of deposit for the Association's records, was also resolved by the provisions of the new set of Bylaws adopted in 1954. The Office of Historian was established. That person was to collect the records of the Association and assure their deposit in the State Library and Archives in Nashville.[20]

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[18]Tennessee Library Association, Bylaws, Article III, Section 2.

[19]Ibid.

[20]Ibid., Article VIII.

The administrative organization of the Association remained the same until 1968, when some important changes were made in the Bylaws. One change was in the overall administration of the Association, the other in the composition of the Executive Board. The latter change eliminated the infrequently appointed consultants and named in their place the American Library Association and Southeastern Library Association counselors, thereby bringing the TLA's representatives to those organizations into the Association's decision making process.[21]

The second change brought about by the revision of the Bylaws was that there was provision made for the hiring of an Executive Secretary.[22] This action came about as the result of Vice President Helen Lockhart's attendance at the Drexel Institute's Library Association Workshop.[23] At the Drexel Workshop, Grace Stevenson noted that when an association becomes so large that it becomes difficult for volunteer workers to maintain its records, it is then time to hire a person with secretarial skills to handle those chores.[24] The establishment of such a position

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[21]"Report of the Bylaws Study and Revision Committee," Tennessee Librarian 20 (1968): 85. The consultants mentioned here were evidently experts on specific types of library service who were appointed to advise the Association on problems related to their area of expertise.

[22]Ibid.

[23]Tennessee Library Association, Convention, Minutes, May 13, 1967.

[24]Grace T. Stevenson, "The Role of Staff in a Professional Library Association," Drexel Library Quarterly 3 (1967): 274-275.

was also suggested by the Development Advisory Council in its 1968 report to the Association.[25]

The 1968-69 Budget reflected the creation of the new position by providing $2,000 for the Executive Secretary's salary.[26] The following year, however, no money was allocated for the Executive Secretary. Instead a smaller amount was budgeted for clerical assistance for the Treasurer and the Chairman of the Membership Committee.[27] Money was not again set aside for the hiring of an Executive Secretary until 1971,[28] when the Executive Board appointed a committee to write a job description for the Executive Secretary position and to begin a search for someone to fill the job.[29]

With the addition of the Executive Secretary, albeit part-time, there arose a need for office space for the Association. The organization was offered space in the Joint Universities Library and in the library at David Lipscomb College, both in Nashville. The latter offer was accepted and the Tennessee Library Association established its office in the Crisman Memorial Library at David Lipscomb College.[30]

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[25]Development Advisory Council Report, Tennessee Librarian 20 (1968): 84.

[26]Tennessee Library Association, Budget, 1968-69.

[27]Tennessee Library Association, Budget, 1969-70.

[28]Tennessee Library Association, Budget, 1971-72.

[29]Tennessee Library Association, Executive Board, Minutes, May 4, 1971.

[30]Tennessee Library Association, Executive Board, Minutes, June 10, 1971.

To further aid in the administration of the Association, a Headquarters Review Committee was created by the 1972 Constitution and Bylaws. The duty of this committee was to review the work of the Executive Secretary and the location of the Association's office.[31] The committee was later given the additional tasks of obtaining a charter, a tax exemption number, and a bulk mailing permit for the Association.[32]

In 1972, the Executive Board briefly considered employing a commercial organization to manage the Association's affairs, including the publishing of the Tennessee Librarian. However, because of the financial condition of the Association, it was decided to defer action on this proposal until conditions were such that the service could be afforded.[33]

Another effort at improving the administration of the Association was made when the new Constitution and Bylaws were adopted in 1972. The new Constitution created the office of 2nd Vice President. This change addressed the problem of lack of continuity. The purpose of this new office was to take the responsibility for convention planning off the shoulders of the Vice President, who as President-elect needed more time to work with the incumbent President in order to become

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[31]Tennessee Library Association, Constitution and Bylaws, Article XII, Section 5.

[32]Tennessee Library Association, Board of Directors, Minutes, July 15, 1972.

[33]Ibid.

familiar with the problems and procedures of the Association before taking office.[34]

At the same time, the positions of Secretary and Treasurer were combined into one office. The former was no longer needed since the Executive Secretary was performing the duties formerly handled by that office. The title of the new office was later reduced to Treasurer.[35]

Another aid in the continuity of the Association's administration was the TLA Manual of Procedures. At one time known as the TLA Officers Handbook, this publication outlined the duties of the various officers, boards, and committees of the Association. It was first published in 1954 following the adoption of the revised Constitution and Bylaws. It was revised and updated a number of times to keep it current with the various changes in the two documents.[36]

A recurring problem related to the administration of the organization was that of officers leaving the state to take another job. In most cases the person leaving the state would resign his post and the Executive Committee would appoint a replacement. For example, Ruth Grierson resigned as President when she moved to New York in 1953. Ruth Reagor, the Vice President, was named to take her place.[37] In 1968, David Kaser

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[34]Edwin Gleaves, "From the President," Tennessee Librarian 24 (1972): 39.

[35]Tennessee Library Association, Constitution and Bylaws, Article V; TLA Manual of Procedures, pp. 7-10.

[36]1954 is more than likely the date of the publication of the first edition of the Manual. The exact date cannot be determined.

[37]"Development Advisory Council," Tennessee Librarian 23 (1971): 109-110.

took a job in another state but continued to serve as President until his term expired. President Edwin Gleaves was out of the country for six months during his term of office in 1971-72, and Vice President Anne Marie Falsone functioned as Acting President while he was gone.[38]

The actions of Presidents Kaser and Gleaves led the Development Advisory Council to submit a proposed amendment to the Tennessee Library Association Constitution requiring that officers leaving the state to take another job or for a period of more than three months be required to resign.[39] This recommendation was incorporated into the revised Constitution and Bylaws in 1972.[40]

The new Constitution had been in force only a few months when the provision affecting officers leaving the state was put to use, probably to a greater extent than anyone had dreamed possible. First, President Anne Marie Falsone and then Vice President Dewey Carroll resigned upon accepting jobs in other states. The Executive Committee appointed immediate past President Edwin Gleaves as interim President. The situation was then further complicated when Secretary Carl Cox, who the Committee had intended to appoint as Vice President, suffered a serious heart attack and was unable to serve further in any capacity. Dr. James Ward, Director of the Crisman Memorial Library at David Lipscomb

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[38]Tennessee Library Association, Executive Board, Minutes, May 4, 1971. Gleaves contends that he sent a letter of resignation to President John Bobb. The fate of this correspondence is not known.

[39]"Development Advisory Council," Tennessee Librarian 23 (1971): 109-110.

[40]Ibid.

College, was then appointed Vice President. The position of Secretary was left vacant.[41]

As has been indicated above, most of the changes in the Tennessee Library Association's constitutions were aimed at providing continuity in the administration of the organization. The provisions that made the Vice President the President-elect, created the position of Executive Secretary, and established the office of 2nd Vice President were all related to the problem of continuity. The Association, however, was still hampered by the lack of a well thought-out program of goals and objectives.

## Goals and Objectives

The absence of a program of long-range goals and objectives for the Tennessee Library Association was not a unique situation for a state library association. Stevenson's study of the Southwestern Library Association revealed that few of the state library associations belonging to SWLA had such a program.[42] Anders also found that the state library association members of the Southeastern Library Association, like their SWLA counterparts, had no programs of goals and objectives. And what is more, she was very skeptical of the ability of such organizations to

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[41]Anne Marie Falsone, "From the President," Tennessee Librarian 24 (1972): 135; Edwin Gleaves, "From the President," Tennessee Librarian 25 (1973): 3.

[42]Grace T. Stevenson, ALA Chapter Relationships-National, Regional, and State (Chicago: American Library Association, 1971), p. 74.

maintain such programs because of the lack of continuity in their administration.[43]

The Tennessee Library Association fits into this pattern because other than the "Objective" of the Association as stated in Article II of the Constitution and Bylaws, the closest thing the organization ever had to a program of goals and objectives were the recommendations tendered by the Development Advisory Council and its successor, the Long Range Planning Committee.

The Development Advisory Council was appointed by President ~~John~~ David Marshall Stewart in 1967 to formulate long range goals and objectives for the Tennessee Library Association. The DAC, which was made up of the ten most recent past Presidents of the Association who still resided in the state, was to define the Association's internal needs as well as determine the organization's goals related to library planning in the state.[44]

The DAC met for the first time in September 1967 and formulated a set of recommendations to be received by the Executive Board and later by the membership of the Association. The Executive Board examined and approved the DAC's recommendations before they were presented to the membership at the business meeting at the 1968 Convention.[45]

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[43]Mary Edna Anders, Libraries and Library Service in the Southeast (University, Alabama: University of Alabama Press, 1976), p. 35.

[44]Tennessee Library Association, Convention, Minutes, May 13, 1967.

[45]"Development Advisory Council of TLA," Tennessee Librarian 20 (1968): 83-84.

Twenty recommendations were presented by the Development Advisory Council to the Association. A number of these were concerned with library service in the state and with the Association's efforts to better that service. These recommendations are discussed in the next chapter. Other suggestions involved recruitment of librarians by stationing a recruitment officer on the campuses of the state's library schools and by supporting scholarships for graduate study in library science. The Council also urged the adoption of a program of continuing education for the state's librarians. It further suggested increasing the membership of the Association, adopting a graded scale for institutional memberships, and hiring an Executive Secretary.[46] A complete list of the DAC's recommendations may be found in Appendix C. These recommendations were approved by the Association on April 27, 1968.[47]

When the Tennessee Library Association next met in convention in 1969, the DAC reported that two of its recommendations had been accomplished: a graded scale of dues had been established for institutional members and a committee had been appointed to develop a continuing education program. The DAC report placed particular emphasis on the accomplishment of the Council's proposals on legislative action.[48]

In its report to the 1970 Convention, the Development Advisory Council emphasized two recommendations related to the education of

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[46] Ibid.

[47] Tennessee Library Association, Convention, Minutes, April 27, 1968.

[48] "Development Advisory Council of TLA," Tennessee Librarian 21 (1969): 137.

future librarians, namely, the establishment of a library school at the University of Tennessee at Knoxville and support of scholarship programs. It also recommended that the Exhibits Chairman for the Association's conventions be paid a small fee. It was further suggested that the regional chapters of the Association pattern their committees after those of the Tennessee Library Association.[49]

Again in 1971, the DAC made a number of additional recommendations, the most important of which was that advocating election reforms. It was this proposal, detailed earlier, that led to the constitutional review that produced a revised Constitution in 1972. Ironically, with the adoption of this new document the Council was dissolved and replaced with a Long Range Planning Committee.[50]

The first record of activity by the Long Range Planning Committee was found in a memo from the Committee to the Association Board of Directors in March 1975. This memo contained a list of twelve recommendations, all of which had to do with the Association itself. The most important recommendation was that which stated that the Association needed a written set of goals and objectives.[51]

While many of the recommendations of the Development Advisory Council were certainly worthwhile and contributed to the betterment of

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[49]Ibid.

[50]Tennessee Library Association, Constitution and Bylaws, Article X.

[51]Long Range Planning Committee to TLA Executive Board, March 3, 1975, TLA Archives. A complete list of these recommendations will be found in Appendix C. The implementation of these recommendations falls beyond the scope of this study.

the Association, they can by no means be considered as a program of goals and objectives. Other than occasionally emphasizing particular recommendations, the Council assigned no priority to its suggestions. In most cases, the DAC made no suggestions as to how their recommendations might be carried out. A third weakness of the Council's recommendations was that no time frame was suggested for their accomplishment. While, as noted in the Council's 1972 report, most of its recommendations were carried out, it still failed to give the Association a program of goals and objectives. This failure was reflected in the Long Range Planning Committee's suggestion that the Association needed a set of written goals and objectives.

A review of the Long Range Planning Committee's recommendations shows that this group used the same scattershot approach that had been used by the Development Advisory Council. Another similarity between the two groups was the lack of suggestions for implementation and a lack of a time frame for the accomplishment of their recommendations.

## Finances

Another problem faced by the Tennessee Library Association during the period being studied was that of finances.

A review of the Tennessee Library Association's financial reports reveals that the largest source of revenue for the Association was the annual dues paid by its members. Therefore, the success of the annual membership campaign was very much tied to the Association's budget.

Dues for the members of the Tennessee Library Association were at one time the same for everyone, regardless of salary. This situation

was not changed until 1962, when the Association voted to adopt the report of an ad hoc Committee on Membership Dues.[52] This committee's report recommended a sliding scale of dues based on the individual's salary. The highest dues to be charged would be $5.00 to a person whose annual salary exceeded $7,000. In addition a number of other classes of membership were established, including life memberships which cost $50.00.[53] Six years later institutional dues were placed on a similar scale, with the high charge being $50.00 for an institution whose budget was in excess of $750,000.[54] When the new Constitution and Bylaws was adopted in 1972, a dues increase which raised the top individual cost of belonging to the Association to $8.00 was included.[55]

Another prime source of income for the Association was the annual conventions. Registration fees and more especially exhibitors' fees brought large amounts of money into the Association's coffers. In fact, in the early years covered by this study, the receipts from conventions exceeded that from dues. By 1974, the increase in membership had caused the receipts from dues to rise to the point that the convention receipts made up only 22 percent of the Association's income.[56]

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[52]Tennessee Library Association, Convention, Minutes, April 28, 1962.

[53]"Report of the Committee on Membership Dues," Tennessee Librarian 14 (1962): 100.

[54]Tennessee Library Association, Convention, Minutes, April 27, 1968.

[55]Tennessee Library Association, Constitution and Bylaws, Article IV.

[56]Tennessee Library Association, Treasurer's Report, 1950-51 and 1961-62.

While dues and convention monies provided the bulk of the Tennessee Library Association's income, the publication of the Tennessee Librarian was responsible for its greatest expense. An analysis of the cost of producing the journal, taken from available figures over the twenty-five year period being considered, revealed that it went into the red to the tune of $17,000. In only one year did its receipts exceed its production costs.[57] On the other hand, in 1970-71, the journal's expenses were more than $6,000 above its income.[58] The problems involved with the production of the Tennessee Librarian are discussed later in this chapter.

The financial condition of the Association remained relatively stable throughout much of this period. As the organization's membership grew at a steady rate in the early and middle 1950's so, too, did its bank balance. Between 1951 and 1955, the balance at the end of the Association's fiscal year rose from just over $200 to more than $2,000. The decision to meet biennially beginning in 1958 nearly proved to be financially fatal for the organization; its bank balance dipped to $537.19, according to the 1960-61 Treasurer's Report. Undoubtedly the loss of funds played a big part in the decision to return to annual meetings because revenues generated by biennial conventions were insufficient to support the Association's activities. Following the dues increase in 1962 and with the continuing increases in membership, the Association's annual bank balance rose again on a constant basis, reaching an all-time high of over $10,000 in 1971. The prosperity was

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[57]Treasurer's Report, 1964-65.

[58]Treasurer's Report, 1970-71.

not long-lived, however, for by November 1973 the Association's bank balance had dropped to almost $800.[59]

Two factors evidently contributed to the financial crisis. One was a sharp drop in membership renewals. The second was a steep rise in the production costs of the Tennessee Librarian.[60] Elimination of one issue of the journal, reductions in the Association's budget, and an accelerated membership drive brought the organization back from the brink of bankruptcy.[61]

In an effort to avoid a recurrence of this problem, the Long Range Planning Committee suggested that the Association maintain a balance of at least $10,000 at the end of each fiscal year. It further recommended that the Association should sell books and souvenirs at the annual convention as an added source of income.[62]

In reviewing the Tennessee Library Association's activities in relation to its financial condition, a strange pattern develops. In the 1950's, when the Association was still relatively small and not too well-off financially, it was most active in state library affairs. In the following decade, when its membership was at its peak and finances in good shape, the Association was noticeably inactive in that area. There is some irony in the fact that when the Association had the money

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[59]Treasurer's Report, 1973-74.

[60]James Ward, "From the President," Tennessee Librarian 24 (1973): 115.

[61]Ibid.

[62]Long Range Planning Committee, op. cit.

to become active in library development and planning in the state, it did little or nothing.

## The Tennessee Librarian

The Tennessee Librarian was involved in two of the problems which faced the officers of the Tennessee Library Association in their administration of the organization. The first was that of finances. The second was that of communication.

The Tennessee Library Association's first publication of this nature was a newsletter that was issued on an irregular basis prior to 1948. From 1948 until the present time the Tennessee Librarian has been published in varied formats and has had fourteen different editors or editorial boards. In addition to the difficulty the Association had in keeping an editor for its quarterly publication, it never was able to make the journal self-supporting. As noted elsewhere, its advertising revenues were never sufficient to pay for the expenses incurred in its publication and mailing.

This point was made in the Report of the Committee on Review in 1953. That report suggested that the Tennessee Librarian broaden its advertising base so that it could become self-supporting and maybe even generate some badly needed revenue for the Association.[63]

An argument to the contrary was presented by Editor Frances Cheney the following year. She felt it was not necessary for this type of

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[63]"Strengthen the Association," Tennessee Librarian 6 (1953): 11.

publication to be self-supporting. Instead it should be the responsibility of the Association to support it.[64]

Under the continued editorial leadership of Cheney, the Tennessee Librarian became a quarterly for the first time in 1954. Under her editorship, the publication was primarily concerned with library activities in Tennessee.[65]

After Cheney's second term, the editorship moved from Nashville to Knoxville where it remained for a number of years. For five years the journal was edited on the University of Tennessee campus, first by G. A. Harrer and then by Dorothy Ryan. Ryan was succeeded by the Director of the Knoxville Public Library, John F. Anderson.[66]

Anderson's first report as editor reflected a number of changes in both the editorial and financial operation of the publication. Themes were selected for each issue, a column for comments was initiated, the printing format was altered to allow for publication of advertisements from national journals. A new advertising schedule was adopted, doubling the old charges; a 10 percent discount was begun for annual contracts, resulting in thirteen contracts compared with one the previous year. The increase in income was almost double that of the previous

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[64]Frances Neel Cheney, "Report to the Tennessee Library Association on the Tennessee Librarian, May 1, 1954," Tennessee Librarian 6 (1954): 143.

[65]Frances Neel Cheney, "Report of the Tennessee Librarian 7 (1955): 104.

[66]"Tennessee Librarian Changes Editorship," Tennessee Librarian 13 (1961): 75-76.

year and reduced the deficit of the journal by almost 25 percent.[67] The success of these changes could be measured by the fact that from 1962 to 1965 the magazine had an average advertising income of $330 per issue compared with $125 per issue in 1961.[68]

John Dobson, who succeeded Anderson as editor, remained in that capacity until 1967, when he was replaced by Paul Murphy and the journal returned to Nashville.[69] Murphy made some changes in format, involving colorful covers, more readable print, and inclusion of a "Dear Editor" column.[70]

Murphy's coverage of the resignation of State Librarian Wilmon Droze in 1971, however, brought some criticism from the Governor's Office. In his article Murphy suggested that Droze resigned under political pressure from the Governor. Taking issue with Murphy's article Ralph Griffith, a member of the Governor's staff, sought to learn if public funds were involved in the publication of the Tennessee Librarian. Griffith also wished to know the Association's policy regarding the contents of the journal. An emergency Executive Board meeting was held, and it was decided to release an official editorial policy similar to that used by the American Library Association:

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[67]John F. Anderson, "Report from the Editor of Tennessee Librarian," Tennessee Librarian 14 (1962): 98-99.

[68]Mac Abel, "Report of the Tennessee Librarian," Tennessee Librarian 17 (1965): 119.

[69]Helen Lockhart, "Notes from the President," Tennessee Librarian 19 (1967): 2.

[70]Lamar Wallis, "From the President," Tennessee Librarian 22 (1970): 109.

> The Association shall not be responsible for statements or opinions advanced in its publications or in papers or discussions at meetings of the Association or at meetings of Sections, or for statements by any of its members, officers or staff, except those authorized by the Executive Committee or those reflecting duly established policies of the Association.[71]

This statement was later incorporated into the revised Constitution and Bylaws.[72]

While someone in the State Capitol obviously read the Tennessee Librarian, Murphy himself had some doubts about how well it was read by the Association's membership:

> Since the publication began in 1948 (new series), only one reaction from its readers can be found. Therefore, it follows: 1. TL is not read by TLA members. 2. TLA members, if they do read TL, are satisfied with its contents. 3. TLA members are very apathetic to what is printed in the Association's journal. The results of which are twenty plus years of propaganda about the library profession in Tennessee and about each other's work.[73]

In addition to reader apathy, Murphy also faced increased publication costs. When he became editor in 1967 the deficit was only $1150. By the end of fiscal 1972 it had skyrocketed to $6210. Murphy recommended that subscription prices be increased and the cost of individual issues raised.[74] The Executive Board approved these

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[71]Anne Marie Falsone to E. H. Stimbert, November 5, 1971, TLA Archives.

[72]Tennessee Library Association, Constitution and Bylaws, Article XIII, Section 5.

[73]Paul Murphy, "The Last Word," Tennessee Librarian 22 (1970): 142.

[74]Executive Board, Minutes, May 4, 1972.

recommendations at its June 1971 meeting,[75] but it was obvious from the cost of producing the journal that year that these measures were not enough to make a difference.

