



DEPARTMENT OF EDUCATION AND SCIENCE

STANDARDS OF  
PUBLIC LIBRARY SERVICE  
IN ENGLAND AND WALES

REPORT OF THE WORKING PARTY  
APPOINTED BY THE MINISTER OF EDUCATION  
IN MARCH 1961

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LONDON

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1962: Reprinted 1968

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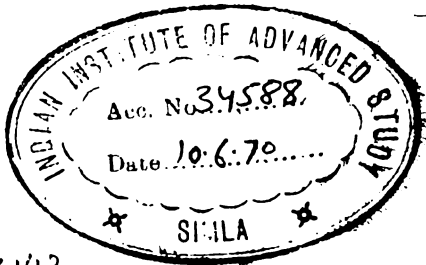
Mr. P. H. Sewell

*Secretary*

Mr. F. N. Withers

Mr. Bourdillon became Chairman of the Working Party, in succession to Mr. L. R. Fletcher, on taking up his post as Under-Secretary, Further Education Branch, on 1st January, 1962. Mr. Fletcher had succeeded Mr. D. H. Leadbetter, C.B., in June, 1961.

In June, 1961, Mr. Sewell, Head of the Department of Librarianship at the North Western Polytechnic, London, was seconded to the Ministry of Education for two years as Library Adviser.



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## FOREWORD BY THE MINISTER OF EDUCATION

This Report examines the technical implications of the recommendations made by the Committee on the Structure of the Public Library Service in England and Wales, under the chairmanship of Sir Sydney Roberts, on the basic requirements for an efficient public library service.

This is an important document since it represents the first technical study ever made in this country under official auspices, and the most intensive study yet made under any auspices, of the standards required of the public library service. I am grateful to the members of the Working Party for the work they have undertaken. Based upon a very thorough study of current practice, the Report gives valuable guidance about the considerations which, in the context of the projected new legislation, should underlie decisions whether particular library authorities are capable of providing an efficient service; it also provides a guide by which all library authorities can measure the efficiency of their own libraries.

This Report is being published simultaneously with that of a further working party which has studied some of the problems of inter-library co-operation.

*Edward Boyle.*

December 1962





## PREFACE

To the Right Honourable Sir EDWARD BOYLE, Bart., M.P.

*Minister of Education.*

SIR,

We were appointed by your predecessor in March, 1961 “*to study the technical implications of the recommendations in the Roberts Report\* about the basic requirements for an efficient public library service, with particular reference to non-county borough and urban district library authorities with populations under 40,000.*” We now have the honour to present our report.

We have had sixteen meetings and we have visited a number of libraries, both large and small, municipal and county, and a sub-committee has paid a visit to Wales. We have collected a large amount of information from over seventy library authorities which co-operated in replying to detailed questionnaires. We are grateful to these authorities and to their librarians for their help in connection with our inquiries and particularly to the authorities visited, in England, Hertfordshire, Ilkley, Manchester, St. Marylebone and Winchester, and in Wales, Aberystwyth and Cardiganshire (which have a joint library), who so willingly showed their libraries to the Working Party.

We should also like to express our thanks to our Secretary, Mr. F. N. Withers, and to the Library Adviser at the Ministry, Mr. P. H. Sewell, for their skilful and unfailing help. Mr. Withers carried out the exacting tasks of a secretary to the admiration of all of us. In addition to his invaluable contributions to our discussion, Mr. Sewell was of the utmost help in the planning of our work and in the preparation, in co-operation with Mr. Withers, of our report.

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\* Ministry of Education, *The Structure of the Public Library Service in England and Wales*, Cmnd. 660, February, 1959.