The financial problems of the journal came to the Executive Board's attention again the following year, 1972. The Board was concerned with two basic points: First, the need to streamline the handling of the mailing list; and second, the need to find ways to increase advertising revenue. It was noted that a Peabody Library School professor had volunteered help in computerizing the mailing list. A private firm, Association Management, had also made inquiries about computerizing the mailing list. Their offer was rejected because of the financial condition of the Association. No action was taken on the problem of the Tennessee Librarian.[76]

When the financial condition of the Association went from bad to worse in 1973, the Tennessee Librarian felt the brunt of necessary austerity. Newly appointed editor Danny Hatcher found his budget slashed from $6,000 to $4,500. He was instructed to publish only three issues. The publication of one less issue, however, got the Association into trouble with the Post Office for violation of their 2nd Class Mailing Permit, and also in trouble with the advertisers who had paid

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[75] Ibid., June 10, 1971.

[76] Ibid., July 15, 1972.

for four issues. After proper amends were made, the journal returned to publishing four issues per year.[77]

After Hatcher assumed the editorship of the journal, the pages of the Tennessee Librarian began to deal less and less with the activities of the Association. Executive Board Minutes were the first to go; eventually the Minutes of the conventions were no longer published. In twenty-five years the Tennessee Librarian went from a journal which was almost completely dominated by the activities of the Association to one which neglected these things in favor of articles concerned with librarianship in general.[78]

In order for the officers of the Association to let the membership know what their organization is doing there has to be some channel of communication. If one-third of the membership attends the Association's conferences, but all members receive its journal, then the means of communication becomes obvious. It is the Tennessee Librarian. If the membership of the Tennessee Library Association is to be kept informed of its activities, then the minutes of its boards and meetings must be published in its journal. Thus it would seem that the Tennessee Librarian should concentrate on the activities of the Association whose funds are used for its publication, and it should provide its readers with information about library developments in the state instead of

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[77]Danny Hatcher, "Editor's Thoughts," Tennessee Librarian 27 (1975): 4-5.

[78]The Executive Board Minutes last appeared in 1972. No convention Minutes were published in 1973 or 1975.

trying to compete with national journals for articles of general interest.

## Relations with Other Organizations

Another facet of the Tennessee Library Association's activities that was related to its administration by its elected officers was the relationships it maintained with other library organizations. The Association, for example, elected representatives to the policy-making bodies of both the American Library Association and the Southeastern Library Association. The eventual inclusion of these representatives on the Executive Board served to emphasize the relationships between the Tennessee Library Association, as a state organization, and its regional and national counterparts.

An annual feature of the business meetings at the Association conventions was the report of the ALA representative. Through this report the membership was able to keep abreast of the activities of the American Library Association. As a result of this liaison the Association adopted various ALA policies and statements, including the Library Bill of Rights and the Freedom to Read Statement.

The Tennessee Library Association supported the national organization's efforts to secure passage of legislation appropriating federal monies for libraries. In 1955, for example, TLA President Bernard Foy appeared at the hearings on the Library Services Bill to cite the benefits federal appropriations would bring to Tennessee Library

service.[79] The Association also made regular financial contributions to aid the ALA in its campaign for federal support for libraries.[80]

In addition to its work with the American Library Association, the Tennessee Library Association worked closely with the Southeastern Library Association. For example, the SELA Executive Board adopted the Tennessee Library Association's Library Resources Committee's suggestion that the regional organization investigate ways to provide technical and research assistance to new industries in the South. In 1972, the Association's Executive Board voted financial support to help the SELA fund an update of the Southeastern States Cooperative Survey.[81]

The Tennessee Library Association, in addition to its work with the larger library organizations, was also interested in establishing some sort of relationship with those regional and local library organizations, such as the Nashville Library Club, that existed within the boundaries of the state. In 1958, a committee appointed to look into the desirability of inviting library clubs and similar organizations to become chapter members of the Association recommended that such organizations should be allowed to join the Tennessee Library Association on payment of $2.00 dues. Any club joining the TLA in this manner would be responsible for furnishing a list of its members to the Association's Executive Board. The Association, on the other hand, would maintain some

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[79]"Library Services Bill Hearings," Tennessee Librarian 7 (1955): 110-111.

[80]Legislative Committee, Report, 1962.

[81]Tennessee Library Association, Executive Board, Minutes, March 11, 1972.

form of communication with these groups. The committee also suggested forming sectional chapters of the organization in each of the three Grand Divisions of the state.[82] These recommendations, however, were tabled by a vote of the Association.[83]

Ten years later, in 1968, the Development Advisory Council proposed that the Tennessee Library Association see to the establishment of regional chapters. The Executive Board endorsed the suggestion and appointed four regional committees to organize the regional chapters.[84] By the time the 1969 Convention convened, the Northeast Chapter had already been formed and those in Middle and West Tennessee were in the the process of organization.[85] When the revised Constitution was adopted in 1972, the Presidents of the regional chapters became members of the Association's Board of Directors, thereby further strengthening the relationship between the state library organization and its regional affiliates within the state.

The Tennessee Library Association has produced positive results in its work with both larger and smaller library organizations. By working with the American Library Association it was able to help support the lobbying effort that finally resulted in the appropriation of federal

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[82]"Report of the Committee on Chapter Memberships," Tennessee Librarian 10 (1958): 76.

[83]David Kaser, "Notes from the President," Tennessee Librarian 21 (1968): 2-3.

[84]Tennessee Library Association, Convention, Minutes, April 26, 1969.

[85]Tennessee Library Association, Constitution and Bylaws, Article XX.

funds to help improve the state's libraries. Its cooperation with the Southeastern Library Association helped finance a study of the state's library services which would be helpful in planning for future library needs in Tennessee. Its organization of regional chapters within the state gave many librarians, who would not otherwise have a chance to participate in the activities of the state organization, an opportunity to become involved in a professional organization.

## Committees-Introduction

The overall problems faced by the Association, especially those of continuity and finance, also affected the work of its committees.

It can be observed from the evidence presented above that the Association did make an earnest effort to solve the problems it faced in trying to run an organization which was in an almost constant period of growth. Part of this growth can be seen in the increase in the number of standing committees since 1950. In that year, when this study begins, there were only three standing committees in the Tennessee Library Association. By 1972, there were ten standing committees listed in the Constitution and Bylaws. The 1974 revision of the Manual of Procedures indicated that two more had been added, bringing the total to twelve.[86]

A review of the Association's committee reports indicated that these groups faced a number of problems but especially that of continuity.

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[86]Tennessee Library Association, Constitution and Bylaws, Article X; TLA Manual of Procedures.

Repeated again and again in committee reports is the request that at least one member of a committee be held over for the sake of continuity. Special attention was called to this problem when two University of Tennessee faculty members made a series of recommendations to the Association's Executive Board in 1974. Drs. Gary Purcell and William C. Robinson suggested that a lack of continuity in committee appointments caused "efficiency and involvement to be, to some extent, competing goals." Their report recommended:

1. All committee appointments be for two-year terms with possibility of a one-term reappointment at the pleasure of the President of TLA.
2. Appointments to committees be staggered in such a way that one half of the committee's membership be reappointed each year.
3. The chairperson of each committee be appointed for a two-year period with reappointment not available.
4. The chairperson be selected from among members of the committee, preferably a person who had served a full two-year term.[87]

Although these recommendations were not adopted, the 1974 revision of the TLA Manual of Procedures did suggest that at least one person on each committee be appointed for a two-year term.[88]

Another problem that surfaced time after time in Tennessee Library Association committee reports was that of communication. Often a committee was made up of persons living in different parts of the state. This situation, especially before the advent of Interstate highways, made holding meetings difficult, if not impossible. As a result,

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[87]Tennessee Library Association, Board of Directors, Minutes, July 27, 1974.

[88]TLA Manual of Procedures, pp. 11-16.

communication, except in case of emergencies, was carried on by correspondence. Or, as many times appears to have been the case, it did not take place at all.

The quality of leadership was another problem that Association committees had to contend with. Lack of leadership can be inferred when there is an absence of committee reports or when reports reflected inactivity on the part of a committee.

A final problem was that of finances. In many cases the committees were simply not given enough money to carry out the tasks assigned them without the members having to dig into their own pockets. For example, the Legislative Committee, during the period when it was least active, had miniscule budgets. With the exception of one year when it was $250 and two years when it was $500, the average annual budget for the Legislative Committee between 1962 and 1972 was $31.[89]

It might be contended that the problem of leadership was related to that of finances. Without a strong chairman to champion its cause for funding, it is unlikely that a committee would receive needed monies. Without the input of committee chairmen, the Executive Board, who determined the distribution of funds, decided on its own what each committee's needs were and allocated the budget on that basis. It should be noted here, however, that in most cases the budget was made up before committee chairman were appointed, thus depriving them of a chance to seek adequate funds before the budget was adopted.

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[89]These figures are based on the Budgets for the period indicated.

The general problems of the Tennessee Library Association's committees have now been stated; the remainder of the discussion on standing committees will consist of a review of the activities of those committees from 1950 to 1975.

## Legislative Committee

Under the provisions of the 1947 Constitution, the Legislative Committee was in actuality a sub-committee of the Planning Committee. The adoption of the revised Constitution in 1954 eliminated the Planning Committee and made the Legislative Committee a full-fledged committee in its own right. This committee had the responsibility, throughout the period under study, for promoting library legislation on both the national and the state level. The committee's activities in the latter area will be fully discussed in Chapter IV.

In its work toward the implementation of federal library legislation, the Committee relied on contacting the members of Tennessee's Congressional delegation to inform them of the need for passage of those bills.[90] Similar efforts were made to contact members of the General Assembly to get support for state library programs. Some examples of the Committee's activities are discussed below.

In 1958, the Committee recommended that it work with the State Library and Archives Commission on the development of a legislative program, that some committee members be retained on the committee for

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[90]Tennessee Library Association, Legislative Committee, Report, 1957.

the sake of continuity, and that the Association adopt a resolution calling on the Legislative Council Committee of the General Assembly to study public library services in the state.[91] During the 1962 gubernatorial campaign the Committee solicited the views of the candidates on library matters. Their answers were duplicated and sent to Association members.[92]

Because of the absence of Legislative Committee reports, it appears that the Committee was inactive for six years, until the 1968 Legislative session. At the same time the State Library and Archives Commission asked the Tennessee Library Association to support pending legislation allowing the establishment of a Tennessee Regional Library for the Blind. However, before the Committee could get to work, the state Administration decided not to introduce the bill.[93]

Although the 1969-70 Committee did not function on the state level, it did advocate library legislation in Washington. A delegation of seven TLA members participated in a visitation to the Capitol for the purpose of trying to restore $88 million that had been cut from library funding by the Nixon Administration. The Committee also participated in a preconference Workshop on Legislation at Chattanooga.[94]

It would appear from the evidence at hand that this committee suffered from a number of problems. First of all was a lack of strong

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[91] Ibid., 1958.

[92] Ibid., 1963.

[93] Ibid., 1968.

[94] Ibid., 1970.

leadership. The fact that the Committee did not seem to have functioned for six years supports this contention. There also seems to have been a lack of communication amongst its members, and that would have made a concerted effort at supporting legislation difficult at best. Finally, as noted above, the Committee was given very little money with which to work; this could have been the real cause of the problem.

## Library Resources Committee

The Library Resources Committee, which had many interests in common with the Legislative Committee, was appointed in 1957 to work with the State Library on matters of common interest.[95] The first aim of this Committee was the development of the regional reference centers in Tennessee.[96] Unfortunately, a proposed grant from the Council on Library Resources which was to finance the project did not materialize and the project was shelved for the time being.[97]

The Library Resources Committee then recommended to the Southeastern Library Development Committee that the Southeastern Library Association explore ways it could provide technical and research assistance to new

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[95] Tennessee Library Association, Executive Committee, Minutes, March 23, 1957.

[96] Tennessee Library Association, Library Resources Committee, Report, 1958.

[97] Ibid., 1961. See Chapter IV for a detailed discussion of this proposal.

industries in the South. The SELA Executive Board adopted this proposal in March 1961.[98]

When the Association was unsuccessful in obtaining appropriations from the General Assembly for the regional reference centers, the Committee then turned its attention to the compilation of a directory of library resources in the state. The 1963 report contained a discussion of the problems and pitfalls associated with the publication of such a tool and asked for an expression of opinion from the membership about the need for undertaking such a project.[99] When the matter was brought up during the business meeting at the 1963 Convention, much was made of the problems inherent in this type of project, particularly that of time and money. It was finally decided to scrap the proposal in favor of a series of articles to be published in the Tennessee Librarian describing the state's library resources.[100]

The last report found for the Library Resources Committee was that for 1964. This report related the results of a survey conducted to study the use of periodicals in the industries of the Clinch-Powell Valley.[101] The final indication of the Committee's existence was in the 1966-67 list of committees found in the Tennessee Librarian.

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[98] Ibid.

[99] Ibid., 1963.

[100] Tennessee Library Association, Convention, Minutes, May 4, 1963.

[101] Library Resources Committee, Report, 1964.

## Recruitment Committee

Throughout the 1950's and 1960's, librarians were concerned about the shortage of trained persons in their field. Therefore, an effort toward attracting young persons to enter the profession was a priority at that time. The Tennessee Library Association maintained a Recruitment Committee whose members met with high school and college students in an effort to interest them in a career in librarianship.

By the end of the 1960's recruitment techniques became more refined. A recruitment network had been established so that individuals in almost every community in the state could be called upon to help advance the cause of librarianship as a career. Press releases to both the print and broadcast media were used to spread the word.[102]

In 1968, the Development Advisory Council, the planning body for the TLA, proposed that a recruitment officer, supported by funds from the Library Services and Construction Act, be stationed on the campuses of colleges and universities within the state that had library schools.[103] Two years later, the Recruitment Committee presented a report which recognized the inability of the Tennessee Library Association or the state to finance such a program. However, the report suggested as an alternative the petitioning of the Southeastern Library Association for funds to hire recruitment personnel.[104] Accordingly

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[102]Tennessee Library Association, Recruitment Committee, Report, 1969.

[103]Ibid., 1970.

[104]Ibid.

the Association adopted a resolution to that effect. That resolution was presented to the Executive Board of the SELA, who tabled it pending further study.[105]

The Committee undertook two other projects during 1970-71. They had printed and distributed a brochure describing the advantages of a library career in Tennessee. A recruitment booth to promote librarianship in Tennessee was also set up at the SELA Convention in Atlanta.[106]

With the adoption of the 1972 Constitution, the Recruitment Committee became the Staff Development Committee,[107] a sign, perhaps, of the changed employment market for librarians.

## Scholarship Committee

Closely akin to the work of the Recruitment Committee was that of the Scholarship Committee. Because of the concern for recruitment a decision was made in 1954 that the Association would offer a $300 scholarship for graduate library work at George Peabody College for Teachers.[108] The 1954 report of the Scholarship Committee set forth the guidelines for the granting of the scholarship. The most important of

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[105] Ibid.

[106] Ibid.

[107] Tennessee Library Association, Constitution and Bylaws, Article X.

[108] Ruth Reagor, "Report from the President," Tennessee Librarian 6 (1954): 127.

these was that the recipient would work in Tennessee libraries after graduation.[109]

In 1957, the Committee recommended that the conditions and requirements of the scholarship be reviewed.[110] The following year the Committee recommended that the amount be raised to $500. It was further suggested that the requirements relating to the recipient's attendance at Peabody and remaining in the state after graduation be reviewed.[111] The recommendation to increase the amount of the scholarship to $500 was adopted by the Association.[112]

In 1960, because of financial difficulties, the Executive Board voted to suspend the scholarship. In 1961, the Association voted to continue the suspension of the scholarship but recommended that the question be brought up again the following year.[113] When the subject was discussed at the 1962 Convention, it was decided to leave the resumption of the grant to the discretion of the Executive Board.[114] As far as could be determined, the scholarship was never resumed.

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[109]Tennessee Library Association, Scholarship Committee, Report, 1954.

[110]Ibid., 1957.

[111]Ibid., 1958.

[112]Tennessee Library Association, Convention, Minutes, March 13, 1958.

[113]Tennessee Library Association, Convention, Minutes, April 8, 1961.

[114]Tennessee Library Association, Convention, Minutes, April 28, 1962. In the meantime TLA had recommended state funding of scholarships. See Chapter IV.

## Education Committee

While the Recruitment Committee and the Scholarship Committee were concerned with preprofessional education, the Education Committee of the Tennessee Library Association was interested in further education for librarians already on the job. The Committee was formed in 1968 with one representative from each Section of the Association. Its first tasks were to study the educational needs of Tennessee librarians and work with the SELA Education Committee in planning the preconference Workshop on Library Automation to be held at the 1968 Convention in Gatlinburg.[115]

During the early years of its existence, the Committee was consistent in its recommendations advocating the institution of in-service programs for all types of librarians in the state.[116] In 1970, another preconference program was planned and carried out in cooperation with the Legislative Committee.[117]

The following year, 1971, the Education Committee reported that it had made a Library Education and Manpower Study of all types of libraries and library personnel in the state. It also brought Lester Asheim, Executive Director of the ALA Office for Library Education, to the Tennessee Library Association Convention to speak on "Education and

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[115]Helen Lockhart, "Notes from the President," Tennessee Librarian 20 (1968): 50.

[116]Tennessee Library Association, Education Committee, Report, 1969.

[117]Ibid., 1970.

Manpower for Librarianship." During the same year the Committee also recommended that the Association follow the example of the SELA in the creation of a Library Education Section.[118]

In 1972, the Committee surveyed continuing education programs in Tennessee libraries. This survey resulted in a recommendation that further research be done to determine the need for courses to be taught in Tennessee colleges that would lead to an associate degree in Library Science for para-professionals. Another recommendation was that a clearing house for the collection and distribution of information on continuing education programs in the state be established.[119]

With the establishment of the Library Education Section in 1972, the work of this Committee was taken over by the Staff Development Committee.[120]

## National Library Week Committee

While those committees of the Tennessee Library Association whose activities have been discussed worked in areas related to the development of library service in the state, the National Library Week Committee performed the task of calling attention to the services provided by the state's libraries.

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[118] Ibid., 1971.

[119] Ibid., 1972.

[120] TLA Manual of Procedures, p. 15.

The National Library Week Committee began to function in 1957 as the Information Committee.[121] However, because of the fact that most of the Committee's duties were concerned with the observance of National Library Week, it can be assumed that the name of the committee was changed to reflect that emphasis.

Statewide celebrations calling attention to library service began when Governor Gordon Browning proclaimed November 17, 1951 as "Library Day."[122] Two years later, in 1953, Governor Frank Clement issued a proclamation designating November 15-21 as "Library Week."[123]

The celebration of National Library Week was begun in Tennessee in 1958.[124] The organization of activities in that initial observation of National Library Week was to set the pattern for the years to come. A statewide citizens committee was appointed to work with the TLA Committee in publicizing libraries and their activities across the state. Local communities were encouraged to form their own committees, and community libraries were urged to hold open houses or similar special events during the week. In addition, the state and local committees kept the media supplied with press releases calling attention to the special attractions

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[121]Tennessee Library Association, Information Committee, Report, 1958.

[122]"Tennessee's First Library Day," Tennessee Librarian 3 (1951): 15.

[123]"Library Week Proclamation," Tennessee Librarian 6 (1954): 34.

[124]Mrs. Robert Chapman, "National Library Week in Tennessee," Tennessee Librarian 11 (1959): 51.

available in the state's libraries during National Library Week and the rest of the year as well.

Nearly all of the material released to the press about National Library Week emphasized whatever slogan had been designated nationally to call attention to that year's theme and, for the most part, the Tennessee Library Association went along with whatever the national theme happened to be, although on occasion it selected one of its own. No record of the National Library Week Committee was found after 1971.

## Intellectual Freedom Committee

Although not directly concerned with the Tennessee Library Association's activities related to the development of library service in Tennessee, the Intellectual Freedom Committee did perform an important function in its role as a watchdog against censorship. In 1954 and 1955, the Committee published statements supporting the American Library Association's stands on intellectual freedom.[125] In 1965 the Committee was involved in a case pertaining to freedom of use of the meeting rooms of the Chattanooga Public Library.[126] However, the Association took no formal action in this case. The Committee wrote a letter in support of the Board of Trustees of the Memphis Public Library in their successful fight to retain Portnoy's Complaint in that library's collection in

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[125]Tennessee Library Association, Intellectual Freedom Committee, Reports, 1954, 1955.

[126]Intellectual Freedom Committee File, 1965, TLA Archives.

1970.[127] In its 1973 Report, the Committee stressed the need for conducting intellectual freedom workshops across the state.[128]

## Summary

The material presented in this chapter has focused on the administration of the Association by its elected officers and the activities of its committees. This review of the Association's activities, with the exception of those directly related to the development of library service in Tennessee, reflected the problems encountered by its officers and committees.

The problem of continuity in the administration of the Association was partially solved on the one hand by the changes in the Constitution making the Vice President President-elect, creating the position of Executive Secretary, and providing a 2nd Vice President to remove the duties of convention planning from the President-elect, allowing him more time to work with the incumbent President. On the other hand, solution to the problem of continuity was hampered by a continued lack of a program of long-range goals and objectives, in spite of the work of the Development Advisory Council and the Long Range Planning Committee.

Communication was another problem that occupied much of the time of the Association during the period under study. On the committee level the lack of communication among members of committees often

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[127] C. Lamar Wallis, "Happenings in Memphis," Tennessee Librarian 22 (1970): 57, 60.

[128] Intellectual Freedom Committee, Report, 1970.

hampered their effectiveness. The officers of the Association found that problems in the production of the Tennessee Librarian often hampered their ability to inform the membership of the needs, problems, and activities of the organization.

A third problem affecting the performance of the Association was that of finance. While a shortage of funds certainly hampered the organization's work in many instances, it was in those years when its bank balance was richest that the Association was least active. This suggests that the way in which funds were allocated was often the problem. However, the Executive Board was hampered in its decisions as to the distribution of funds by a lack of input from the Association's committee chairmen who were either not given a chance or did not take the opportunity to express their committees' needs.

The following chapter discusses the activities of the Association with regard to its efforts to improve library service in Tennessee from 1950 to 1975.

# CHAPTER IV

## THE TENNESSEE LIBRARY ASSOCIATION AND LIBRARY DEVELOPMENT IN TENNESSEE, 1950-1975

In 1949, the TLA adopted and sent to Governor Gordon Browning and Education Commissioner J. M. Smith a resolution suggesting that a study be made of the library responsibilities of the State of Tennessee. As a result of the examination of the question by the Administration, it was decided to establish an independent department or commission. This body was to assume the duties of the State Library as well as the public library functions formerly carried out under the supervision of the State Department of Education. This proposal was given the wholehearted support of the TLA Executive Board in January 1950.[1]

The question of an independent state library agency was by no means new to the Tennessee Library Association. The Association, as has been noted, had called for the establishment of just such a body early in its existence and had supported the legislation that created an independent library commission in 1909. The Tennessee Free Library Commission's independence was short-lived, however, for its responsibilities were returned to the State Department of Education in 1913.[2]

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[1]Ambrose Easterly, "The Tennessee Library Association's First Fifty Years" (Master's thesis, George Peabody College for Teachers, 1954), p. 33.

[2]Ibid., pp. 27-30.

The latest attempt to create an independent library agency in Tennessee was to be the focal point of the Association's annual convention, which was to be held in Chattanooga in June 1950. The theme of this meeting was to be "The State's Role in Library Service." In order to prepare the membership for the convention program, the April issue of the Tennessee Librarian was devoted to a discussion of the problem. In this issue President Emma Suddarth noted that there were many states to which Tennessee could look for both information and experience on the role of the state in library service.[3] Also included in the issue was an article which briefly summarized the patterns of administration in seven different states.[4]

The featured speakers at the convention addressed the role of the state library. State Librarian and Archivist Dan Robison suggested the appointment of a State Library Board of seven to nine laymen who should have the following qualifications:

1. No political or personal axes to grind.
2. An active love of books and a genuine interest in libraries.
3. A broad and liberal point of view of the cultural interests of the state.
4. Possess the background that their qualifications and judgments be respected by both administrative and legislative branches of the government.[5]

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[3]Emma Suddarth, "Message from the President," Tennessee Librarian, April 1950, p. 3.

[4]E. W. Palmer, "Are You Ready for the Question?" Tennessee Librarian, April 1950, p. 11.

[5]Tennessee Library Association Convention, Minutes, June 8-10, 1950, pp. 2-3.

While emphasizing the reference function of the State Library, Robison made it clear that he favored the amalgamation of extension service with the State Library. He pointed out that room for the public library extension division had been included in the plans for the new State Library and Archives Building. In conclusion, he noted that although funds were still lacking, the TLA should continue to give adamant and patient support to the state's library program.[6]

Gretchen Kneif Schenk, an expert on library service on the statewide level, challenged TLA members to look to the future:

> The wisdom of your decision should you embark on this new plan, will come 25 and 50 years from now, when the citizens of the State of Tennessee have a single, strong, well coordinated state library program. That is the ideal you have set for yourselves. That is the ideal you will reach. And, from the standpoint of the citizen you are seeking to serve, it is worth the struggle.[7]

The membership acted by adopting two resolutions proposed by the Planning Committee. The first called for the establishment of an independent board to develop and administer the State Library, library extension, and related functions. The second recommended the appointment of an ad hoc committee on state library reorganization to work with the state government in drafting the necessary legislation to accomplish the desired changes.[8]

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[6] Ibid.

[7] Ibid., p. 8. Gretchen Schenk served nineteen years in the California state library system before becoming librarian of the Washington State Library. She later authored a book on state and regional library service. Library Journal 75 (1950): 8.

[8] Ibid., p. 7.

Newly elected President Anne Summers moved quickly to expedite the membership's wishes. Early in June she wrote to Commissioner of Education Smith offering the help of the Association in the form of a committee—whose formation had been approved at the convention—to help draft the legislation necessary to establish an independent library commission. Smith's reply indicated that he felt that State Librarian Robison would welcome the advice of such a committee.[9] TLA President Summers then wrote to Gerald Shaw, a member of the TLA Planning Committee, asking him to serve on an ad hoc Committee on the Reorganization of the State Library as chairman and representative from the eastern part of the state. Shaw responded by indicating that he was willing to serve in whatever capacity he was needed.[10] Joining Shaw on the Committee were Frances Cheney, a member of the George Peabody College Library School faculty, and Jesse Cunningham, Librarian of Cossitt Library in Memphis. Emma Suddarth, immediate past President, and President Summers were to serve in an ex officio capacity.[11]

Chairman Shaw initiated the Committee's work by drawing up a statement delineating the organization and responsibilities of a state library system under the administration of an independent commission. Shaw's ideas were then reviewed by the ad hoc Committee and the State Librarian. The resulting statement was forwarded to the Director of

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[9]Smith to Summers, July 8, 1950, TLA Archives.

[10]Summers to Shaw, July 14, 1950; Shaw to Summers, August 10, 1950, TLA Archives.

[11]"Tennessee Progresses in State Library Service," Tennessee Librarian, October 1950, p. 4.

the State Planning Commission who was to oversee the drafting of appropriate legislation by the Legislative Reference Service. Upon completion, this draft was closely reviewed by the Committee before it was presented to the Association for approval. Because of the need to have the proposed bill ready for the 1951 session of the General Assembly, the Committee's report was published for membership consideration in the October 1950 issue of Tennessee Librarian.[12]

The act proposed by the Committee called for the establishment of a State Library and Archives Commission made up of seven members appointed for six-year terms. Those persons holding public office or public employment were specifically excluded from eligibility. Each of the three Grand Divisions of the state would have at least one representative at all times. The Commission would elect its Chairman and Vice Chairman and the Director of the State Library would serve as its Secretary. The State Library System was to consist of the existing State Library, the Archives, and the public library extension services. The State Library System's responsibilities were to include:

1. Collection and preservation of materials of historical, documentary, and reference value;
2. Distribution and exchange of such publications of the state as may become available;
3. Collection and distribution of reference materials to state officials and employees and others;
4. Advice and guidance in establishing and operating other public libraries in the state and assistance in maintaining high standards of library service throughout the state by means of providing library extension services in the course of which the Commission is empowered to enter into local,

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[12]"Proposed Reorganization of the Tennessee State Library System," Tennessee Librarian, October 1950, pp. 9-10.

regional or interstate contracts with competent agencies in furtherance of library services;

5. Such other functions as may be designated and authorized.[13]

The responsibility for the administration of the System would be vested in the Commission.

The selection of the Director of the State Library System, who would be appointed for an unlimited term, would be based only on professional qualifications. The Director would be the chief administrative officer of the entire system which would consist of four divisions: Division of Archives, Division of Exchange and Distribution, Division of the State Library, and Division of Library Extension.[14]

In response to the notice of the Committee's desire for comments from TLA members and/or librarians, Shaw received a copy of a letter from Martha Parks of the Extension Division of the State Library which she had written to the State Librarian. Parks made four points she felt were relevant to the proposed legislation. First, an earlier Act placed the authority for handling of any forthcoming federal funds in the hands of the State Commissioner of Education. Second, one of the duties of the state library agency should be the collection, tabulation, and interpretation of Tennessee library statistics. Third, a more specific title should be given to the head of the state library agency, e.g., "Director of State Library Services," or "Director of the State Library." Finally, Parks raised the question as to whether or not the first section of the Act would permit librarians from private

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[13]Ibid.

[14]Ibid., pp. 10-13.

institutions to serve on the Commissions while disqualifying those from public libraries. Shaw responded to her first point by noting that he felt there was no harm in giving the Commission authority to handle federal funds. He indicated that the question of specific duties, Parks' second point, should not be included in the Act since broad statements or generalizations would make fewer amendments necessary. Concerning the matter of a specific title for the head of the proposed agency, he believed the title would reflect a forward look to future expansion of the system. Finally, he suggested that no further limitations be placed on the qualifications of Commission members in order to avoid interference with the Governor's powers of appointment.[15]

Although the Committee had asked for suggestions, Shaw made it very clear in a memo to its members that both he and President Summers would prefer as few changes as possible in the proposed legislation after the text appeared in the Tennessee Librarian. He again emphasized the necessity for the use of generalizations in order to reduce the need for frequent amendments as well as to give the Commission as free a hand as possible in the operation of the system.[16]

Not only was the Tennessee Library Association concerned with the form which the new state library system would take, but also with how it

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[15]Parks to Robison, October 31, 1950; Shaw to Parks, November 4, 1950, TLA Archives. Shaw's thinking on the last point is not too clear in that any limitations would infringe on the Governor's power of appointment. Accordingly, only the limitations on geographical representation remained in the Act as passed by the General Assembly. Tennessee, Public Acts, 1955, Chapter 197, Section 1.

[16]Shaw to the Reorganization Committee, no date, TLA Archives.

would be financed. Because the General Assembly met only every other year, state agencies had to submit budgets covering a two-year period. If the Library and Archives Commission bill were to pass, the Commission would then be responsible for administering the library extension program during the coming biennium. Accordingly, the TLA suggested that the State Librarian and Archivist rather than the Commission of Education be the one to prepare the budget request for the State Library to be presented at the upcoming session of the Legislature. The budget, it was contended, should be based on previous expenditures as well as on allowances for future growth and expansion. Such expansion would mean:

a. Strengthening of existing services.
b. Expansion of services into new areas, so that ultimately, and as rapidly as possible, these services will be available to all citizens throughout the State.
c. The provision of an acceptable minimum progress of library service throughout the State.[17]

Although the proposed bill creating the Commission had been drafted and concern had been expressed for the funding of the proposed state library system, the job would not be complete until the bill had been enacted into law. As a result, President Summers pledged the Association's continuing support to State Librarian Robison:

> The purpose of this letter is to reaffirm the willingness of the Tennessee Library Association to assist in promoting the legislation for the reorganization of the state's library system. We stand ready to cooperate in any way you consider suitable. In preparation for well-planned support, I sent out about ninety letters . . . to librarians across the state. The response was heartening. Now I believe we have the

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[17]"Tennessee Library Association, Statement, Re: Budget for State Library, 1951-52," TLA Archives.

> machinery for an effective personal contact with the legislators at the grass roots, if such a step should be indicated.[18]

Early in the session it appeared that the State Library might need all the help it could muster because the State Librarian came under fire from the Davidson County legislators. This delegation leveled a number of charges at his administration of the State Library and Archives.[19] The storm subsided, however, and the Library and Archives Commission bill passed both houses of the General Assembly with only two dissenting votes. It was signed into law by Governor Browning on March 15, 1951 to take effect July 1.[20]

The bill that was signed into law by Governor Browning had a number of differences from the legislation originally proposed by the Tennessee Library Association. These differences are listed below:

1. The Preamble, which justified the need for and existence of an independent library commission, was omitted.
2. A provision for the distribution of Federal funds was included.
3. The names of the specific administrative divisions within the State Library and Archives were omitted.
4. The title "State Library and Archives" was retained.
5. Transfer of funds to the new agency was to take place July 1, 1951, instead of immediately.
6. Each of the three Grand Divisions of the State was to be represented by two members.
7. The specific qualifications for Commission members were omitted.[21]

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[18]Summers to Robison, January 17, 1951, TLA Archives.

[19]"Nashville Librarians Reply to Criticism of State Library," Tennessee Librarian, January 1951, p. 4.

[20]77th General Assembly, 1951, Senate Journal, p. 1020; House Journal, p. 1513; Tennessee, Public Acts, 1951, Chapter 197.

[21]Summers to Shaw, February 26, 1951, TLA Archives.

The Ad Hoc Committee on the Reorganization of the State Library then discovered that their job was not done. President Summers promptly reactivated the committee under a new name, the Public Library Development Committee. Its purpose was to examine the existing public library program in the state and suggest, if necessary, any changes that needed to be made. Because its work was intended to inform members of the newly created State Library and Archives Commission, it was decided that the job be completed by July 2 when the Commission members were to take office.[22]

At the Committee's first meeting in Memphis on May 24, Shaw emphasized the need for expeditious work. He further noted that the objective of the group's work was to point out the need for a more thorough study of public library service in the state before current patterns of service became too established. The time limitation also made it necessary to limit the committee's study to a specific area of library service; therefore, he suggested that the regional library program be the focal point of the committee's work.

Shaw went on to enumerate some of the questions about the regional program that needed consideration. Among these were the size and administrative patterns of the region, the relationship of city and independent county libraries to the program, the kind and amount of leadership provided by the State Library, and finally, the problem of unserved counties.

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[22]Robert Alvarez, "The Work of the Public Library Development Committee," Tennessee Librarian, October 1951, p. 3.

Once the problem had been defined, the Committee proceeded to discuss what was wanted from the consultant, Gretchen Schenk, who had been hired to conduct the study. Schenk's report would emphasize the need for further study, raise questions, and point to specific principles. Its main purpose was to provide a frame of reference for the Commission.[23]

The Public Library Development Committee's report, which was published in the October 1951 issue of the Tennessee Librarian, stressed the expansion of reference, interlibrary loan, and general library service to all citizens of the state. Specific recommendations were made:

1. Preparations should be made as soon as possible to inaugurate statewide reference and interlibrary loan service.
2. That consideration be given to enlarging the regions in order to provide the most efficient and economical type of service. Provided, however, that a thorough study and investigation be made thereto, so that the reorganization of the regional library service may be based on the overall statewide needs, and taking local and area requirements into proper consideration.
3. That legislation be prepared making a regional library board a legal body, so that a group of citizens representing the entire area receiving service may be the contracting agency to administer state aid funds, rather than institutions or single county library boards.
4. That continued study be given to the Development of a fair and equitable pattern of distribution of state aid.
   That further investigation be undertaken regarding the proposal to earmark a portion of the state's sales tax for libraries (1948 Plan) in order to place state aid to libraries on a more permanent foundation.
   That a concerted effort be made to increase local appropriations on a region-wide basis, and that the State

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[23]Tennessee Library Association, Public Library Development Committee, Minutes, May 24, 1951.

Library have available assistance and consultant service to discuss library costs and needs with local officials upon request.
That costs be realistically represented without fear or trepidation.

5. The State Library should make positive efforts to bring counties now outside of the regional service into the regional program.[24]

The report also included suggestions as to how these recommendations might be acted upon:

1. A study of statewide reference and interlibrary loan service given in other states such as Louisiana, Georgia, Ohio, and Michigan. Collect forms, manuals of procedure, statements of objectives and the like, and personally visit some of the state library agencies for first hand information.
2. Development of a proposal for a measure legalizing regional library boards. An investigation of the feasibility of establishing library districts to cover all counties belonging to a region should be included to simplify taxation for library purposes and prevent "erosion" of the region.
3. The development of an adequate program to assist local officials in building an understanding of better library service at the local level.
4. A study of the methods whereby the State Library may eventually serve all public libraries of the state.
   (a) A continued program of extending regional service to unserved counties.
   (b) An extension of high grade service to cover the metropolitan counties.
5. A study of possible additional sources of income as mentioned in the 1948 report; a change in the pattern of allocating state aid to provide a fair and equitable distribution to all library systems meeting such minimum standards as the Commission may define.
6. An investigation of the possibilities of demonstration projects of full-scale library service.
7. Development of an adequate program and organization capable of carrying out the extension work of the State Library consistent with the needs for this service on an expanded basis.

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[24]"State-Wide Library Service for Tennessee—Final Report," Tennessee Librarian, Ocrober 1951, pp. 5-10.

8. A defining of the position of the regional librarians so that they will know that they are employed by and responsible to the regional library boards.
9. The securing of additional office space as soon as possible so that some of these programs may be initiated ahead of the completion of the new building.[25]

This report was brought to the attention of the State Library and Archives Commission at its first meeting, but it was not discussed at that time.[26] At the Commission's second meeting in September, Mrs. Tom Ragland, who in addition to being a member of the Commission was a member of the TLA Planning Committee, reported on the survey. Then Dr. Robison, the State Librarian, emphasized those points he felt warranted further consideration by the Commission: First, he noted that a thorough study needed to be made of the ability of the state and local governments to give support to the library program. He noted that just such a study of financial capability was then being made on behalf of the public schools. He thought that study could easily be expanded to include libraries. Another point of interest was the problem of encouraging nonparticipating libraries to join the system. He believed it could be accomplished by a good public relations program and noted that the Extension Division was already in the process of looking for someone to handle this job.

Chairman Swiggert expressed the Commission's appreciation for the Tennessee Library Association's recommendations, but said that the Commission needed more time to consider what it wanted to do. At the

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[25]Ibid., p. 10.

[26]Tennessee State Library and Archives Commission, Minutes, July 2, 1951.

same time, he noted that the Commission would like to work closely with the TLA Committee. The Committee's report was accepted and referred by the Commission to the State Librarian for further study.[27]

While it appeared on the surface that there was going to be a spirit of cooperation between the Association and the newly formed Commission, it was not long before some indications of a strained relationship began to appear. The catalyst seems to have been Dr. Robison's budget recommendation for the expansion of library services in the state, which he presented as part of his quarterly report to the Commission on September 29, 1952. The Association's Executive Committee was upset because Robison presented his budget to the Commission without asking for suggestions or providing the Association with an opportunity to study his proposal. In his report for the final quarter of 1952, Robison stated that some members of the TLA Board were so incensed with this failure to consult them that they now had reservations about supporting the Commission's program in the Legislature. Robison noted that the group had two points of contention: First, that the TLA should have had an opportunity to advise before final approval of the program; second, that the State Library was not providing needed leadership for city libraries, and that it should employ a person in a top level position to do this. While he believed that there was some justification for the first complaint, Robison could not agree with the

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[27]Ibid., September 26, 1952.

second. He stated that he felt that there was no need for such a person because Martha Parks, Head of the Public Library Division, was doing a fine job.[28]

The State Librarian and Archivist's controversial budget request was published in the January 1953 issue of Tennessee Librarian. It called for an appropriation of $750,000 for public libraries for the 1953-54 biennium, as compared with $340,000 for 1951-52.[29] Robison was asking for $10,000 for each of the five metropolitan counties with the understanding that it would be shared by the city and county in each case. The remaining ninety counties would share $670,000, of which $89,000 would be for the extension of services to those counties with no current service. The State Extension Office would receive $30,000 for its operation.[30] The Executive Committee urged that the TLA membership support this program, even though, as it pointed out, the Association had no opportunity to make suggestions or offer advice.[31]

Evidently the Governor and his staff did not agree with the State Library and Archives Commission about the need for increased funding of the state's public libraries, for the Commission's budget request was well pared by the time it reached the General Assembly. The Governor's

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[28]Report of the State Librarian and Archivist to the State Library and Archives Commission, October 10-December 31, 1952, pp. 3-4.

[29]Ruth Grierson, "President's Report," Tennessee Librarian, January 1953, p. 3.

[30]Report of the State Librarian, op. cit., pp. 11-12.

[31]Grierson, op. cit., p. 3.

General Appropriations Bill, as introduced in the House of Representatives, contained only a fraction of the original request for the regional library program: $170,000, with an additional $25,000 for the Extension Division. This amount was increased to $200,000 for the regional program before the bill was passed. The final allocation was less than one third of that originally requested.[32]

It was obvious that the dispute over the Association's participation in the decision making process leading to the development of the State Librarian's budget was responsible for the development of friction between the organization and the Commission. It was with this dispute in mind that the need for close cooperation between the Tennessee Library Association and the State Library and Archives Commission was recognized in a report made to the 1953 Convention by an ad hoc Committee on Review. This report pointed out that the two had in common the goal of the development of a strong library system within the state:

> Neither one can fully accomplish this purpose, nor can they do it if they work independently of each other. Through their joint efforts a program replete with vitality and a sound professional leadership can be developed within the State. A clear channel of communication should be maintained between the Commission and the Association and any legislative proposals should be the result of cooperative interest and effort.[33]

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[32]Report of the State Librarian, January 1-March 31, 1953, p. 1. The increase of $30,000 was the result of the work of Senator Reagor Motlow. Senator Motlow was also responsible for $50,000 increases in funding in 1955, 1957, and 1959, as well as an additional appropriation of $60,000 in 1961. Tennessee State Library and Archives Commission, Minutes, April 18, 1966.

[33]"Strengthening the Association, a Report of the Committee on Review," Tennessee Librarian 6 (1953): 10-11.