# Chapter I

## INTRODUCTORY

1. Since we were appointed to study the technical implications of certain of the recommendations made by the Roberts Committee, it is necessary to open our report with a reference to the origins of that Committee and a summary of its relevant conclusions. The Committee was appointed in 1957 to give effect to a passage in the White Paper on "Functions of County Councils and County District Councils in England and Wales"\* in which it was stated that the exercise of public library powers in England and Wales needed to be considered in the context not only of local government but of the library service as a whole. The Committee accordingly reviewed the general operation of the public library service in England and Wales, and the main recommendations in its report with which we are concerned are as follows :

- (1) every public library should have a statutory duty to provide an efficient library service ;
- (2) the Minister of Education should exercise a general responsibility for the oversight of the public library service and should appoint two advisory bodies, one for England and one for Wales, to assist him in his work of co-ordination ;
- (3) county councils, county boroughs and metropolitan borough councils and the City of London should be library authorities ;
- (4) parish councils should cease to be library authorities ;
- (5) (a) non-county borough and urban district councils at present library authorities which were spending on books (at 1958 prices and excluding the cost of binding) £5,000, or 2s. per head of the population, whichever was the greater, and which were otherwise providing a satisfactory library service, and (b) any non-county borough or urban district council with a population of 50,000 or more, not at present a library authority, which satisfied the Minister that it could provide an efficient library service, should be entitled to apply to the Minister of Education for designation as a library authority ;†
- (6) every county council should submit, for approval by the Minister, a scheme for the administration of the county library service ; such schemes to take account of any joint arrangements made with independent library authorities within the county area and with any contiguous authority and to provide where appropriate for the delegation of library powers to non-county borough and urban

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\* Ministry of Housing and Local Government, Local Government: Functions of County Councils and County District Councils in England and Wales, Cmnd. 161, May, 1957.

† This recommendation was the subject of reservations by two members of the Committee who proposed, inter alia, that every non-county borough and urban district which was, at that time, a library authority should continue as such if it so wished. They did not agree that any minimum expenditure on books should be laid down. If a minimum were thought necessary, they suggested that the figure proposed by the Roberts Committee should at least be halved.

district councils and for any other comparable arrangement considered suitable in local circumstances ;

- (7) all library authorities should be given powers to appoint library committees responsible to the councils ; every library authority not having an independent library committee should give consideration to the appointment of such a committee ;
- (8) salary scales for the staff of public libraries should be commensurate with their qualifications and responsibilities, and should be applied in a manner to make career prospects attractive ; this recommendation to be brought to the notice of the appropriate joint negotiating bodies ;
- (9) the number of specialist posts in libraries, particularly for reference and children's librarians, should be increased and the recruitment and training of library staffs should be a subject for further consideration by the suggested advisory bodies ;
- (10) to meet the need for considerable improvement in public library premises and for many new library buildings, a higher priority should be given as soon as possible by central government and library authorities to capital expenditure on premises and equipment for public libraries.

2. These recommendations have been the basis of our work ; but our consideration of them has been affected by subsequent events which led directly to our appointment. The findings of the Roberts Committee were discussed by the Minister of Education with the local authority associations, the Library Association, the National Central Library and the Smaller Libraries Group. During these discussions the recommendation concerning minimum expenditure on library materials (recommendation 5 (a) recorded in paragraph 1 above) was criticised by the bodies representing the smaller library authorities as being too inflexible, and the Minister decided that further study was needed before the essential qualifications of a library authority could be finally determined. This decision was announced in the House of Commons in statements on 7th November, 1960, and 15th December, 1960, in which the Minister declared his intention to accept most of the recommendations of the Roberts Committee and to introduce early legislation amending the Public Libraries Acts. He agreed that parish councils should cease to be library authorities and that county councils (with the exception of the London County Council, which is not a library authority), county boroughs, metropolitan boroughs and the City of London should automatically qualify. He further stated that all non-county borough and urban district councils with a population of 40,000 which were already library authorities would retain their powers. Non-county borough and urban district councils with a population of under 40,000 would be allowed to justify their claim to continue as library authorities if they already had that status. As regards the method of dealing with these claims, he said he had come to the conclusion that the Roberts Committee's recommendations, which were based mainly on a single figure of expenditure on books, would not do justice to some of the good work which was being done. The criteria of efficiency would therefore have to be examined further from a technical point of view, and the Minister

hoped that this examination would help to disclose a greater measure of agreement than at present existed among those who had expert knowledge of the subject. He further expressed confidence that the proposed study would act as a spur not only to the smaller authorities but also to some of the larger authorities whose library service was inadequate. This is the study which we were appointed to undertake.\*