The report went on to note that in states where the greatest progress in library development had been made, there had been close cooperation between the state library association and the state library agency.[34]

After the Committee's report had been heard, a suggestion in the form of a motion was made by the State Librarian. He moved that at least two members of the Association's Planning Committee be appointed to act as liaison between the Tennessee Library Association and the State Library and Archives Commission. This motion carried.[35]

Imbued with a renewed spirit of cooperation, the two groups became involved in the process of legalizing the regional library boards. Although boards of trustees existed in several of the state's regional libraries, these groups had no legal existence and as a result could only act in an advisory capacity.[36] During 1952 a series of three regional meetings were held to provide an opportunity for active participation in library planning by library trustees and other lay leaders. The focal point of the discussions at these meetings was the Tennessee Library Association's report to the State Library and Archives Commission. The part of the report relating to the status of the regional library boards had been given the greatest attention at the meetings.

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[34]Ibid.

[35]Tennessee Library Association, Convention, Minutes, April 25, 1953.

[36]Summary of Proceedings at a Round-Table Discussion by Representatives of County and Regional Libraries and the State Librarian, February 12, 1954, p. 6.

At two of the gatherings desire had been expressed for appropriate legislation to be introduced during the 1953 session of the General Assembly.[37] Such a bill was introduced and passed the Senate but because of objections from some municipalities to the provisions of the proposed legislation, it was withdrawn and never introduced in the House of Representatives.[38]

The need for establishing the legal status of the regional library boards had been called to the Association's attention in 1950, when Walter Emmons, Chairman of the Clinch-Powell Regional Board wrote:

> We recommend to the Legislative Committee of the Tennessee Library Association that they include in their recommendations to the Legislature provisions to establish Regional Library Boards as legal entities, authorized to act as administrative agencies for library extension work.[39]

The Board, he continued, felt that development of the region would be greatly improved if the regional boards were given the legal status that would allow them to administer the regional libraries.

Further consideration was given to the question of the regional library boards when a group of county and regional librarians met with the State Librarian, Martha Parks of the Public Library Division of the State Library, and A. F. Kuhlman, Vice President of the Tennessee Library Association and Director of the Joint Universities Library in Nashville, to discuss the problems facing the regional and county

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[37]Martha Parks, "TLA District Meetings, March 1, 8, 15, 1952," Tennessee Librarian, May 1952, p. 5.

[38]Summary of Proceedings at a Round-Table Discussion, op. cit., p. 6.

[39]Walter Emmons to Anne Summers, September 19, 1950, TLA Archives.

libraries in the state. Parks noted that the Extension Office had been exploring the idea of having the regional boards administer the regional libraries under contract rather than having them administered by the state colleges or the county boards as was then the case. She pointed out that in several instances regional boards already existed, but they could only advise, as they had no legal status. If there were a legal basis for their existence, they then could contract with the state to receive funds and administer the regional library programs.[40]

As the discussion progressed the participants elaborated on a number of problems. First was that of handling funds, second was that of the size of the regions. Walter Emmons, Chairman of the Clinch-Powell Board, pointed out, and the group agreed, that in spite of the need for solutions to all of these problems, dealing with the regional library boards should be kept as general as possible in order that each region could attack the problems in the way that suited its region best. It was further the consensus of the group that the regions should have boards of trustees separate from those of any other agency.[41]

When the revised bill was introduced in the 1955 General Assembly, there was one important difference from the previous version. The revised version of this legislation provided for the possible extension of state aid to the metropolitan counties. This was done by changing the minimum size of a region from "two or more counties" to "one or

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[40]Summary of Proceedings at a Round-Table Discussion, op. cit., p. 6.

[41]Ibid., pp. 6-14.

more counties."[42] This change was the result of a series of discussions held by the State Librarian with the librarians from the four largest public libraries in the state. An agreement was reached that state aid to the metropolitan libraries should be forthcoming.[43]

The bill passed both houses of the General Assembly without a dissenting vote and was signed into law by Governor Frank Clement on March 3, 1955.[44] In addition to the provisions mentioned above, the law authorized county governments to contract with each other for the establishment of regional library boards to administer library services within the region. It stipulated that each board should have at least one representative who was a resident of that county. Regional boards would have the authority to contract with the State Library and Archives or any agency necessary to provide public library service within the region. Local governments, county and/or municipal, could appropriate funds to the regional boards for the expenses incurred in furnishing library service. The regional boards were also empowered to contract with the State Library and Archives to receive funds for the operation of library service.[45]

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[42]Report of the State Librarian, October 1-December 31, 1954.

[43]A Summary of Proceedings at a Round-Table Discussion by Four Municipal Librarians and the State Librarian, November 12, 1953, pp. 9-10, TLA Archives.

[44]79th General Assembly, 1955, House Journal, p. 943; Senate Journal, p. 805; Tennessee Public Acts, Chapter 88.

[45]Tennessee Public Acts, Chapter 88.

The next problem relative to statewide library service that needed to be solved was that of a formula for state aid to public libraries. This question had been discussed at the district meetings alluded to earlier and at the discussion held by the State Librarian and Archivist with representatives from various types of libraries across the state. This problem was also discussed by the State Library and Archives Commission. One of the recommendations of the TLA Public Library Development Committee dealt with this same problem. Because of the Association's interest in the matter, State Librarian Robison asked that the Association's Legislative Committee assist in preparing a formula for the distribution of state aid.[46]

At a meeting of the Legislative Committee, the subject of the allocation of state funds was discussed in detail. During the discussion the following suggestions were made:

1. That the time had come when allocations of state funds should be made on the basis of population rather than on the type of library.
2. That this would involve recognition of all libraries if organized under present city and county library laws.
3. That additional assistance be allotted for county-wide service or for regional libraries including several counties.
4. That such a plan would require:
   (a) minimum local support
   (b) a degree of supervision including standards for auditing of the expenditures of state aid funds.
5. That after 1957, all libraries should receive funds according to an established formula.[47]

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[46]A Summary of Proceedings at a Round-Table Discussion by Four Municipal Librarians, op. cit., p. 3.

[47]Some Suggestions About the Allocation of State Aid Public Library Funds Discussed at Meeting of TLA Legislative Committee, Knoxville, April 12, 1954, TLA Archives.

In August 1954, representatives of the metropolitan libraries met with representatives of the State Library and Archives, A. F. Kuhlmann, President of TLA, and Ruth Reagor, Chairman of the Association's Legislative Committee. A proposal for a formula for the funding of public library service in the state was presented by Dr. James E. Gibbs of the Legislative Council Committee's staff. The group hoped for an agreement on a plan to present to the State Library and Archives Commission. However, no agreement could be reached by those in attendance at that meeting. In the meantime, Dr. Gibbs' formula had been tentatively adopted by the Commission's Finance Committee. After taking a longer look at the proposal, the Commission decided to advise against its adoption because it provided for the State Library to make direct grants to local governments instead of working through the regions. They believed this provision would have destroyed the regional concept. Another factor contributing to the proposal's rejection was that it would have cost an additional $400,000 per year above the current appropriation to implement. It was to be almost three years before the question of an equitable formula was to come before the Commission again.[48]

Federal rather than state aid was the subject of the next aspect of cooperation between the Tennessee Library Association and the State Library and Archives Commission. In 1956, Congress passed legislation that was to have a great impact on library service in Tennessee. After

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[48]Report of the State Librarian and Archivist, September 18, 1959, p. 9.

many years of pleading by the nation's librarians, federal funds were finally made available through the Library Services Act of 1956. This Act was designed to bring library services to those Americans residing in rural areas where such service was either sub-standard or nonexistent. It was also intended to encourage the expenditure of state and local funds for the improvement of library service through federal matching grants.[49]

The Tennessee Library Association became involved in planning for the use of LSA funds at the request of the State Library and Archives Commission. Each state, as one of the requirements of the law, was to develop a plan for library service in the state showing how federal funds would be used. In July 1955, the TLA Executive Committee agreed to aid in the drafting of Tennessee's plan and referred the matter to the Public Libraries Section of the Association.[50]

A plan developed by a committee of the Public Libraries Section was accepted by the Association at the 1956 Convention.[51] This plan called for the spending of the $220,000 allotment Tennessee would receive in three ways: First, $22,000 would be spent to add staff to the Public Libraries Division Office in the State Library to implement the program. The second recommendation was that $25,000 be spent on

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[49]Robert Ellis Lee, Continuing Education for Adults Through the American Public Library, 1833-1964 (Chicago: American Library Association, 1966), pp. 90-91.

[50]Tennessee Library Association, Executive Board, Minutes, July 8, 1955.

[51]Tennessee Library Association, Convention, Minutes, April 28, 1956.

improving service to rural residents of the four metropolitan counties. The plans to be implemented with these funds had to involve city-county cooperation and had to be approved by the State Library and Archives Commission. The remainder of the funds was to be spent in the remaining ninety-one counties where the funds were to be used for demonstrations for the purpose of improving existing service or providing service where none then existed. Sixty-five thousand dollars was to be made available for bringing new counties into the regional system; $108,000 was to be allocated for the purpose of improving existing service.[52] Although this program was agreed to in principle by the State Library and Archives Commission, the availability of federal funds on a matching basis had little affect on the reluctance of the state's Administration to increase appropriations for the regional library program.

Almost equalling the Administration's unwillingness to provide adequate funds for public library service was the docility on the part of the State Library and Archives Commission in asking for increased revenues. The Commission's negative experience with the Administration and the General Assembly in 1953 may have served to intimidate and inhibit further attempts at getting large increases in appropriations for the regional library program.

The Commission's decision on a policy of asking for small or very moderate increases in the State Library budget was brought to the attention of the Association's Executive Board and Legislative Committee

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[52]Proposed Plan for the Use of Funds Made Available by the Library Services Bill—1956, TLA Archives.

in November 1954 by Dr. Robison, the State Librarian. Robison pointed out that it was better to proceed with caution than to risk too much and then have nothing to show for the effort, as was the case in 1953, when the Commission's budget request was cut by two-thirds. The TLA Committees voted to support this policy and to endorse the 1955-56 budget request of the state agency.[53]

Two years later, however, the Tennessee Library Association began again to press for increased funding for the regional library program. Bernard I. Foy, President of the Tennessee Library Association, appeared before the Commission at its October 1956 meeting and read a prepared statement regarding the State Library and Archives budget request for the 1957-58 biennium. Foy, in his statement, justified a substantial increase in funds for the regional libraries because:

1. There has been a substantial increase in the use of public libraries throughout the state, and there are many unmet needs in all the libraries, in books, in personnel, and in special services.
2. Unless there is an increase in the State aid fund the service in many areas will slip backward, because the increased cost of maintenance (books, salaries, etc.) will mean less money available for even the present service.
3. There remain some 21 counties yet to be brought into the regional program. The state should be in a position to encourage by matching funds, any county that is willing to participate.[54]

Foy continued by pointing out that "libraries have staunch friends among members" of the Legislature. He cited the recent affiliation of

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[53]"Minutes of the Executive Committee in Joint Session with the Legislative Committee, November 13, 1954," Tennessee Librarian 7 (1955): 95-96.

[54]Statement of Bernard L. Foy to the State Library and Archives Commission, October 8, 1956, TLA Archives.

the metropolitan counties with the regional system as a good reason to expect greater support from the legislators representing those counties which now had something to gain from increased funds for library service. He further noted that a report of the Tennessee Youth Guidance Commission that mentioned good public library service as a help in meeting the problems of youth. Foy also pointed to the increased support for public education in the state over the preceding few years. For these and other reasons, he concluded that the Commission should request an appropriation of at least $350,000 per annum for the next two years. This request was justified because it amounted to only about $.10 per capita and the state was in sound enough financial condition to afford such an amount.[55]

After hearing Foy's statement, members of the Commission responded. They noted that the Commission had decided not to ask for an increase in state funds because of the availability of federal funds through the Library Services Act. State Librarian Robison also noted that the request for the regional program had not been increased because a sizeable increase had been granted for the current biennium and increases were being requested for other aspects of the State Library's program in the forthcoming budget. He cited the fact that the amount of increased appropriations requested by the Administration had been granted by the Legislature over the past three sessions. He again pointed out that the 1953 request for $750,000 was met by an appropriation of only $225,000.

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[55]Ibid.

He was of the opinion that continued attempts to increase the Administration's requests would only hurt in the long run.

Foy countered by noting that there was a distinct possibility that Congress would not appropriate the full amount of funds allowed by the bill. He also pointed out that those funds would no longer be available after the end of the five-year period established by the legislation, and that by gradual increases in state appropriations, those levels of service attained under the Library Services Act could be maintained.

After the discussion with Mr. Foy, the Commission reached agreement on three points. First, that the Tennessee Library Association request was not out of line if federal funds were not appropriated to the extent allowed by law. If such funds were available, however, it was doubted that the sum suggested by the TLA could be wisely spent. Second, that increased appropriations for the regional program would jeopardize the possibility of increased appropriations for other aspects of the State Library and Archive's programs. Finally, that the Commission would request a conference with the Governor to plead their case.[56]

In the meantime, the Tennessee Library Association moved ahead on its own in an attempt to increase the requested appropriation. Helen Harris, Chairman of the TLA Information Committee, suggested that a public relations committee be formed to help the Legislative Committee

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[56]Tennessee State Library and Archives Commission, Minutes, October 8, 1956. One Commission member, Jesse Cunningham, Librarian of Memphis' Cossitt Library, sided with Foy and pointed out that he thought that librarians were generally too timid in asking for monies for library service, which was why library appropriations were generally inadequate.

in supporting the increased request.[57] Elizabeth Edwards, Director of the Chattanooga Public Library, wrote to Governor Frank Clement urging his support of an additional appropriation for the regional library program.[58]

This activity was to no avail, however, for the State Librarian reported to the Commission that after meeting with the Governor and the Director of the Budget, it had been decided to request the $250,000 originally approved by the Administration.[59] The General Assembly voted an increase of $50,000 which the Director of the Budget promptly impounded in case federal funds were not made available.[60]

Before the 1959 session of the General Assembly got underway the Tennessee Library Association again supported an increase in the budget request for the regional library program. Again a representative of the Association pleaded the organization's case before the Commission, again the Commission agreed to ask for more money, and again their request was turned down by the Administration. Once more the General Assembly voted to increase the funding for the regional library program, this time by $100,000. The Governor countered by vetoing the increase,

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[57]Helen Harris to Don Ferris, September 18, 1956, TLA Archives.

[58]Elizabeth Edwards to Governor Frank Clement, December 10, 1956, TLA Archives.

[59]Tennessee State Library and Archives Commission, Minutes, January 14, 1957.

[60]Tennessee Librarian 9 (1957): 77-78.

leaving the program with the same $300,000 per annum appropriation that it had received two years earlier.[61]

It appears that the Association's stand on requests for increased appropriations was valid. A study of state library agencies by Douglas St. Angelo and others found that those state library agencies "which ask for the largest increases receive well over the average support in terms of appropriations. . . ."[62] Because the State Library and Archives Commission's budget had already been submitted to and approved by the Governor and his staff, there was little likelihood that a request for increased appropriations would be approved. The St. Angelo study points out that large requests also generally receive large cuts, but that the agency should learn to structure its budget so that the cuts will be made in those parts of the budget that will have the least effect on the implementation of programs.[63] If the Tennessee Library Association made a major error in this situation, it was one of timing. The Association should have interceded its views on the budget proposals prior to their submission to the Governor—not after.

A major error in strategy was also committed by both the State Library and Archives Commission and the Tennessee Library Association in their efforts to gain increased appropriations for the regional

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[61]"Report of the Legislative Committee," Tennessee Librarian 11 (1959): 88.

[62]Douglas St. Angelo, Annie Marie Hartsfield, and Harold Goldstein, State Library Policy; Its Legislative and Environmental Contexts (Chicago: American Library Association, 1971), pp. 58-59.

[63]Ibid., p. 59.

library program. Both St. Angelo and Monypenny point to the need for the support of the Governor if desired budget increases are to be attained.[64] The Governor's support was especially important in Tennessee since the state's chief executive was given item veto power in 1953. This meant that the Governor could veto individual items in an appropriations bill, while giving approval to other provisions in the same legislation.[65] There is no evidence that either the Commission or the Association made any efforts to gain the Governor's support prior to the submission of budget requests.

The TLA Legislative Committee which already had its hands full with the attempts to get increased appropriations for the regional libraries during the 1959 session of the General Assembly, found itself faced with an even more serious problem. As one of his campaign promises, Governor Buford Ellington had said that he would streamline the state government. Included in his Government Reorganization Bill was a section that removed the State Library and Archives from its independent status and placed it under the Department of Education. The speed with which the bill went through the Legislature left the Tennessee Library Association little time to mount an effective campaign against the measure. Julia Armistead, TLA Legislative Committee Chairman, made a brief talk to the

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[64] Ibid.; Phillip Monypenny, The Library Functions of the States (Chicago: American Library Association, 1966), pp. 90-91.

[65] Lee S. Greene and Robert S. Avery, Government in Tennessee, 2nd Edition (Knoxville: University of Tennessee Press, 1966), pp. 105-106.

Senate, but the bill passed 32-0, in spite of her efforts to the contrary.[66]

Armistead later pointed out the implications of the Reorganization Bill for the State Library and Archives Commission:

1. For a number of years, the public library service of the state was under the Department of Education. TLA was chiefly instrumental in getting the State Library and Archives set up as an independent agency by Act of the Legislature in 1951. To return it to the State Department of Education would be a backward step since the program had become a vital force for the development of public library service since 1951 and has attracted national attention with its forward strides.
2. Under the Department of Education, the State Library will become a Division and the Commission an advisory group rather than a policy making body.
3. The primary interest of the Department of Education has been and will continue to be the formal education of children and youth. The Department cannot be expected to give much attention to public library problems. Emphasis of the Department is service to schools. This could prove to be a detriment to the out-of-school population.
4. Because of the size of the school program and its budget in relation to the program and the budget of the State Library, library needs will not get the attention they merit under the Department of Education just as they did not when previously located in the Department.
5. The National Association of State Libraries, of which the Tennessee State Library and Archives is a member, made a study and issued a report called "The Role of the State Library." It states clearly that "the most effective

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[66]Tennessee Library Association, Trustees and Friends of Libraries Section Newsletter, March 1959, p. 1. The first detailed presentation of the reorganization of the state government was made by the Governor in a speech to a joint session of the Legislature on January 22, 1959. The proposal was outlined the following day in most of the state's major newspapers including the Memphis Commercial Appeal, the Nashville Tennessean, and the Knoxville Journal. Governor Ellington's bill was introduced in the House of Representatives on January 26. It passed the House by a vote of 94-0 on January 29 and was sent to the Senate, where it was introduced the next day. On February 3 the House bill was passed by the Senate. There is no mention in the Senate Journal of Armistead's appeal. 81st General Assembly, 1959, House Journal, pp. 204, 249; Senate Journal, pp. 225, 239.

> state library is one that encompasses all library services of the state government" and "it can best perform its functions as a separate agency of government." It further states "it should have a governing body composed of interested citizens."[67]

In conclusion, she urged the trustees to keep a close watch on the State Library's program under the Board of Education. If it does not continue its progress, then serious opposition should be mounted during the next session of the General Assembly in 1961.[68]

Commissioner of Education Joe Morgan tried to reassure members of the State Library and Archives Commission when he met with them in April. "I hope that the fact that this change is made doesn't interfere with the progress that has been made and is being made in the Division of Library and Archives." The Commissioner's comments to the contrary, there were serious misgivings on the part of the Commission's members, especially with regard to the possibility of partisan politics becoming involved with its work.[69]

At the same session of the General Assembly, a resolution was passed calling for a study of the Library laws of Tennessee by the Legislative Council. The Resolution directed the Council to answer, but not limit itself to, the following questions:

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[67] Ibid.

[68] Ibid., p. 2.

[69] Tennessee State Library and Archives Commission, Minutes, April 13, 1959. There is no indication in the Commission's minutes or elsewhere that there was any prior consultation with or notice given to the Commission of their change in status.

1. Is the present public library program a sound one for the development and expansion of public library service in rural areas?
2. What should be the relationship of the library program in the metropolitan areas to the total state program?
3. What should be the relationship to state support, particularly in the rural areas?[70]

The subject of such a survey was first discussed at a meeting of the State Librarian and Archivist and his staff with the Tennessee Library Association's Legislative Committee in February 1958. The purpose of this meeting was to study the library laws of the state. It was decided to ask the General Assembly to authorize a study of Tennessee libraries by the Legislative Council.[71] A few months later, a resolution requesting the study was passed by the Tennessee Library Association.[72]

When the Legislative Council held its first meeting concerning the library study, both the Tennessee Library Association and the State Library and Archives filed statements outlining needed areas of study. For the TLA these were:

1. A good reference and interlibrary loan system is the backbone of educational library service. We ask, how can the state library program provide this service in the most economical and effective way to all citizens?
2. The metropolitan libraries are attempting to provide strong and complete library service to their areas. What part can these libraries play in contributing to the total public

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[70]"Public Library Service Study," Tennessee Librarian 11 (1959): 101.

[71]Report of the State Librarian and Archivist, January 1-March 31, 1958.

[72]Tennessee Library Association, Convention, Minutes, March 15, 1958.

library program of the state, and how can the state help these libraries obtain their goal?