3. In fulfilment of our task we have found it necessary, in the absence of any recent comprehensive inquiry into standards of public library service in England and Wales, to make a detailed study of up-to-date library practice. We therefore sent out two questionnaires to carefully selected library authorities, whose names are given in Appendix I. The principal questionnaire which was very comprehensive was sent to 53 authorities, chosen largely because they were among those in their population groups which in 1959-60 spent the most per head of population on books. The second questionnaire, asking only for a limited range of statistical information was sent to 20 authorities nearly all of which had lower book expenditures with the object of testing the validity of the conclusions to be drawn from the main survey. It achieved this purpose and we have not thought it necessary to give information about the replies received. The replies to both these questionnaires have, however, provided us with a mass of indispensable material, much of which has never been collected before.

4. We have thus relied on three sources of guidance in our deliberations: first, the Roberts Report; secondly, the statements made subsequently by the Minister after consultation with interested bodies; and thirdly, the replies to our questionnaires supplemented by our visits to libraries. The detailed conclusions which we have drawn from our study of these sources are set out in subsequent chapters; but there are certain fundamental conclusions which must be stated at once, since they have conditioned our whole approach to our task.

5. First, the assessment of the efficiency of a library is a complicated task involving consideration of many factors in the light of varied local circumstances. We recognise that the simple basic criterion proposed by the Roberts Committee was intended only as a minimum standard above which individual cases would be considered on their merits, but we think that circumstances are too complex to justify the universal application of any such simple minimum standard.

6. Secondly, it is not sufficient in the assessment of efficiency to consider a given public library authority in isolation. The performance of any authority has to be examined in the light of the performance of others. For instance, the efficiency of a smaller authority must be compared with that of any system with which it might be merged or with which it might enter into closer co-operative arrangements. It would be no service to the public for the Minister to withdraw the library powers of an existing authority on the grounds that essential standards were not being maintained, if the authority which took its place were then to maintain equally low or even lower standards; and it is no answer to this argument to say that the alternative authority has greater potentialities, unless those

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\* The Minister of Education also set up a working party to study the recommendations of the Roberts Committee concerning inter-library co-operation. The report of this working party has also been published.

potentialities are at least demonstrably in sight of being realised. Then again, the interaction between two or more systems must be taken into account in considering the actual or potential efficiency of either. Thus the improvement which could be achieved by a library system as a whole as a result of its extension to cover a hitherto independent authority adjacent to it or within its area is a relevant factor. There are also, we are convinced, many possibilities of improved efficiency by co-operation at the local level between separate authorities each retaining its independence.

7. But if the circumstances in which standards must be applied are complex and diverse, this does not mean that the standards themselves should be blurred. There are indeed a number of aspects of library service for which we have not felt able to formulate precise standards in numerical or quantitative terms, either because we have not sufficient material to do so or because the aspects in question do not lend themselves to this kind of treatment. In these instances we have attempted no more than to identify and describe the factors which constitute the efficiency of a library service and to emphasise the importance which we attach to them, in the hope that this identification of factors will form the basis of future studies (e.g. by the proposed advisory councils for England and Wales) and will be a useful guide to those whose task it will be to assess the efficiency of individual authorities. But wherever possible we have attempted to suggest actual standards, bearing in mind that these must be applied not blindly but with regard to local circumstances in each case. We are convinced that the formulation of standards of library service in clear terms over as wide a field as possible is essential both as a basis for judging the efficiency of any particular authority and as an incentive to all library authorities, large and small.

8. The standards to be found in this report are based on the best current practice of some of the better authorities in England and Wales. If they were generally adopted, we are confident that the quality of library service in England and Wales would rise considerably over the country as a whole. We must emphasise, however, that standards based on current practice are bound to stop far short of the ideal, considering that in our view the level of efficiency in the public library service is at best imperfect and at worst leaves a great deal to be desired. We hope, therefore, that the achievement of the standards recommended by us will never be regarded as a ground for complacency or for the relaxation of effort. We believe that many authorities can and should do better still, even in the near future. As for the years to come, we have no doubt that progressively higher standards will be set as the importance of the public library service to the life of the nation comes to be increasingly realised. It is possible also that the relative importance of the different services which public libraries provide or should provide will change in response to new developments in the life of the community. The periodical review of standards should, we suggest, be one of the main functions of the proposed advisory councils.

9. Before proceeding to a closer discussion of standards, there are two further observations which we wish to offer by way of explanation. First,

we have decided that it would be wrong to define standards in terms of expenditure, per capita or otherwise. We have taken this decision partly because prices change, and partly because high expenditure by an authority is not necessarily a sign of efficiency. The most important thing is the standards of service themselves, and it is in relation to these that questions of cost fall into their proper place. Secondly, we think that great confusion can follow if comparisons in matters of library efficiency are always made between one *authority* and another. The basic library unit which we have postulated for the purpose of establishing standards, and on which are founded the standards to be adopted by larger units or systems at all levels of population, is the smallest unit capable of providing an adequate library service—as we define it—for the population which it serves. In some cases this unit will be an independent library authority, while in others it will be a branch of a county system or of a large city library. Whatever the status of the unit, the service which it ought to provide in all major respects should be the same, bearing in mind what we say later in our report about the complementary requirements of good service on the spot and access to wider resources. It follows that in the case of smaller independent library authorities, the correct comparison is often not with other independent authorities but with branches of larger systems. For the purposes of assessing comparative standards careful attention must therefore be paid not only to the larger systems as a whole but to their constituent branches. Only by comparing like with like is it possible to avoid confusion and to view the whole matter, as we think it should be viewed, from the standpoint of the efficiency of the service which the individual citizen may expect to receive.

## Chapter II

### OBJECTIVES AND FUNCTIONS OF THE PUBLIC LIBRARY SERVICE

10. Any examination of standards of efficiency in the public library service must start with an attempt to identify and describe the key points in the service at which efficiency is specially important. The success of this attempt in turn depends on a clear appreciation of the objectives which a public library service strives or should strive to achieve in the present age. We therefore consider it necessary to review these objectives briefly, although they have already received the attention of many authorities, including the Roberts Committee.

11. The first point which we wish to stress is the need for a positive rather than a perfunctory approach to the public library and its duties. After referring to the expansion of the public library service since the days of the Kenyon Committee,\* the Roberts Report predicts† that this expansion will continue as a result of the greatly increased provision of secondary and university education and the greatly increased numbers of

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\* Board of Education, Report on Public Libraries in England and Wales, 1927, Cmd. 2868.

† Paragraph 30.

people receiving scientific and technological training. The truth of this prediction is at least as apparent today as it was when the Roberts Report was written. It is impossible to isolate the public library service from what is happening in the world outside it and, in particular, from developments taking place in the educational field.\* The greatly increased number of people receiving secondary education beyond the age of 15 and of those receiving all forms of higher education, will make increasing demands on public libraries for books and information. The public library service can help to ensure that the heavy public and private expenditure on education and training is productive not only in economic terms but also in terms of human happiness. It can also in large measure fill in the gaps in the knowledge and awareness of those people whose education and training has necessarily been of a specialised nature.

12. We have thought it necessary to re-emphasise the importance of the public library service as a great and developing national asset, since in our opinion this conception is fundamental to any adequate survey of the functions which public libraries should be expected to perform. We shall now look at these functions in some detail, before proceeding to the full consideration of factors and standards of efficiency which is the subject of the following chapter.

13. When we say that public libraries should be expected to perform certain functions, we mean, first and foremost, that there are certain functions which should be within the capacity of any library unit setting out to provide the basic range of library service to its readers. This concept of the basic library service to which we have already referred at the end of Chapter I, is in our view extremely important. In many respects the scope of a public library increases in relation to the size or density of the population served ; thus it would be fruitless to compare at all points the service provided by the central library in a great city with that provided by the public library in a small market town. At the other end of the scale there are areas where the population is too small or too sparse to justify the provision of a full library service, and where reliance must be placed on mobile units or small branches. But the great majority of the population of England and Wales live within reach of a public library which should provide the basic range of library services, and it is at this point that the concept of the basic service becomes applicable. As we have indicated, this service should be the same in all major respects whether the library unit providing it is an independent authority or a