3. The state shares heavily in the financial burden of public school education. What part should it share in the financial bargain of the educational program of all its people through public libraries?
4. The regional library program has made a good start in bringing educational materials to hitherto unserved areas of the state. What further support is needed to bring the quality of library service to minimum standards and extend the program to include the seven unserved counties?
5. The state public library laws must enable the state to conduct a strong public library program. What changes are necessary to give legal encouragement to such a program?[73]

The Commission recommended that the study should include:

1. A study of the present condition of public libraries in Tennessee including organization, services offered, personnel, buildings, bookstock, bookmobile service, and financial support. This study should consider as part of the public library program the services provided by the State Library and Archives in Nashville.
2. Comparison of Tennessee public libraries with national standards recently issued by the American Library Association.
3. Recommendations for future development which should consider:
   a. Factors which affect a library program such as governmental organization, population distribution, movement of population and financial resources.
   b. Sound organization which would make maximum use of available resources. Such a plan of organization would necessarily be based on cooperation among all libraries.
   c. Relationship between rural and metropolitan counties.
   d. Relationship of state law to local support.
4. A revision of laws relating to public libraries. These laws have never been studied in their relation to each other. There are inconsistencies, ambiguities which need to be corrected.[74]

During the course of the Council's work a number of meetings were held at which Tennessee Library Association members were provided with

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[73]"Public Library Services Study," op. cit.

[74]Ibid.

an opportunity to speak on the condition of library service in the state. In October, the Legislative Council Sub-Committee requested that both the Tennessee Library Association and the State Library and Archives Commission file a plan for future library service in Tennessee. In addition to these two sets of plans, a third set of recommendations formulated by a consultant to be hired by the Legislative Council would be used to study the current state of library service in Tennessee. These plans and study were to form the basis for the recommendations the Council would make to the General Assembly.[75]

The Tennessee Library Association's plan, entitled "A Public Library Program for Tennessee," was submitted by a sub-committee of the TLA Legislative Committee. It began by pointing out the strengths of existing library service in the state:

1. Most localities and counties have library service.
2. Four relatively strong municipal libraries in four major cities spaced across the state: Chattanooga, Knoxville, Memphis, and Nashville.
3. The regional plan maintained by the State coordinates most of the libraries into eleven cooperating groups or agencies.[76]

The major shortcomings of the Tennessee library system, according to the Association's plan, included its limited quality, which was caused by limited local support, limited state support, and failure to relate the strengths of the city libraries to statewide service.

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[75]Tennessee Legislative Council Committee, "Final Report, Public Library Services Study," Typewritten, pp. 1-2.

[76]The Sub-Committee for Public Library Service Study of the Tennessee Library Association, "A Public Library Program for Tennessee," Typewritten, pp. 1-3.

The statement went on to outline what needed to be done to improve library service in the state: First, increase the minimum level of local support. It was pointed out that there was a discrepancy in the amount of local funds appropriated for library service in the various counties of the state. Therefore:

> It is recommended that the State Library and Archives Commission be required by law to establish and enforce minimum requirements to counties to participate in the state's regional program. It is recommended that these requirements be established on a definite schedule consisting of a series of steps culminating in a requirement which will be equivalent of a 1-mill tax levy adjusted by the percent of tax ability.[77]

Second, further develop the regional program through the education of nonprofessional library personnel. In-service classes in such subjects as book selection, reference, and circulation methods would enable those library employees to give better service to library users. Specialists should be provided in each region for both adult and children's work. The responsibility for the processing of books for all libraries within a region should be assumed by the regional library. This program should be implemented in progressive steps over a long period of time.

Third, use the metropolitan libraries as centers for specialized services for several districts of the state. The metropolitan libraries had had only small benefit from state funds and these libraries had resources from which the rest of the state had received only small benefit. Therefore it was proposed that the metropolitan libraries

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[77]Ibid.

make their facilities and resources available to users over a wide area, and that state funds be used to enable these libraries to serve as centers for large districts. The metropolitan libraries would furnish books to smaller libraries in their districts to meet user requests, and they would provide reference service for difficult questions that could not be answered from local resources.[78]

The plan concluded with a six-year timetable, which is reproduced below:

> This timetable is developed in accordance to a biennial legislative schedule, commencing with the 1961-63 period. Therefore, figures cover a two-year period.

| | | Total for Biennium |
|---|---|---|
| I. | BUDGET PROGRAM 1961-63 | |
| | 1. Reference and training specialist in each multi-county region, @ $9,000—total $99,000 per year | $198,000 |
| | 2. Metropolitan library references extension to multi-county regions, @ $25,000 per library—total $100,000 per year | 200,000 |
| | 3. Scholarship fund @ $7,500 per year | 15,000 |
| | Total additional funds needed above 1959-61 level | $413,000 |
| II. | BUDGET PROGRAM 1963-65 | |
| | 1. Children's librarian in each multi-county region @ $9,000—total $99,000 | $198,000 |
| | 2. Metropolitan county unified service @ $77,500 per year in addition to the $22,500 now spent for this purpose | 155,000 |
| | 3. Statewide Children's consultant @ $10,000 per year | 20,000 |
| | Total additional funds needed above 1961-63 level | $373,000 |
| III. | BUDGET PROGRAM 1965-67 | |
| | 1. Adult service specialist in each multi-county region @ $99,000 per year | $198,000 |
| | 2. Film circuit program @ $5,000 for 5 library centers in program—total $25,000 per year | 50,000 |

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[78] Ibid.

3. Statewide adult services consultant @ $10,000 per year — 20,000
   Total additional funds needed above 1963-65 level — $268,000

IV. TOTAL BUDGET SCHEDULE FOR PUBLIC LIBRARY DEVELOPMENT (State funds only)

1961-63 Schedule

| | |
|---|---|
| 1959-61 State appropriation @ $300,000 per year | $600,000 |
| Development program @ $206,500 per year | 413,000 |
| | $1,013,000 |

1963-65 Schedule

| | |
|---|---|
| 1961-63 State appropriation @ $506,500 per year | 1,013,000 |
| Development program @ $186,500 per year | 373,000 |
| | $1,386,000 |

1965-67 Schedule

| | |
|---|---|
| 1963-65 State appropriation @ $693,000 per year | 1,386,000 |
| Development program @ $134,000 per year | 268,000 |
| | $1,654,000 |

Under the proposed minimum requirements for local support at 1-mill, $1,711,693.00 per year would be available, if all 95 counties should participate in the program. On a biennial basis the state would contribute $1,654,000 and the localities $3,423,386,000. This represents a partnership in which the state would provide one-third of the total financing and local units would provide two-thirds.[79]

The regional library program was also emphasized in the plan submitted by the State Library and Archives Commission. It recommended that the General Assembly appropriate additional revenue to make up for current federal funds if the Library Services Act was not renewed by Congress in 1961. These funds would be used to add trained personnel to

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[79] Ibid., p. 4. The TLA plan was drawn up by a sub-committee made up of Frances Smith, Librarian, Jackson Free Library; Helen Kittrell, Librarian, Clinch-Powell Regional Library; Douglas Ferguson, Trustee, Nolichucky Region; James La Penna, former trustee, Nashville Public Library; John Anderson, Director, Knoxville Public Library, Chairman.

the program and increase the resources of the system by providing added funds to purchase needed books.

The metropolitan libraries also received attention in the state agency's plan. First, it was suggested that $10,000 be paid to each of those libraries in return for statewide reference service. In addition, $30,000 was recommended for increased appropriations so that service could be provided by these libraries to the rural areas of their counties.

Additional recommendations included enlarging the Tennessee Film Circuit to include regional libraries. Library scholarships would be offered to library school students who would agree to work in the state for at least two years following completion of their Master's degree. Finally, additional library consultants would be hired at some time in the future and would be available to work in an expanded regional program.

The recommendations by the State Library and Archives for fiscal resources were based on the possibility that the Library Services Act would not continue. In order to continue to strengthen the program, it was suggested that the annual appropriation for the regional library program be increased to $519,000—$300,000 above the current level of funding.[80]

In addition to receiving the recommendations of both the State Library and Archives Commission and the Tennessee Library Association,

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[80]Tennessee State Library and Archives, "A Public Library Program for Tennessee," Typewritten.

the Legislative Council hired a consultant, Hannis Smith, to study Tennessee libraries and make recommendations based on his findings. Smith's recommendations were based on the fact that the state of Tennessee was capable of financing library service at a rate of 1 to 2 percent of the monies spent on education.

His suggestions for the regional library program included increasing the professional staff of the regional libraries to a minimum of five: a director, an in-service training consultant, an adult services librarian, a children's services librarian, and a librarian to administer the regional headquarters. Priority should be given to providing an adult services librarian. Regional headquarters should have a minimum of 100,000 volumes. There should be a state advisory board which might consist of the chairmen of the regional boards. Smith suggested that the system be financed by the plan suggested by the Tennessee Library Association, except that the state should furnish the amount then coming from federal funds, so that additional federal money could be used for expansion.

Smith further recommended the institution of a film circuit. His suggestion along this line differed from the others that had been submitted because it provided that the regional system would have its own film circuit, rather than joining the one already in existence.

A statewide union catalog was another suggestion made by Smith. Such a catalog would contain certain information submitted by the metropolitan libraries, the regional libraries, the larger libraries

in the regional system, and possibly even by the academic libraries of the state.[81]

When the Legislative Council report was published, it listed the financial recommendations of the Tennessee Library Association and the State Library and Archives Commission, as well as its own final recommendations:

| YEAR | SL&AC | TLA | LEG. COUNCIL |
|---|---|---|---|
| 1961-62 | $519,000 | $506,500 | $350,000 |
| 1962-63 | " | 506,500 | 400,000 |
| 1963-64 | " | 693,000 | 450,000 |
| 1964-65 | " | 693,000 | 500,000 |
| | $2,076,000 | $2,399,000 | $1,700,000 |

The Council's recommendation did not include the adult services specialist in each region, film circuit programs for five regions, or a statewide adult services consultant, as suggested by the Tennessee Library Association. The report acknowledged that the TLA recommendations were improvements that were needed, but the fact that they would cost 30 percent more than the Legislative Council's suggested appropriations made them impossible to achieve at the present, in that ". . . library service is but one of many requiring state funds, and the relative importance of library service must be considered in the light of all other program demands."[82]

The remainder of the Council's recommendations for the regional library program were couched in rather general terms:

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[81]Hannis Smith, "Consultant's Report of Findings and Recommendations," Appendix C, Tennessee Legislative Council, "Final Report, Public Libraries Study."

[82]Legislative Council, op. cit., p. 32.

> That the Regional Library Program give first consideration to acquiring additional professional personnel at the Regional Library Centers.
> That the State Library and Archives Commission examine its present program of financial assistance to regional libraries and require more financial support from the city and county libraries which are affiliated with the Regional Program. Such authority will be expressly stated if the suggested revisions are made in present library laws.[83]

In addition to the Public Library Plan, the Tennessee Library Association submitted to the Legislative Council a report suggesting needed changes in the library laws of the state. These revisions included limiting the appointment of State Library and Archives Commission members to one six-year term, requiring the State Library and Archives Commission to collect and publish public library statistics for the state, and authorizing the expenditure of funds for the training of library personnel on the state and local levels.

The Tennessee Library Association further suggested that the laws governing the city and county libraries be combined into one. This revision would also bring the maximum tax levy for library service in Tennessee counties up to six mill, on a par with that for its cities.[84]

The Legislative Council agreed with the Association's suggestions for revising the state's library laws. It supported all of the organization's recommendations, as well as the one submitted by Hannis Smith, which would authorize a State Advisory Board.[85]

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[83]Ibid., p. 33.

[84]Ibid., Appendix D.

[85]Ibid., pp. 22, 26.

The recommendation made in the plans submitted to the Legislative Council that monies be paid by the state to the metropolitan libraries in return for reference service on a statewide basis resurrected a proposal for the establishment of regional reference centers in the state. These centers were first proposed in 1957, when the Tennessee Library Association and the State Library and Archives Commission both approved a project to establish regional reference centers to be funded by a grant from the Council on Library Resources. Anticipating this grant, the Association submitted a plan for a five-year pilot project to provide for one or more of these centers at a cost of $40,000 per center.[86]

In 1959, after a conference which involved metropolitan librarians, Tennessee Library Association representatives, and officials from the State Library and Archives, a revised plan was adopted. The recommendation made by it would finance two centers for a three-year period at a total cost of $129,000. By far the largest part of the money, $90,000, would come from the Council on Library Resources. Only $39,000 would be appropriated from state funds.[87] The funds from the Council on Library Resources did not materialize, however, and the project was suspended.[88]

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[86]"Summary of Tennessee Regional Reference Center Institute, November 3, 1961," TLA Archives.

[87]"A Three Year Pilot Project to Extend and to Improve the Quality of Reference Services Available Through Public Libraries in Tennessee," Report of the State Librarian, October 1-December 31, 1958.

[88]"Summary of Tennessee Regional Reference Center Institute," op. cit.

The Tennessee Library Association's Library Resources Committee again expressed support for a regional reference center plan at the Association's conventions in 1961 and 1962. This group urged a five-center system with the public libraries in Memphis, Knoxville, Nashville, Chattanooga, and Kingsport to house the collection.[89] However, restrictions on new programs by the Governor waylaid the plan.[90]

In 1965, a combination of federal and state funds amounting to $25,000 per year was made available to each of four Technical Information Centers in Memphis, Nashville, Chattanooga, and Knoxville. For its first six years the emphasis in this project was service to business and industry. In 1971, the Technical Information Centers became Area Resource Centers as the service was expanded to include general reference work.[91]

After its involvement with the Legislative Council Study and the attempts to initiate the regional reference centers, the activities of the Tennessee Library Association with regard to library planning and development in the state took a noticeable decline. Using the material contained in the Tennessee Librarian as a barometer to measure the interests of the Association, it becomes obvious that the Association's interests must have been occupied elsewhere. For example, no notice

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[89]"Library Resources Committee Report," Tennessee Librarian 15 (1963): 101.

[90]"Summary of Tennessee Regional Reference Center Institute," op. cit.

[91]"Long Range Plan for Library Development in Tennessee" (Nashville: Tennessee State Library and Archives, 1972), pp. 15, 23.

was taken of the opening of the Technical Information Centers in 1965. The proceedings of the 1967 Governor's Conference on Libraries in Tennessee, which the Association helped plan, did not appear in the pages of the journal until almost two years after it was held.[92] Finally, information of any nature concerning library legislation or appropriations was published infrequently, if at all.

Another indicator of the Association's interests is the programs presented at the organization's annual conventions. As has been noted, convention themes after 1959 reflected the library world in general rather than the state of Tennessee libraries as was the case in the early 1950's. Furthermore, during this period Section programs at the conferences rarely dealt with Tennessee library programs.

A final indication of the apathy of the Tennessee Library Association toward library affairs in the state during the 1960's and 1970's can be found in the activities of the Legislative Committee. The lack of proper leadership and financing severely limited the work of this committee, as was noted earlier. The fact that this committee was trying to operate on a budget that was often less than $50.00 is certainly indicative of the attitude of the Tennessee Library Association's leadership to the organization's involvement in the planning and development of library service in the state.

All this is not to say that the Tennessee Library Association became completely divorced from the promotion of library planning and

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[92]"1st Tennessee Governor's Conference on Libraries," Tennessee Librarian 21 (1969): 43-65.

development in the state. The Association did, for example, take part in a drive to get legislation passed in the General Assembly to establish a Tennessee Regional Library for the Blind. The bill was originally introduced during the 1968 session of the Legislature, but the state's financial resources did not allow for this expenditure, so no action was taken at that time.[93]

When the Development Advisory Council, appointed in 1967 to consider the Tennessee Library Association's long-range goals, made its report to the 1968 Convention a number of its recommendations had to do with library development. The DAC suggested that the Association request that wide-area telephone service be installed to connect the state's libraries with one another, that the Public Libraries Section investigate the possibility of implementing a statewide borrowers card, that the Committee of 100, a group of influential citizens, be organized to aid in the passage of favorable legislation, that the Association hire a paid lobbyist, and that the Public Libraries Section look into the implementation of standards and make recommendations as to necessary changes in the state's certification laws.[94]

At a meeting of the Executive Board in June 1968, the Development Advisory Council recommendations were discussed further. Emphasis in this discussion was given to those points related to legislation,

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[93]"Legislative Committee Report," Tennessee Librarian 20 (1968): 126.

[94]"Development Advisory Council of TLA," Tennessee Librarian 20 (1968): 83-84.

especially the role of the "Committee of 100." This group, which was never activated, was to be made up of trustees, politicians, and important lay people. It was to work with the State Librarian and Archivist in helping to get appropriations, but at the same time it was to be able to make requests for new or increased revenues.[95] When the Development Advisory Council made its report to the 1969 Convention, it urged that priority in the implementation of its recommendations be given to those relating to legislation.[96]

In the time between the 1969 and 1970 Conventions, further emphasis was placed on the Association's role in the legislative process as it related to Tennessee libraries. On assuming office in 1969, President Lamar Wallis stated that one of the objectives for the coming year was to arrange a preconference institute on legislation to be held prior to the Chattanooga convention in 1970. This institute was to focus attention on the benefits received by Tennessee libraries as a result of federal funds and on ways in which Tennessee librarians should go about getting needed legislation passed on the national, state, and local levels.[97]

In addition to the Legislative Institute, Wallis noted that the Executive Board believed that it was time that there was a state plan for library service in Tennessee. Such a plan, to be comprehensive in

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[95]Executive Board, Minutes, June 14, 1968.

[96]"Development Advisory Council," Tennessee Librarian 21 (1969): 137.

[97]Lamar Wallis, "Notes from the President," Tennessee Librarian 21 (1969): 127.

nature, would have to involve all types of libraries. Accordingly, a committee was appointed to develop a plan that would have cooperation among all types of libraries as its primary goal. This committee, chaired by Jesse Mills of the Tennessee Valley Authority Technical Library in Knoxville, held its first meeting in December 1969.[98] In 1971, before the Tennessee Library Association could complete its work, the committee was replaced by the Tennessee Advisory Council on Libraries. This Council was appointed by the State Library and Archives Commission under a requirement of the Library Services and Construction Act to advise the State Library and Archives on the drafting of a plan for the state's libraries and to assist in the evaluation of that plan after it had been put into effect.[99]

The development of a state plan for Tennessee's libraries was interrupted by the resignation of Wilmon Droze, the State Librarian and Archivist. Droze's departure in 1971 was apparently caused by pressure exerted by the staff of Governor Winfield Dunn, who had taken office in January of that year.[100] The Tennessee Library Association Executive Committee composed a strong response to the alleged use of patronage in the State Library:

1. The position of State Librarian and Archivist should be a professional job. He should have a graduate degree in library science and experience in library administration.

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[98]Lamar Wallis, "Notes from the President," Tennessee Librarian 22 (1970): 139.

[99]"This and That," Tennessee Librarian 23 (1971): 190.

[100]Paul Murphy, "Politics, Patronage, Libraries," Tennessee Librarian 23 (1971): 201.

Such an individual would be better qualified to deal with the complexities of the job. The State Librarian should be so well qualified that he would be acceptable to any political party.

2. The Tennessee Library Association proposes that the State Library and Archives Commission function as a screening committee of candidates for the position of State Librarian and Archivist. The State Library and Archives Commission could then present a list of candidates in order of preference to the Governor for consideration.
3. Consideration should be given to conducting a study of the government of the State Library to determine whether its present placement within the Department of Education works to the best advantage of the people of Tennessee.
4. The Tennessee Library Association is ready to work with Governor Dunn and Commissioner Stimbert in implementing any of the above proposals. The librarians of Tennessee are interested in promoting professional leadership and hope that the person chosen State Librarian and Archivist will share this philosophy.[101]

Both Acting-President Anne Marie Falsone and President Edwin Gleaves, who was then on a teaching assignment in Costa Rica, wrote to Governor Dunn supporting the Executive Committee's "Statement of Philosophy."[102]

Governor Dunn responded to the Tennessee Library Association's suggestion by appointing members of the State Library and Archives Commission as part of a screening committee to provide the Governor with a list of candidates from which to choose a new State Librarian and Archivist. Joining the Commission members on this committee were James Ward, representing the state's academic libraries; and three officers of the Tennessee Library Association: Lamar Wallis, John Bobb,

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[101]Ibid., p. 202.

[102]Ibid., pp. 202-203.

and Anne Marie Falsone. The committee met a number of times before presenting Governor Dunn with a list of recommendations.[103] The Governor's choice was Katherine Culbertson, Director of Extension Services for Nashville Public Library. Culbertson thereby became the first professional librarian to hold this post.[104]

After the selection of a new State Librarian and Archivist, attention was once again turned to a state plan for Tennessee's libraries. Two proposals had been made for the study of the library situation in the state. As noted above, the Tennessee Library Association had questioned the governance of the State Library and Archives. In 1970, a resolution had been passed at a joint meeting of the Tennessee Chapter, Resources and Technical Services Librarians, ALA, and the Tennessee Chapter, Reference Services Division, ALA, that a study of the library resources of the state should be made and be used as the basis for a master plan for statewide library service. The resolution noted that this study should be conducted by a librarian with experience in such studies and that librarians from all types of libraries in the state advise on the preparation and conduct of the study.[105]

In 1974, the State Library and Archives Commission rejected the Tennessee Library Association's suggestion that the study of Tennessee libraries be conducted by a librarian and employed the firm of Booz,

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[103]Edwin S. Gleaves, "From the President," Tennessee Librarian 24 (1972): 3.

[104]"Around the State," Tennessee Librarian 24 (1972): 78.

[105]Tennessee Librarian 23 (1971): 230.

Allen & Hamilton to conduct a survey of library resources in Tennessee and make a report on its findings, along with recommendations as to how these resources could be best utilized.[106]

Since cooperation among all types of librarians was considered to be a crucial part of any plan for statewide library service in Tennessee, the Tennessee Library Association's suggestion that a state Inter-Library Loan Code be formulated was calculated to move the state's libraries at least part way in that direction. The proposal for such a code was made by a group of sixty-five Inter-Library Loan librarians who met at the Association's convention in Knoxville in 1973. Such a plan would standardize interlibrary loan policies throughout the state, it would help in the creation of cooperation among all libraries in the state, and it would provide a guide for personnel new to interlibrary loan service in Tennessee.[107]

Because the Tennessee Code was designed to encourage cooperation among the state's libraries, it was made broader than the standard ALA Inter-Library Loan Code; it provided more discretion as to what materials could be lent. This decision was to be the responsibility of the lending institution. It was also broader with respect to the types of materials that could be borrowed under exceptional conditions. For example, a library could borrow materials it owned but had misplaced, lost, or sent to the bindery providing the lending library was willing

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[106] TSL&A Newsletter, Number 1, October 1974.

[107] Danuta Natecki, "Tennessee State Interlibrary Loan Code: Progress Report," Tennessee Librarian 26 (1974): 13-14.

to loan them. Each participating library was also required to make a statement of its interlibrary loan policies available upon request to all other participating libraries.

Another feature of the Code was that it provided for searches of the National Union Catalog for those libraries which did not have the standard bibliographic tools. The State Library was to provide the service for public libraries; the University of Tennessee, Knoxville, was to perform the searches for academic libraries.[108]

The development and implementation of the Tennessee Inter-Library Loan Code by the Tennessee Library Association brings to a close the review of the organization's activities related to the planning and development of library service in Tennessee. This chapter has shown that the Association was most active in the first ten of the twenty-five years that have been studied. Its influence peaked early in the period, when it was responsible for the development of legislation creating the State Library and Archives Commission, as well as that legalizing the regional library boards. As was the case in the years prior to 1950, the Tennessee Library Association continued to meet frustration in its attempts to get the state of Tennessee to fund library service at a proper level. Ironically, in the 1960's, when it was in its best financial condition, and the early 1970's, when its membership was at a peak, the Tennessee Library Association was virtually inactive in the state's library affairs. There were indications, however, that after

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[108]"Tennessee State Interlibrary Loan Code," Tennessee Librarian 26 (1974): 88-91.

overcoming financial difficulties the Association was once again becoming involved in the planning and development of library service in the state. The concluding section of this thesis will be devoted to an analysis and assessment of the Association's work from 1950 to 1975.

# CHAPTER V

# SUMMARY AND RECOMMENDATIONS

## Proposition I

The initial proposition stated at the outset of this study was that the Tennessee Library Association failed in its efforts to influence library planning and development in Tennessee from 1950 to 1975. The evidence presented in the preceding chapter supports this contention. For example, the Association's plan for statewide library service which was presented to the State Library and Archives Commission at its first meeting in 1951 was never acted upon by that body. Although the Association played an active part in the creation of the State Library and Archives Commission as an independent agency, it failed in its efforts to maintain that body's independent status in 1959, eight years after its creation. The Association's recommendations as submitted to the Legislative Council Committee were rejected as being too expensive. Until 1971, the Association was unable to influence the selection of the State Librarian and Archivist. The State Library and Archives Commission rejected the Association's recommendation that a librarian be hired to study the state's library resources, and employed instead a management firm to conduct that study in 1974. Finally, the previous chapter showed that the Tennessee Library Association's involvement in the development of library service in the state was considerable in the 1950's, less in the 1960's, and almost nil in the 1970's.

## Proposition II

The second proposition advanced at the outset of this thesis was that one of the contributing factors to the Tennessee Library Association's failure to influence library service in the state was that it failed to maintain a close working relationship with the State Library and Archives Commission. The evidence presented supports this contention also.

The role of the Tennessee Library Association in library planning and development from 1950 to 1975 was largely dependent upon its relationship with the State Library and Archives Commission. It was the Commission that had the responsibility for administering the state library agency in Tennessee. In addition, for the first eight years of its existence, the Commission had direct responsibility for the administration of the state's regional library program. After the Commission became part of the Department of Education, it continued to be influential, even though its role was advisory in nature. All of the Association's proposals for improvement of library service in the state had to be approved by the Commission. It was imperative, therefore, that the Association maintain a good working relationship with the Commission if it hoped to accomplish its ends.

In 1951, immediately after the passage of the bill establishing the Commission, the Association went to work to provide support for this newly created body by hiring a consultant to make a brief survey of library service in the state and to make recommendations that could be presented to the Commission for their consideration. The results of

the survey were indeed made available to and accepted by the Commission. The Commission immediately referred the Tennessee Library Association's report to the State Librarian and Archivist for study. It was never again mentioned in the Minutes of the Commission.

In accepting the Association's report, the Commission's Chairman had expressed the hope that a spirit of cooperation would exist between the Association and the Commission. If such a feeling was present in the beginning, it quickly evaporated following the publication of the Commission's budget request for the 1953-1954 biennium, which had been prepared without any consultation with the Association. State Librarian and Archivist Robison supported the TLA contention that the Association should have been consulted on the use of proposed funds before the budget proposal was presented in final form, but Robison gave no credence to the TLA's assertion that the State Library was not providing leadership for the state's metropolitan libraries.

After the 1953 budget request was drastically reduced by the state administration, the Commission became very conservative in its requests for money. While the Tennessee Library Association supported this policy, it was not long before it became restive and began urging that the Commission increase its requests for funding for the regional library system. The Commission rejected the Association's urgings because it feared that repeated requests for what it considered to be excessive funding would place its other programs, such as the Archives, in financial jeopardy.

The unwillingness or inability of the Tennessee Library Association to recognize that the State Library and Archives Commission had the

responsibility for more than just the regional libraries put a strain on the Association's relationship with the Commission. While the Tennessee Library Association was demanding that the Commission put all of its monetary eggs in one basket, the regional library system, the Commission recognizing its overall responsibilities was trying to increase badly needed funding for its other programs.

During the early years of the Commission's existence, there was an undercurrent of caution on the part of the Commission in its relationship with the Tennessee Library Association. In reading the Commission's Minutes, one gets a sense of fear on the part of at least some of the Commission's members that the Association was trying to usurp the Commission's authority. It seems probable that this distrust can be traced to the fact that the Association, instead of appearing at the Commission's first meeting with an offer of cooperation and an attitude of wait-and-see, came to that initial encounter urging action before the Commission members had a chance to get their feet on the ground and become familiar with their responsibilities under the law.

The Tennessee Library Association also seemed unwilling or unable to recognize that the Commission, as originally authorized, was ultimately responsible to the Governor even though it was an independent agency. All budget requests made by the Commission had to be approved by the Administration before being presented to the General Assembly. In fact, it was the Administration, not the Legislature, that caused the Commission the most trouble with budget requests during its eight-year tenure as an independent policy-making body. During that period, the Legislature tended to put more money into the budget for the regional

library program than was requested by the Administration. In one case the Governor responded to the General Assembly's action by impounding the added monies; in another, by simply vetoing the increased appropriation.

Another area of disagreement between the Tennessee Library Association and the State Library and Archives Commission over the years was that of the qualifications of the State Librarian and Archivist. Each time a vacancy occurred in that position, the Association urged that a professional librarian be appointed to that position. However, it was not until after the controversial departure of Dr. Wilmon Droze that the Association was given any role in the selection process.

Further evidence of the continuing decline in the relationship between the Commission and the Tennessee Library Association can be found in the Commission's Minute Books. After the middle of the 1960's no mention whatsoever is made of the Association in the official record of the Commission's proceedings. The present State Librarian and Archivist told the investigator that he would find no indication of any relationship between the Tennessee Library Association and the State Library and Archives Commission during her term of office.[1] With no contact with the Commission the TLA had no input into public library affairs in the state during the last five years covered by this study.

The importance of the relationship between the state library association and the state library agency has been noted in a number of

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[1]Interview with Katheryn Culbertson, April 21, 1977.

sources. The National Plan for Public Library Service emphasized the need for a close-working relationship between the two groups:

> Library development in a state will not progress far without active and strong support from the state professional organization. The librarians of the state, organized primarily for the improvement and extension of libraries, will join with the state agency in study and planning, in formulation of effective policies and procedures, in campaigning for legislation and support, and in implementation of the state plan at every step in its development. Through the state organization, the state agency can often effectively reach individual librarians as well as citizens of the state.[2]

Phillip Monypenny echoed this feeling almost twenty years later, when he noted that the initiative with regard to ideas about library development must be taken by the state library agency in cooperation with the professional association within the state.[3] Grace Stevenson saw this relationship as being equally advantageous to the association:

> A cordial and mutually cooperative relationship with the state library is a primary factor in the successful realization of the state association's objectives for the improvement of library service within the state . . . its cooperation in planning and development of library services for the state is essential.[4]

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[2]Carleton B. Joeckel, and Amy B. Winslow, A National Plan for Public Library Service (Chicago: American Library Association, 1948), p. 65.

[3]Phillip Monypenny, Library Functions of the States (Chicago: American Library Association, 1966), p. 24.

[4]Grace T. Stevenson, ALA Chapter Relationships—National, Regional, and State (Chicago: American Library Association, 1971), p. 50.

## Proposition III

The third proposition that guided this study was that the Tennessee Library Association had used ineffective methods in attempting to influence the Legislature to provide a proper level of funding for library service in the state.

The Association's relationship with the Legislature was chiefly the responsibility of the Legislative Committee. The work of this committee was for the most part handicapped by a lack of financial support and by the fact that there was little or no continuity in its membership. As a result, many times the committee's efforts were limited to trying to get individual members of the Association to contact their local legislators about pending legislation and budget requests. Communications from this committee were restricted in many years to brief items in the Tennessee Librarian. Such devices as extensive mail campaigns designed to insure maximum contact with legislators were never used. After 1960, this committee did not always make an annual report. This fact is evidence that the committee was inactive during those years for which no report was made.

Evidently there was some awareness within the Association of the problems encountered in dealing with the General Assembly. The Development Advisory Council did make some recommendations concerning the Association's work with the Legislature. One was the creation of a "Committee of 100." It was to be made up of influential laymen and library leaders appointed to aid in pleading the Tennessee Library Association's case before the General Assembly. The Council also

suggested that the Association hire a lobbyist to make contact with the members of the Legislature. Neither of these recommendations was acted upon by the Association during the period under consideration.

Another proposal, which was made in 1974 but not carried out within the time scope of this study, concerned the establishment of a legislative network. When support or opposition was needed for pending legislation, members of the network were to be informed of the Association's stand and they then would make contact with their legislators.[5]

The evidence summarized here supports the proposition that the TLA used ineffective methods in dealing with the General Assembly.

The literature on the relationship of library associations to legislatures places great emphasis on the fact that library associations cannot go it alone. Organizations such as the Tennessee Library Association do not have large enough memberships to enable them to influence legislation without outside help. They must convince other organizations, such as the Tennessee Education Association and civic clubs, to join them in helping get needed library legislation passed and in opposing that which would be harmful to the state's libraries.[6]

Another point emphasized by authorities on this subject is that those working with the legislature must be aware of the inner workings

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[5]Gary R. Purcell, "A Legislative Network for Tennessee: a Proposal," Tennessee Librarian 26 (1974): 19.

[6]Eleanor Ferguson, "State Library Associations—Agents of Change," North Country Libraries 12 (1969): 9; Beatrice S. Russell, Working with a Legislature (Chicago: American Library Association, 1948), pp. 47-48; Germaine Krettek, "Selling the Library Program," Tennessee Librarian 23 (1971): 77.

and the power structure of such a body.[7] This principle should underline the need for continuity in the make-up of the Legislative Committee. When there is a complete turnover in the personnel of such a group year after year, contacts must be made anew at each session of the General Assembly.

It is also important that the entire membership of the Association be kept abreast of the status of legislation that will affect libraries. Immediacy is essential in informing the membership of the organization's stand on legislation because a legislative session usually only lasts a few months. Therefore, if care is not taken, requests for support may reach the membership after the Legislature has already adjourned. In Tennessee, this problem could be alleviated by the adoption of a suggestion that the Association publish a newsletter during the time that the General Assembly is in session so that legislative news would reach the membership before the Legislature adjourned.[8]

The need for the Tennessee Library Association to find more effective ways to deal with the General Assembly with regard to the funding of public library service in the state is evidenced by the fact that during the period under consideration the per capita expenditure for library service in Tennessee has remained considerably below the national average. In 1950, the Association reported that only $.19 per

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[7]John Veblen, "An Effective Legislative Program by a Library Association," Illinois Libraries 51 (1969): 98; Russell, op. cit., pp. 15-34, passim.

[8]Purcell, op. cit., p. 20.

capita was being spent by the state for library service. This was well below the national average of $.52.[9] By 1974, according to the Booz, Allen and Hamilton report, Tennessee was still far below the American Library Association's standard for library funding. In that year Tennessee's library service expended $2.37 per capita, while the ALA standard for public library service was $5.00 per capita. In the multi-county regions the per capita expenditure was even less—$1.29.[10]

## Proposition IV

The final proposition that guided this investigation was that the failure of the Tennessee Library Association to influence library planning and development in the state was caused, at least in part, by two problems common to most state library associations. These were identified as: (1) a lack of continuity in both the administration of an association's affairs and in the leadership and membership of its committees, and (2) a lack of a program of long-range goals and objectives resulting in a lack of unity of purpose. The evidence presented in Chapter III supports this contention.

Evidence that continuity in the administration of the Association's affairs was recognized as a problem can be found in the fact that a number of actions were taken throughout the years to attempt to solve

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[9]"The State's Role in Library Service: Preliminary Self-Survey," Tennessee Librarian, October 1950, pp. 4-8.

[10]Booz, Allen & Hamilton, Inc., A Study of Library Resource Development (Nashville: Tennessee State Library and Archives, 1975), p. 51.

the problem. When the Constitution was revised in 1952, the Vice President was designated President-elect. Some years later the Development Advisory Council, which was made up of the past Presidents of the Association for a ten-year period, was organized to help in planning the future of the organization. The office of 2nd Vice President was created to free the President-elect from the time-consuming duties of planning the convention program thereby allowing him more time to work with the President. In addition the position of Executive Secretary was created to carry out the ongoing administrative chores previously handled by the elected officers.

Although these actions have to some extent provided the administration of the Association with more continuity than it had in the past, the problem was not completely solved. Each president, being an individual of varying temperament, largely determined the role to be played by the President-elect. As a consequence there was no consistency in the amount of input into the affairs of the Association by the Vice President.

The area where the need for continuity was most acute was in committee work. In perusing the various Association reports down through the years, one finds repeated pleas for the holding over of committee members so that the work of the committees might continue without interruption. The Tennessee Library Association of course is not the only state library association suffering from this problem, as Stevenson affirms when she recommends that committee appointments in state library associations be made for staggered multi-year terms. One year is not a

long enough period, she contends, for an individual to make a contribution to the work of a committee.[11] Stevenson's recommendations for continuity in committee membership was echoed in a report made to the TLA Executive Board in 1974 by Gary Purcell and William C. Robinson of the University of Tennessee.[12]

Closely related to the problem of continuity of administration is that of a lack of goals and objectives. This was the second problem identified by Stevenson as being common to state library associations. It can also be related to the failure of the Tennessee Library Association to be an effective factor in the planning and development of library service in the state.

The Tennessee Library Association needs an ongoing program of goals and objectives. Other than the sometimes vague recommendations of the Development Advisory Council and the Long Range Planning Committee, the Association has had no long-range program of goals and objectives with which to work. The raison d'etre of the Tennessee Library Association is to be found in Article II of the Constitution and Bylaws:

> The objectives of the Association shall be to encourage the establishment, maintenance and support of adequate library services for all people of the State and to cooperate with public and private agencies with related interests.[13]

These objectives are fine as far as they go, but the statement has two basic faults. First, the term "adequate" is not defined. Second, the

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[11]Stevenson, op. cit., pp. 16-17.

[12]Tennessee Library Association, Board of Directors, Minutes, July 27, 1974.

[13]Tennessee Library Association, Constitution and Bylaws, Article II.

way in which the Association is going to achieve these objectives is not detailed. Substitution of the word "purposes" for "objective" would better suit this type of statement. The statement is not a substitute for a program of goals and objectives and cannot serve that purpose.

According to Stevenson, one of the things that librarians would like to see accomplished by their state associations is the development of long-range goals setting forth a work program and priorities.[14] While agreeing with this in principle, Anders is somewhat skeptical about the ability of state library associations to look past current problems. She is also skeptical of the organizations' ability to overcome the desire of association officers to leave their personal mark on the activities of the organization. She notes a final difficulty and that is that long-range goals and objectives are often more difficult to manage than short-range programs.[15]

As has been noted earlier, the Development Advisory Council was formed to give some direction to the Association's activities. The recommendations made by this group of former TLA Presidents were well thought out and thoroughly discussed before being presented to the Association. However, the problem with these recommendations is threefold: First, there were no priorities set, although it is true

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[14]Stevenson, op. cit., p. 101.

[15]Mary Edna Anders, Libraries and Library Service in the Southeast (University, Alabama: University of Alabama Press, 1976), p. 55.

that those dealing with legislation were emphasized. Second, no timetable was given for the accomplishment of the recommendations. Finally, the DAC made no suggestions as to how these recommendations were to be implemented.

The Long Range Planning Committee, which succeeded the DAC as the planning body of the Association, according to the provisions of the 1974 Constitution and Bylaws, did not do much to correct the weaknesses of the former group's suggestions. Although this group did present viable recommendations, again no time frame for their accomplishment nor suggestions for their implementation was presented.

## Additional Findings

While the adoption of a program of long-range goals and objectives will go a long way toward achieving unity of purpose in the Association, there is also a need to utilize to the utmost its entire membership. It was an additional finding of this study that one group, the academic library community, dominated the leadership of the organization. On the other hand, it was also revealed that the two largest groups in the Association, the school librarians and the trustees, wielded the least influence in the leadership of the Association.

The problem of the school librarians within the Association is not a new one. Ambrose Easterly recommended over twenty years ago that dues be reduced for school librarians who belonged to an educational

association in addition to the Tennessee Library Association.[16] While the practicality of Easterly's suggestion may be questioned, there is little doubt that the first loyalty of the school librarians lies with the education association to which they must belong. This loyalty is strengthened by the fact that the education association is the bargaining agent for local school personnel in many communities. While the Tennessee Library Association cannot offer the school librarian the benefits of membership in the quasi-union education association, it can certainly provide an opportunity for them to play an active role in a professional association which might be considered more relevant to their professional interests than one which identifies primarily with the activities of classroom teachers.

The problem with trustees is somewhat different. From 1965 to 1975, the Trustees Section of the Tennessee Library Association had an annual membership of over 400, averaging 36 percent of the individual memberships of the Association. However, it was given little opportunity to participate in the leadership of the organization. None of the officers of the Association between 1950 and 1975 were trustees. Furthermore, only 5 percent of the chairman of standing committees was selected from this segment of the membership. Because the trustees are likely to be recognized as civic leaders in their communities, it is strange that their leadership abilities have not been more frequently utilized by the Association.

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[16]Ambrose Easterly, "The Tennessee Library Association's First Fifty Years" (Master's thesis, George Peabody College for Teachers, 1954), p. 91.

Another additional finding was that there was a need to improve the communication process between the leadership and membership of the organization. There have been many problems with the publication of the Tennessee Librarian. It has been expensive to publish and its editorship has changed frequently. During the latter years of the period covered by this study, the activities of the Association have received little attention within its pages. The Minutes of Conventions, the Executive Committee, and the various standing committees were no longer published.

The problems the Tennessee Library Association experienced with the publication of its journal were by no means uncommon. Stevenson reports that all of the journals published by the state associations she surveyed had financial support from the association; none were able to survive on the basis of advertising revenue along. There was also some disagreement as to the purpose of these journals; however, the most frequent comment she received was that it was "a medium of communication."[17] In this sense, by publishing the proceedings of the Association and its various committees, the state library association journal becomes the most logical means for keeping the membership informed of their organization's activities.

## Recommendations

Based on the evidence presented and the conclusions reached, the following recommendations are made:

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[17]Stevenson, op. cit., pp. 21-22.

1. That the Board of Directors of the Tennessee Library Association meet with the State Library and Archives Commission and staff members of the State Library and Archives to explore avenues of cooperation that would be mutually beneficial to both organizations and to the improvement of library service in the state as a whole.

2. That the Tennessee Library Association establish some form of legislative network.

3. That contact be made with other special interest groups in the state to gain support for programs that would benefit the development of library service within the state.

4. That particular care be taken in the appointment of persons to the Legislative Committee in order that individuals with the knowledge and special skills needed for this type of work may be fully utilized.

5. That continuity on this committee be insured by holding over at least one-third of the membership from one year to the next.

6. That the problem of continuity with regard to Association committees in general be solved by amending the Constitution and Bylaws so that committee appointments would be filled by staggered terms as per the plan presented to the Board of Directors in 1974, or one of a similar nature.

7. That the Tennessee Library Association Board of Directors charge the Long Range Planning Committee with the responsibility for developing a program of long-range goals and objectives for the Association. Any such program presented by the Long Range Planning Committee should include a realistic timetable complete with suggested activities for the accomplishment of the goals and objectives it sets

forth. It is further recommended that the membership of the Association be surveyed to determine their views on priorities for action by the Association as well as their ideas on programs the Association should undertake, and their suggestions for what could be done to strengthen the organization.

8. That the Board of Directors of the Tennessee Library Association study the methods by which candidates to office are nominated and committee chairmen are appointed to insure participation in the leadership of the Association is more evenly distributed through all sections of the organization.

9. That the Tennessee Librarian, as the official publication of the Tennessee Library Association, return to the practice of printing the minutes of the annual conventions, as well as the proceedings of the Board of Directors, and the reports of the various committees of the Association. It is further recommended that since there is no official publication emanating from the State Library and Archives, the Tennessee Librarian should publish more material relating to library activities within the state.

10. That the communications within the organization be improved by the publication of a legislative newsletter when the Legislature is in session.

## Conclusion

The previously mentioned dearth of material relating to the work of state library associations makes a comparison of the Tennessee Library Association's experiences in library planning and development with that

of similar organizations difficult if not impossible. Stevenson's study is not fully helpful in this respect because it is based on the author's questionnaire, rather than on an exhaustive study of the Association's records. There is much helpful advice in the literature for state library associations on how to work with state governments, especially legislatures, but little reporting of the results of such activity. Before any valid conclusions can be reached as to the ability of librarians organized in a professional association to influence library planning and development on a statewide level, more research must be done on the activities of individual state library associations in this field of activity.

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# APPENDIXES

APPENDIX A

LIST OF TLA OFFICERS, 1950-1975

PRESIDENTS

| | |
|---|---|
| 1950-51 | Anne V. Summers |
| 1951-52 | Robert S. Alvarez |
| 1952-53 | M. Ruth Grierson[1] |
| 1953-54 | Ruth Reagor |
| 1954-55 | A. F. Kuhlmann |
| 1955-56 | Bernard L. Foy |
| 1956-57 | H. Donald Ferris |
| 1957-58 | Mary Eleanor Wright |
| 1958-59 | Martha L. Ellison |
| 1959-61 | Ruth Ringo |
| 1961-63 | Catherine Clark |
| 1963-64 | Turner Clark |
| 1964-65 | Dorothy Ryan |
| 1965-66 | Florence Leech |
| 1966-67 | David Marshall Stewart |
| 1967-68 | Helen D. Lockhart |
| 1968-69 | David Kaser |

[1]Resigned February 1953.

| | | |
|---|---|---|
| 1969-70 | C. Lamar Wallis | |
| 1970-71 | John M. Bobb | |
| 1971-72 | Edwin S. Gleaves | |
| 1972-73 | Anne Marie Falsone[2] | Edwin Gleaves |
| 1973-74 | James Ward | |
| 1974-75 | Georgia McClaron | |

## VICE PRESIDENTS[3]

| | |
|---|---|
| 1950-51 | Catherine Clark |
| 1951-52 | Turner Clark |
| 1952-53 | Ruth Reagor |
| 1953-54 | Robert S. Alvarez |

## 2ND VICE PRESIDENTS

| | |
|---|---|
| 1973-74 | Gene Mac Abel |
| 1974-75 | Thomas T. Rogero |

## SECRETARIES

| | |
|---|---|
| 1950-51 | Helen Means |
| 1951-52 | Inez Burns |
| 1952-53 | Eleanor Burt |
| 1953-54 | Gretchen Conduitte |
| 1954-55 | Mallie Newsom |
| 1955-56 | Helen Kittrell |

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[2]Resigned August 1972.

[3]Vice Presidents who were <u>not</u> Presidents-elect.

| | | |
|---|---|---|
| 1956-57 | Julia Greer | |
| 1957-58 | Katheryn Culbertson | |
| 1958-59 | Ada McGaa | |
| 1959-61 | Frances Smith | |
| 1961-63 | Mrs. Franklin Yost[4] | Margaret Stanton |
| 1963-64 | Hazel Steadman | |
| 1964-65 | Frances Brooks | |
| 1965-66 | Mrs. J. Dobson Johnson | |
| 1966-67 | Imogene Brewer | |
| 1967-68 | Jessie N. Mayfield | |
| 1968-69 | Virginia Hartman | |
| 1969-70 | Annie May Alston | |
| 1970-71 | Mildred N. Erwin | |
| 1971-72 | Lois Clark | |
| 1972-73 | Carl Cox[5] | |

## TREASURERS

| | |
|---|---|
| 1950-53 | Ruth Ringo |
| 1953-54 | Myla Parsons |
| 1954-55 | Melba Walsh Wilson |
| 1955-57 | Ruth Brockette |
| 1957-58 | Anna Loe Russell |
| 1958-59 | Johnnie Givens |

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[4]Resigned 1963, date unknown.

[5]Resigned August 1972.

| | | |
|---|---|---|
| 1959-61 | Minnie Duncan[6] | Margaret G. Bise |
| 1961-63 | Annie Jo Carter | |
| 1963-64 | Hazel Steadman | |
| 1964-65 | Elizabeth Hughey | |
| 1965-55 | Eleanor Steinke | |
| 1966-67 | Anna Loe Russell | |
| 1967-69 | Ted E. Roberts | |
| 1969-70 | Olivia K. Young | |
| 1970-71 | Dee Thompson | |
| 1971-72 | Irma Harlan[7] | Jane W. Webb |
| 1972-73 | Dorothy Dismuke | |

SECRETARY-TREASURERS

| | |
|---|---|
| 1973-74 | Robert Smith |
| 1974-75 | Carolyn Balog |

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[6]Resigned 1960, date unknown.

[7]Resigned June 1971.

## APPENDIX B

## TLA MEMBERSHIP, 1950-1975

Table 9. TLA Membership, 1950-1975

| Year | College | Public | School | Special | Trustees | Others | Total |
|---|---|---|---|---|---|---|---|
| 1950 | 30 | 74 | 76 | 11 | 13 | 20 | 218 |
| 1951 | 46 | 90 | 104 | 16 | 7 | 3 | 266 |
| 1952 | 53 | 97 | 123 | 22 | 8 | 4 | 307 |
| 1953 | 60 | 104 | 138 | 24 | 3 | 8 | 337 |
| 1954 | 81 | 117 | 171 | 32 | 8 | 11 | 420 |
| 1955 | 98 | 111 | 141 | 21 | 11 | 13 | 395 |
| 1956 | 83 | 90 | 177 | 20 | 3 | 12 | 373 |
| 1957 | 88 | 91 | 168 | 19 | 2 | 16 | 384 |
| 1958 | 79 | 101 | 130 | 20 | 50 | 11 | 391 |
| 1959 | 89 | 63 | 122 | 19 | 182 | 10 | 475 |
| 1960 | Figures not available | | | | | | |
| 1961 | 107 | 158 | 135 | 56 | 261 | -- | 717 |
| 1962 | 120 | 202 | 171 | 50 | 280 | -- | 793 |
| 1963 | 125 | 204 | 163 | 48 | 380 | -- | 920 |
| 1964 | 114 | 207 | 194 | 45 | 355 | -- | 915 |
| 1965 | 136 | 236 | 273 | 42 | 469 | 5 | 1161 |
| 1966 | 151 | 253 | 272 | 41 | 471 | 30 | 1218 |
| 1967 | 194 | 266 | 252 | 49 | 462 | 41 | 1264 |
| 1968 | 145 | 262 | 130 | 33 | 511 | 37 | 1118 |
| 1969 | Breakdown not available | | | | | | 1619 |
| 1970 | 162 | 329 | 290 | 34 | 427 | 21 | 1263 |
| 1971 | 220 | 299 | 274 | 44 | 455 | 71 | 1363 |
| 1972 | 221 | 305 | 281 | 47 | 551 | 60 | 1465 |
| 1973 | Breakdown not available | | | | | | 1261 |

Table 9. (continued)

| Year | College | Public | School | Special | Trustees | Others | Total |
|---|---|---|---|---|---|---|---|
| 1974 | 310 | 352 | 294 | 86 | 403 | 61 | 1506 |
| 1975 | 318 | 348 | 296 | 86 | 463 | 81 | 1592 |

## APPENDIX C

## GOALS AND OBJECTIVES

I. Development Advisory Council[1]

1. That complimentary memberships in TLA be given to all full time students of library science on the graduate and undergraduate level.

2. That TLA investigate the possibility of holding additional workshops under joint sponsorship with SELA similar to the one held in 1965.

3. That the various sections be encouraged to hold area meetings whenever and wherever a need is felt.

4. That TLA request the State Librarian and Archivist to investigate the possibility of wide area telephone service to connect all lirraries in the state, urban and rural. It was the opinion of the Council that this service would be in addition to the teletype connecting the major libraries.

5. That a "Committee of 100" be appointed at an appropriate time to push library legislation. It was suggested that potential membership might be enlisted at the Post Governor's Conference Meetings.

6. That a pre-conference institute on legislation be held prior to a future TLA Conference. It was suggested that the institute might be of an informational nature on legislation at the Federal, State and local levels.

7. That TLA devise some means of informing membership on:
   a. The views of all the candidates on library legislation and appropriations before every state-wide election.
   b. A concise statement of any desired legislation and needed appropriations while the legislature is in session.

8. That TLA make plans for hiring a paid lobbyist sometime in the future.

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[1]"Development Advisory Council of TLA," Tennessee Librarian 20 (1968): 83-84.

9. That the Public Libraries Section of TLA be asked to review the existing Certification Law and make recommendations which might be presented to the Association and adopted by the Legislature at some future time. A hope was expressed that the accreditation of public libraries might be accomplished in the future.

10. That TLA urge that a full-time recruitments officer be appointed who would be stationed on the campus of library school(s) but not be a member of the faculty. Funds for such a program might be available under the Library Services and Construction Act.

11. That an appropriate committee of TLA establish a graded scale for institutional dues.

12. That a committee of TLA be appointed to develop a public relations program. It was felt that an even stronger program might be developed by the State Library and Archives with funds under the Library Services and Construction Act.

13. That TLA urge all the libraries of the state to further participation in and appreciation of National Library Week.

14. That the Executive Board of TLA promote in every way possible a Graduate School of Library Science at the University of Tennessee.

15. That TLA appoint a committee to develop a program of continuing education for all library personnel in the state. The Chairman of such a committee should be a practicing librarian.

16. That TLA establish a minimum goal of 200 additional memberships.

17. That TLA further scholarships in every possible way.

18. That the Public Libraries Section of TLA study the practicality of a statewise borrowers card.

19. That TLA work toward securing a full-time Executive Secretary.

20. That the Public Library Section of TLA work towards that implementation of Standards.

II. Long Range Planning Committee[2]

1. Update Ambrose Easterly's history of TLA.

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[2]Long Range Planning Committee to TLA Executive Board, March 3, 1975, TLA Archives.

2. Completely revise the TLA Handbook to bring it in line with changes in the Bylaws.

3. Develop a Convention Handbook as a guide for local Arrangements Committees.

4. Make efforts to increase student and institutional memberships.

5. TLA should assume a more active role in continuing library education.

6. A set of written objectives for TLA.

7. Goal of 2,000 or more members by 1980 or sooner.

8. A reserve fund should be set aside to get the checking account balance at the end of each fiscal year to at least $10,000.

9. Part of this reserve fund should be placed in a savings account.

10. Find ways of increasing the role of regional associations.

11. Consider ways to make the relationship with SELA and ALA closer.

12. Find ways to produce more income:
    a. An annual book sale at conventions
    b. Souvenir sale at the conventions.

APPENDIX D

TLA CONFERENCES, 1950-1975

| Year | Site | Dates | Theme |
|---|---|---|---|
| 1950 | Chattanooga | June 8-10 | "The State's Role in Library Service" |
| 1951 | Memphis | April 26-28 | "Tennessee Libraries of Tomorrow" |
| 1952 | Cumberland Mt. State Park | May 8-10 | No theme |
| 1953 | Jackson | April 23-25 | No theme |
| 1954 | Nashville | April 29-May 1 | "Tennessee's Heritage in Art, Music and Literature" |
| 1955 | Chattanooga | April 21-23 | No theme |
| 1956 | Knoxville | April 26-28 | No theme |
| 1957 | Nashville | March 21-23 | No theme |
| 1958 | Gatlinburg | March 13-15 | No theme |
| 1959 | Nashville | May 7-9 | "Working in a World of Books" |
| 1960 | No Convention | | |
| 1961 | Memphis | April 6-8 | "Libraries in a Decade of Decision" |
| 1962 | Knoxville | April 26-28 | "Striving for a Better Informed Community" |
| 1963 | Nashville | May 2-4 | "Finding Our Way in a Changing World" |
| 1964 | Gatlinburg | April 9-11 | "Back to Books" |
| 1965 | Memphis | April 22-24 | "Librarianship Unlimited" |

| Year | Site | Dates | Theme |
|---|---|---|---|
| 1966 | Chattanooga | May 5-7 | "The Inquiring Mind" |
| 1967 | Nashville | May 11-13 | "Scanning the Southern Literary Scene" |
| 1968 | Gatlinburg | April 25-27 | "Librarianship—A Single Factor" |
| 1969 | Memphis | April 24-26 | "Innovations and Change: Libraries in Revolution" |
| 1970 | Chattanooga | April 23-25 | "Legislation—Present and Future" |
| 1971 | Gatlinburg | May 2-4 | "Libraries for All the People" |
| 1972 | Memphis | April 27-29 | "Looking Forward: Libraries for the Future" |
| 1973 | Knoxville | May 6-8 | "Means, Measures and Goals" |
| 1974 | Memphis | April 25-27 | "Involvement: Our Commitment" |
| 1975 | Knoxville | April 24-26 | "Toward an Informed Society" |

APPENDIX E

TLA CONSTITUTIONS

## TENNESSEE LIBRARY ASSOCIATION CONSTITUTION[8]

### Article I. Name

This Association shall be called the Tennessee Library Association.

### Article II. Objectives

The objectives of the Tennessee Library Association are: (1) to encourage the establishment, maintenance and support of adequate library service for all the people of the state; (2) to encourage and assist the coordination of efforts and activities of all public and private library agencies in the state; (3) to stimulate and furnish aid in the preservation, preparation and distribution of materials of library and museum interest; (4) to conduct and sponsor research relating to library services; (5) to serve as a clearing house for information designed to bring about the achievement of the above objectives and (6) to publish and circulate whatever publications or documents may be authorized by the Association.

### Article III. Members

Any person, institution, organization or agency engaged in or interested in library service may become a member of the Association upon payment of dues.

### Article IV. Duties of Officers

1. The Officers of the Association shall be, ex officio, members of the Planning Committee.

2. The President shall preside at all meetings of the Association and of the Executive Committee and shall perform other duties appropriate to the office.

3. The Vice-President shall act in the absence of the President and shall perform other duties assigned by the Executive Committee.

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[8]Adopted October 1947.

4. The Secretary shall keep in permanent form the official records of the Association, the Executive Committee and the Planning Committee; shall preserve the important files of correspondence; shall make an annual report to the Association; and shall handle the publicity appropriate to the Association.

5. The Treasurer shall keep a record of receipts and disbursements of the Association and the Planning Committee; and shall make an annual written report to the Association.

Article VI. Committees

1. The Executive Committee shall consist of the retiring President and the Officers of the Association. The President shall be the chairman of the Committee and shall call meetings where necessary or upon the request of three members of the Committee

(a) The duties of the Executive Committee are to transact the business of the Association in the intervals between the meetings, to appoint the Planning Committee and any special committees necessary to carry out the plans of the Association. The Secretary shall report to the Association any business transacted (and its actions shall be binding upon the Association by a three-fourths vote of the Association at its general meeting).

2. The Planning Committee shall consist of the Officers and at least nine other members of the Association. They shall be representative of the major types of libraries, library organizations, and library services in the state. At least one member of the Committee shall be a lay person not engaged professionally in library service.

(a) The Planning Committee shall be especially charged with the responsibility of promoting the improvement and extension of adequate library services in the state by means of favorable legislation, adequate appropriations, research and the distribution of information pertinent to library development in the state.
(b) The Planning Committee shall hold an annual meeting prior to the meeting of the Association and shall make a written report of its recommendations to the Association.
(c) The members of the Planning Committee who are not officers shall be appointed for a period of three years except that members of the original committee shall be appointed for terms of 1, 2, and 3 years. All members of the committee are subject to reappointment.
(d) The Association may refer matters of policy of the Planning Committee [sic] and require that the committee report to the Association at a designated meeting.

3. Special Committees shall be appointed as needed by the Association to carry out specific assignments. Upon completion of such assignments such committees shall be automatically discharged.

Article VII. Meetings

Meetings shall be had upon call of the Executive Committee, written notice being given to members at least one month prior to the meeting.

Article VIII. Dues

There shall be annual dues of one dollar, payable to the Treasurer in June. Holding office and voting business shall be limited to those who have paid dues, although nonmembers may speak to motions when recognized by the presiding officer.

Article IX. A.L.A. Affiliation

The Tennessee Library shall be affiliated with the American Library Association as a chapter, and shall select one councilor for its first fifty American Library Association members and one additional councilor for each 250 American Library Association members in excess of fifty. The initial term of these councilors shall be fixed by lot by the American Library Association Council (in accordance with its By-laws Article IV Section 1b); thereafter each councilor shall serve for a four-year term or until his successor is elected and qualified.

Article X. Amendments to Constitution and By-laws

1. Amendments to the Constitution may be submitted in writing by the Executive Committee to the members at least two weeks prior to a meeting of the Association, and may be adopted by two-thirds vote of the Association.

2. Amendments submitted from the floor at a meeting of the Association may, upon receiving a majority vote, be submitted at the next meeting of the Association, and be adopted by a two-thirds vote.

3. The By-laws may be amended by majority vote at any regular meeting of the Association, and may be suspended by a two-thirds vote.

## BY-LAWS

Article I. Parliamentary Procedure

All points not covered in the Constitution, By-laws, and Amendments shall follow parliamentary procedure as given in Robert's Rules of Order.

Article II. Sub-Committees of the Planning Committee

1. The Planning Committee shall appoint two sub-committees: (1) the Legislative Committee and (2) the Committee on Research and Reports. Each sub-committee shall consist of a chairman and two or more additional members.

2. The Legislative Committee shall make a report at each annual meeting and at such other times as it or the Planning Committee seems desirable on important state or national legislation to library services and outstanding library legislation in other states and countries.

3. The Committee on Research and Reports shall plan and carry out a series of regular statistical reports of the resources and services of the various types of libraries in the state, and shall make or cause to be made such studies as are authorized by the Executive or Planning Committee of the Association.

4. All committees shall work in close cooperation with the library agencies of the state.

Article III. Nominations and Elections

At least two months prior to the business meeting, the President shall appoint a nominating committee of at least three members, who shall nominate persons for the elective offices of the Association. The Nominating Committee shall report its nominations at a session of the general meeting. A representative of the committee shall place the candidates in nomination, other nominations may be made from the floor. A majority of votes cast shall be necessary for election.

Article IV. Quorum

Twenty percent of the paid-up membership of the Association shall constitute a quorum for the transaction of business. A majority of a committee membership shall be necessary for a quorum.

Article V. Budget

The Executive Committee shall adopt a budget at the beginning of the new year, a copy of which shall be turned over to the Treasurer to assist in keeping account of disbursements.

Article VI. Advisory Committee on Certification of Librarians

In accordance with the Public Act of the Tennessee Legislature 1937, Chapter 239, authorizing the State Board of Education to issue certificates to librarians and setting up an Advisory Board on Librarians to "consist of the Librarian of the University of Tennessee, who shall be

chairman of said committee, a representative from the State Department of Education, the President of the Tennessee Library Association or one appointed by the President and two Librarians representing respectively the public and school library fields, to be selected from a list of three names for each position submitted by the Tennessee Library Association and appointed by the Commissioner of Education for a period of four years, or until their successors are appointed, their terms to expire in rotation." The Tennessee Library Association shall nominate the three librarians in the public library field in 1940 and every four years thereafter and the three librarians in the school library field in 1942 and every four years thereafter.

## Constitution and By-Laws[9]

### CONSTITUTION

Article I. Name

This Association shall be called the Tennessee Library Association.

Article II. Objectives

The objectives of the Association are to encourage the establishment, maintenance and support of adequate library services for all the people of the State and to cooperate with public and private agencies in related interests.

Article III. Qualifications of Members

Any person, institution, organization or agency engaged in, or interested in library service may become a member of the Association upon payment of dues.

Article IV. Officers

The Officers of the Association, to be elected annually, shall be the President, Vice President, Secretary, and Treasurer. The Vice President shall be President-Elect. The term of office for all officers shall commence at the adjournment of the Meeting at which they are elected. Vacancies shall be filled by the Executive Committee.

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[9]Adopted April 20, 1954; Amended April 28, 1956; May 9, 1959; April 28, 1962; April 27, 1968.

Article V. Meetings

Meetings of the Association shall be held annually, or upon call by the Executive Committee, written notice being given to members at least one month prior to the meeting.

Article VI. Amendments

Section 1—Constitution: This Constitution may be amended at any Meeting of the Association by a two-thirds vote of the members present, provided that (1) amendments have been proposed in writing to the members at least two weeks before the Meeting, or (2) amendments have been proposed at the previous Meeting and received a majority vote.

Section 2—By-Laws: By-Laws may be adopted or amended at any Meeting of the Association by (1) a majority vote if presented at least two weeks before the Meeting, or (2) by a two-thirds vote if submitted from the floor.

Article VII. A.L.A. Affiliation

This Association shall be a Chapter of the American Library Association and shall elect representatives to which it is entitled as provided in the Constitution and By-Laws of the American Library Association.

## BY-LAWS

Article I. Dues

Section 1—Annual dues of individual library staff members shall be based on the following salary scale:

a. Up to $4,001.00 . . . . . $2.00
b. Up to $5,501.00 . . . . . 3.00
c. Up to $7,001.00 . . . . . 4.00
d. $7,001.00 and above . . . . . 5.00

Section 2—Annual dues of sustaining members shall be six dollars ($6.00).

Section 3—Annual dues of full-time library science students shall be one dollar ($1.00).

Section 4—Annual dues of institutional members shall be based on the following operating budget scale.

| Operating Budget | Dues |
|---|---|
| $50,000 | $ 5.00 |
| 50,001 to 250,000 | 15.00 |
| 250,001 to 400,000 | 25.00 |
| 400,001 to 750,000 | 35.00 |
| 750,000 | 50.00 |

Section 5—Annual dues for trustees, retired librarians, representatives of business firms, and friends of libraries shall be two dollars ($2.00).

Section 6—Life membership dues of individual members shall be fifty dollars ($50.00).

Section 7—Membership shall be from January 1 to December 31. Dues paid prior to January 1 shall be credited to the current year, except that payment of dues by new members after October 1 of any year shall cover the dues for the balance of the current and also the following year.

Section 8—Members whose dues are unpaid as of July 1 shall be dropped from membership. Individuals whose membership has lapsed because of nonpayment of dues may be reinstated as members upon payment of dues for the current membership year. Official count of membership shall be made as of July 1 of each year.

Article II. Duties of Officers

Section 1—The President shall:

a. Preside at meetings of the Association;
b. Preside at meetings of the Executive Committee and the Executive Board;
c. Approve bills for payment within the limits of the budget set up by the Executive Committee;
d. Perform other duties appropriate to the office.

Section 2—The Vice President shall:

a. Act in the absence of the President;
b. Perform other duties appropriate to the office.

Section 3—The Secretary shall:

a. Keep in permanent form the current minutes of the Association, the Executive Committee and the Executive Board;
c. Transmit all original minutes to the Historian for preservation.

Section 4—The Treasurer shall:

a. Keep a record of receipts and disbursements;
b. Issue money upon presentation of a bill in writing by the President;
c. Make an annual written report to the Association;
d. Submit a report of the financial condition of the Association upon request of the President.

Article III. Executive Committee and Executive Board

Section 1—The Executive Committee shall be made up of the Officers of the Association, the immediate Past President, and the Executive Secretary who shall serve without a vote.

Section 2—The Executive Committee shall:

a. Appoint any special committees necessary to carry out the plans of the Association;
b. Pass upon or carry out any business or other matters referred to it by the Association;
c. Transact the business of the Association between meetings.

Section 3—The Executive Board shall be made up of:

a. Executive Committee;
b. The Chairman of each Section of the Association;
c. One Representative of the State Library and Archives;
d. The School Libraries Consultant;
e. The Editor of the Tennessee Librarian;
f. ALA and SELA Council Representatives.

Section 4—The Executive Board shall:

a. Make recommendations to the Executive Committee concerning committee appointments and problems of various groups within the Association;
b. Act as advisors to the Executive Committee.

Section 5—Meetings of the Executive Committee and the Executive Board shall be called whenever the President deems necessary.

Section 6—Final decisions shall depend upon the vote of the Executive Committee, or, at its discretion, shall be referred to the vote of the membership.

Article IV. Executive Secretary

Section 1—The Executive Secretary shall be appointed by the Executive Committee.

Section 2—The Executive Secretary shall serve the Association as long as appointee serves in a satisfactory manner; until the Executive Committee determines services are no longer needed, or until appointee submits resignation.

Section 3—The salary of the Executive Secretary shall be determined by the Executive Committee subject to approval by the Association in the annual budget.

Section 4—The duties of the Executive Secretary shall be determined by the Executive Committee.

Article V. Nominations and Elections

Section 1—At least two months prior to the annual meeting the President shall appoint a Nominating Committee of at least three members which shall nominate persons for the elective offices and representatives of the Association.

Section 2—The Nominating Committee shall report its nominations at the first business session of the annual meeting. A representative of the Committee shall place the candidates in nomination. Other nominations may be made from the floor.

Section 3—In the event that no annual meeting is held, the candidates shall be selected in accordance with Article III, Section 2 of the By-Laws. The Secretary shall submit a list of the candidates to all members of the Association before April, the written ballot being used to elect the officers.

Section 4—A majority of the votes cast shall be necessary for election.

Article VI. Quorum

Twenty percent of the registered membership at the Convention shall constitute a quorum for the transaction of business. A majority of a committee membership shall be necessary for a quorum.

Article VII. Budget

The Executive Committee shall adopt a budget at the beginning of its term of office. A copy of the budget shall be turned over to the Treasurer to assist in keeping account of disbursements. The budget shall be published in the Tennessee Librarian.

Article VIII: Historian

Section 1—An Historian shall be appointed by the Executive Committee.

Section 2—The Historian shall be charged with the care and safe-keeping of the permanent records of the Association.

Section 3—The permanent records shall be kept in the Tennessee State Library and Archives Building.

Article IX. Publications and Distribution of Revised Copies of the Constitution and By-Laws

Upon the adoption of this Constitution and By-Laws they shall be published in the next issue of the Tennessee Librarian, and biennially thereafter.

Article X. Parliamentary Procedure

All points not covered in the Constitution and By-Laws shall follow parliamentary procedure as given in the latest edition of Robert's Rules of Order.

## CONSTITUTION AND BYLAWS[10]

Article I. Name

The name of this organization shall be the TENNESSEE LIBRARY ASSOCIATION

Article II. Objectives

The objectives of the Association shall be to encourage the establishment, maintenance and support of adequate library services for all people of the State and to cooperate with public and private agencies with related interests.

Article III. Membership

Any person, institution, organization or agency engaged in, or interested in library service may become a member of the Association upon payment of dues. Membership in the Association shall be composed of the following classes:

1. Individual
2. Institutional

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[10]Adopted April 29, 1972.

Article IV. Dues

Section 1—Annual dues of individual library staff members shall be based on the following salary scale:

| | | |
|---|---|---|
| a. | Up to $4,999 | $4.00 |
| b. | $5,000-$5,999 | 5.00 |
| c. | $6,000-$7,999 | 6.00 |
| d. | $8,000-$9,999 | 7.00 |
| e. | $10,000-$11,999 | 8.00 |
| f. | $12,000-$13,999 | 9.00 |
| g. | $14,000 and above | 10.00 |

Section 2—Annual dues of sustaining members shall be $15.00

Section 3—Annual dues of full time library science students shall be $2.00. This rate shall apply for one year only.

Section 4—Annual dues for trustees, retired librarians, representatives of business firms and friends shall be $4.00.

Section 5—Life membership dues of individual members shall be $100.00.

Section 6—Annual dues of institutional members shall be based on the operating budget which shall be defined as the total expenditure for personnel and library materials during the previous fiscal year, according to the following operating budget scale:

| Operating Budget | Dues |
|---|---|
| Up to $30,000 | $ 5.00 |
| $ 30,001-$ 50,000 | 10.00 |
| 50,001- 250,000 | 20.00 |
| 250,001- 400,000 | 30.00 |
| 400,001- 750,000 | 40.00 |
| 750,000 and above | 50.00 |

Section 7—Membership shall be from January 1 through December 31 and shall entitle the member to the right to vote at annual meetings or by mail ballot, to receive the publication of the Association and other privileges as spelled out in these Bylaws. Dues paid prior to January 1 shall be credited to the current year except that payment of dues by new members after October 1 of any year shall cover the dues for the remainder of the current year and also the following year.

Section 8—Members who have not paid dues by July 1 shall be dropped from membership. Individuals whose membership has lapsed because of non-payment of dues may be reinstated upon payment of dues for the current membership year.

Section 9—The fiscal year of the Association shall be from July 1-June 30.

Article V. Officers

Section 1—The officers of the Association shall be a President, a First Vice-President, a Second Vice-President, and a Secretary-Treasurer. The First Vice-President shall be President-Elect.

Section 2—A term of office shall be one year.

Section 3—Officers, excepting the Secretary-Treasurer, shall take office at the close of the annual convention following their election and shall serve until the close of the following annual convention or until their successors are duly elected. The Secretary-Treasurer shall take office on July 1 and serve until June 30. Term of office shall be terminated for any officer of the Association upon acceptance of permanent employment outside the state.

Section 4—In the event that the President shall take permanent employment outside the state or shall be absent from the State of Tennessee for three or more months consecutively during a term of office, or in the event of the physical incapacity or death of the President, the First Vice-President shall become President for the unexpired portion of the term.

a. A vacancy in the office of First Vice-President shall remain unfilled and a special election for incoming President shall be held in accordance with Article VI, Section 2 of these Bylaws.
b. Vacancies in offices other than President and First Vice-President shall be filled for the unexpired term by appointment of the President with the approval of the Executive Committee.

Article VI. Nominations and Elections

Section 1—At the annual meeting of the Association, each section as designated in Article XI, Section 1 of the Constitution and Bylaws, shall elect a representative who shall serve as a member of the Nominating Committee. Members of this committee shall elect one of their number to serve as chairman of the Nominating Committee.

Section 2—The Nominating Committee shall present a slate of officers, including the ALA Councilor, when appropriate, with at least two members for each office, to be printed in the Fall issue of the official publication of the Association along with a brief biographical sketch of each member and the names and addresses of the members of the Nominating Committee.

Section 3—Additional eligible candidates shall be listed on the ballot if at least 25 members of the Association petition the Nominating Committee in writing, on behalf of each candidate before December 10, the deadline for the Winter issue of the official publication of the Association. Petitions shall be mailed to the Chairman of the Nominating Committee and any valid nominations by petition shall be published in the Winter issue of the official publication of the Association. A ballot shall be mailed to each member of the Association to be returned to the Executive Secretary of the Association, postmarked no later than April 15.

Section 4—Tellers shall be appointed annually by the President to count the ballots and report the election results. These tellers shall also count and report the results of other mail votes of the membership.

Section 5—A majority of all votes cast for a particular office shall constitute election. If no candidate receives a majority, a run-off election shall be held.

Section 6—Six months or longer shall be a term of office when determining eligibility for re-election except for the First Vice-President serving the unexpired term of the President.

Section 7—The President, First Vice-President, and Second Vice-President shall be eligible to serve only one term. In other offices, no person shall be eligible to serve more than two consecutive terms.

Article VII. Duties of Officers

Section 1—The President shall be the principal officer of the Association. He shall:

a. preside at meetings of the Association;
b. preside at meetings of the Executive Committee and the Board of Directors;
c. serve as an ex-officio member of all committees and sections of the Association, except the Nominating Committee;
d. approve all bills for payment within the limits of the budget adopted by the Association;
e. perform duties appropriate to the office, as outlined in the Handbook of Procedures.

Section 2—The First Vice-President shall be designated President-Elect. He shall:

a. perform the duties of the President in the absence of the President and act as the President when requested;
b. become the President for the unexpired term as defined by Article V, Section 4;

c. serve as liaison between members and the governing bodies of the Association and as liaison with regional library organizations;
d. serve as ex-officio member of the Finance and Membership Committees;
e. serve in such capacities as may be assigned by the President or as outlined in the Handbook of Procedures.

Section 3—The Second Vice-President shall:

a. serve as Chairman of the Program Planning Committee;
b. serve in such capacities as may be assigned by the President or as outlined in the Handbook of Procedures.

Section 4—The Secretary-Treasurer shall:

a. be responsible for all monies of the Association;
b. present written reports at the annual convention and at meetings of the board of directors and executive committees;
c. pay all bills upon presentation in writing approved by the President, and sign all checks written against the Treasury;
d. serve in such capacities as may be assigned by the President or as outlined in the Handbook of Procedures.
e. serve as Recording Secretary at all meetings in absence of the Executive Secretary.

Article VIII. Executive Committee

Section 1—The Executive Committee shall be composed of the officers of the Association, the immediate past President, and the Executive Secretary who shall serve without vote.

Section 2—The Executive Committee shall transact the business of the Association between meetings of the Association. Specific duties shall be to:

a. insure that the Secretary-Treasurer be sufficiently bonded;
b. create special committees when necessary to carry out a specified task which does not fall within the responsibility of any standing committee;
c. ratify appointments of standing committees, special committees and other appointments where approval is required;
d. appoint the Executive Secretary of the Association;
e. appoint the Editor, Associate Editor and Business Manager of the official publication of the Association;
f. appoint an Exhibits Director;
g. report to the Association the business transacted by the Executive Committee since the previous annual meeting;
h. authorize an annual audit of the financial records of the Association by a Certified Public Accountant.

Section 3—Meetings of the Executive Committee shall be held:

a. preceding and following the annual convention;
b. when called by the President;
c. when called by members of the Executive Committee upon written notice to every member.

Section 4—A majority of the voting members shall constitute a quorum for a meeting of the Executive Committee.

Section 5—A vote of the Executive Committee may be taken by mail at the written request of the President. Such a vote shall have the force and effect of a vote taken at a meeting.

Section 6—Final authority for all action shall be vested in the Executive Committee, subject to approval of the Association Convention body.

Article IX. Board of Directors

Section 1—The Board of Directors of the Association shall be composed of:

a. The Executive Committee;
b. the Chairman of each Section of the Association;
c. the Editor of the official publication;
d. ALA and SELA council representatives;
e. Executive officer of the affiliate chapters of the Association.

Section 2—The Board of Directors shall act as an advisory body to the Association on such matters as:

a. making recommendations to the Executive Committee concerning committee appointments;
b. recommending policies and procedures for the proper administration of the business of the Association;
c. studying the petition of any group which has been properly presented for section status in the Association;
d. recommending the place and date of annual convention;
e. reviewing proposed amendments to the Constitution and Bylaws to be presented to the Executive Committee.

Section 3—Meetings of the Board of Directors shall be held:

a. immediately preceding the annual convention;
b. when called by the President with approval of the Executive Committee;
c. when called by at least five members of the Board of Directors in writing, with such notice to each member of

the board at least one month in advance of the meeting, stating the time, place and purpose of the meeting.

Section 4—A majority of the voting members shall constitute a quorum.

Section 5—At the written request of the President, a vote of the Board of Directors may be taken by mail which shall have the force and effect of a vote taken at a meeting.

Article X. Standing Committees

Section 1—The Standing Committees of the Association shall be:

| | |
|---|---|
| Intellectual Freedom | Finance |
| Legislation | Program Planning |
| Membership | Public Relations |
| Staff Development/Recruitment | Bylaws and Procedures |
| Long Range Planning | Headquarters Review |

Section 2—Duties of the Standing Committees shall be outlined in the Handbook of Procedures.

Article XI. Sections

Section 1— Sections of the Association shall be:

| | |
|---|---|
| a. College and University | d. Special |
| b. Public | e. Trustees and Friends of Libraries |
| c. School | f. Education |

Section 2—An outline of the officers, duties and responsibilities of the Sections shall be included in the Handbook of Procedures.

Section 3—Any group desiring to become an official Section of the Association shall present a written petition, signed by at least 25 voting members, to the Board of Directors at their pre-convention meeting for action. Upon affirmative action by the Board of Directors, a recommendation by the Board shall be presented to the Executive Committee for approval.

Section 4—Bylaws for its own government shall be formulated by each Section. These Bylaws shall not be in conflict with those of the Association and shall be submitted to the Association Bylaws and Procedures Committee for approval and review.

Section 5—Each Section shall submit an annual report on its activities and a financial statement to the Executive Committee.

Section 6—Funds for the operating expenses of a Section shall be provided in the annual budget prepared by the Finance Committee and presented to the Executive Committee for approval and presentation to the annual convention body. Requests for additional funds may be submitted to the Executive Committee and may be granted at the discretion of the Committee. All funds allocated to a Section shall be used for purposes incident to fulfillment of the Association's objectives.

Article XII. Executive Secretary

Section 1—The Executive Secretary shall be appointed by the Executive Committee.

Section 2—The Executive Secretary shall serve as long as the appointee serves in a satisfactory manner; until the Executive Committee determines that services are no longer needed, or until appointee submits a written resignation.

Section 3—The salary of the Executive Secretary shall be determined by the Executive Committee subject to approval by the Association in the adoption of the annual budget.

Section 4—The duties of the Executive Secretary shall be determined by the Executive Committee and the Headquarters Review Committee and shall be outlined in the Handbook of Procedures.

Section 5—A Headquarters Review Committee shall be appointed by the Executive Committee to review annually the activities of the Executive Secretary, the location of the Association headquarters, and to submit to the Executive Committee recommendations concerning the Executive Secretary and the duties and responsibilities of this position.

Article XIII. Publications

Section 1—The Association shall publish an official journal and such other publications as the Executive Committee may authorize.

Section 2—The Editor, Associate Editor, and Business Manager of the official publications shall be appointed by the Executive Committee and shall be active members of the Association.

Section 3—The Editor, Associate Editor, and Business Manager of the official publications shall serve the Association as long as the appointee serves in a satisfactory manner, until the Executive Committee determines that their services are no longer needed or until appointees submit a written resignation.

Section 4—An honorarium or salary may be paid to the Editor, Associate Editor, and Business Manager, when recommended by the Finance Committee in the annual budget, subject to approval by the annual convention body.

Section 5—The Association shall not be responsible for statements or opinions advanced in its publications or in papers or discussions at meetings of the Association or at meetings of the Sections, or for statements by any of its members, officers or staff, except those authorized by the Executive Committee or those reflecting duly established policies of the Association.

Section 6—Duties and responsibilities of the Editor, Associate Editor and Business Manager shall be outlined in the Handbook of Procedures.

Article XIV. Historian

Section 1—An Historian shall be appointed by the Executive Committee.

Section 2—The Historian shall be responsible for the care and safe-keeping of the permanent records of the Association.

Section 3—The permanent records of the Association shall be kept in the office of the Executive Secretary until such time as the Headquarters Review Committee and the Historian determine the proper disposal or retention of such records. Records to be retained for the Association shall then be transferred to the Tennessee State Library and Archives.

Section 4—Duties of the Historian shall be outlined in the Handbook of Procedures.

Article XV. Exhibits Director

Section 1—An Exhibits Director shall be appointed by the Executive Committee.

Section 2—The Exhibits Director shall work in cooperation with the Local Arrangements Chairman and the Program Chairman of the Convention in planning and arranging exhibits for the annual convention.

Section 3—Other duties of the Exhibits Director shall be outlined in the Handbook of Procedures.

Section 4—An honorarium or salary shall be paid to the Exhibits Director when recommended by the Finance Committee in the annual budget subject to approval by the annual convention body.

Article XVI. Meetings

Section 1—Meetings of the Association shall be held annually, or upon call by the Executive Committee, written notice being given to the membership at least thirty days prior to the meeting.

Section 2—One-third of the members registered at an annual meeting shall constitute a quorum for the transaction of business.

Section 3—A minimum of one hundred members shall constitute a quorum for the transaction of business at a called meeting of the Association.

Article XVII. Affiliation

This Association shall be affiliated with the American Library Association and the Southeastern Library Association and shall elect representatives to which it is entitled as provided in the Constitution and Bylaws of these Associations. The duties and responsibilities of these representatives shall be outlined in the Handbook of Procedures.

Article XVIII. Chapters

Section 1—Regional library associations within the State of Tennessee shall be provided the opportunity to affiliate as a chapter with the Association in order to closely coordinate the work of the Association with that of individual libraries throughout the state and to promote participation of individual staff members in the Association's activities and projects.

Section 2—Chapter objectives, organizations, administration and activities shall be determined by the Chapter itself. The Association may provide counsel and technical assistance to the Chapter upon request.

Section 3—All members of chapters need not be members of the Association, although the chapters should actively encourage membership in state, regional, and national library associations.

Section 4—The Executive Officer of each chapter shall serve on the Board of Directors of the Association. Said Officer must be a member of the Association.

Section 5—A designated representative of the chapter shall present an annual report of activities to the President of the Association at the time of the annual convention.

Article XIX. Amendments

Section 1—The Bylaws of the Association may be amended at the regular meeting of the Association by a two-thirds vote, provided that the amendment has been submitted in writing to the membership at least thirty days before the meeting. If an amendment is submitted from the floor, it must be presented to the membership in writing at least twenty-four hours before a vote may be taken.

Section 2—Upon the adoption of any amendments to the Constitution and Bylaws, they shall be published in the next issue of the Association publication and biennially thereafter.

Article XX. Parliamentary Authority

The rules contained in the latest edition of Robert's Rules of Order, Newly Revised shall govern the Association in all cases in which they are applicable and in which they are not inconsistent with these Bylaws and any special rules of order the Association may adopt.

# VITA

Stephen M. Findlay was born in Aberdeen, Scotland. He was educated in the public schools in Memphis, Tennessee and received the B.S. degree with a major in History from Memphis State University. He has served in a number of positions in the Memphis and Shelby County Public Library and Information Center, where he is now employed as a reference librarian in the History and Travel Department. He is married and has two sons.