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\* The Ministry of Education has forecast that, simply on the basis of recent trends (i.e. without allowing for the raising of the school leaving age), the number of 15-18 year olds in school in England and Wales will increase from 500,000 in 1961, to 800,000 in 1970. This will be matched by developments in higher education. The Government hopes that the number of university places in Britain will increase from 110,000 in 1961 to 150,000 in 1966, and perhaps to 170,000 in the early 1970's. The planning figure for full-time and sandwich course students taking degree or equivalent courses in the colleges of advanced technology is 21,000, compared with 7,500 in 1960-61. In addition, a considerable increase is expected in the number of full-time students in other technical colleges taking comparable courses. The expansion programme for the teacher training colleges, which contained 37,000 students in 1961, provides for an extra 25,000 places by about 1966. On the basis of these plans for the universities and the training colleges, the National Advisory Council on the Training and Supply of Teachers has forecast in its seventh report that the number of teachers in maintained primary and secondary schools alone will increase by 50,000 between 1960 and 1970.



branch of a larger system ; and in some fundamental respects the requirements which can be laid down for the basic service remain valid all the way up the population scale.

14. The most important functions of the library unit as thus defined will relate to the provision of books and other printed material. As the Roberts Report says,\* the essential function of a public library, which should take precedence of all ancillary services, is to supply to any reader, or group of readers, the books and related material for which they ask. This function has two aspects, both of which need to be clearly recognised. The first is the provision on the spot of a wide range of books and related material, for reading in the home or for reference in the library itself. The second is the ready access which a public library should afford to the far wider range of material which is not and cannot be immediately at hand. This second aspect is only to a very limited extent alternative to the first, since there is no substitute for a good stock of books and other material. It is, however, an important requirement in its own right ; and its importance may increase in the future, if the demand for specialist works increases and if the traditional "amenity" service of the public library is partly replaced (as has already happened to a certain extent) by television and the paperback. Whether the requirement can best be met by the growth of authorities covering large population areas, or whether it can equally be met by smaller independent authorities in co-operation with each other and with larger systems, is a matter of opinion. We are here concerned with the requirement itself, not with the methods by which it is to be satisfied. Every public library should be not only a storehouse in itself but a gateway to the full resources of the region and of the country. Unless a public library fulfils both these functions (or aspects of a single function, as we have hitherto described them), it is not doing its job properly ; and everything which we say later in this report about either of the two must be read against the background of the need for the other.

15. The need for a public library to provide ready access to resources beyond itself is easy to state but difficult to define in quantitative terms. It is not, therefore, very susceptible of detailed treatment. On the other hand the need for a public library to maintain its own resources of books and other material lends itself readily to analytical and statistical study and this matter is therefore extensively covered in our next chapter. It is also the subject of some, though not all, of the comments on the more specific functions of public libraries which occupy the remaining paragraphs of the present chapter, and which are largely based on the observations in paragraphs 31-33 of the Roberts Report.

16. First, the material provided by a library must cover a wide range, must be well balanced and must include new books and older standard works suited to the particular needs of the area. There are bound to be local differences which will dictate the provision of a higher proportion of one type of material than another, but we believe that any community served by a public library, whether that community be large or small needs immediate access to much the same range of material. (This is particularly true in the case of non-fiction material and in the case of fiction of lasting quality.)

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\* Paragraph 31.

This material must be kept up to date and in a good and attractive condition by constant replenishment and renewal.

17. Secondly, we consider that all libraries should take steps to help the reader find books suited to his interests by providing essential bibliographical tools, by developing readers' advisory services, and by publishing select book-lists, bulletins, and arranging book displays. The lack of effective guidance to readers in some libraries could in this way be remedied and more information obtained about the real needs of the public of all age groups and at all educational levels.

18. Thirdly, all libraries should make special provision for children and should do all they can to ensure that children are encouraged to use the library. They should also endeavour to cater for the special needs of young adults. This is a difficult and challenging task in view of the many diversions open to the adolescent and the young adult of to-day. The Albemarle Committee\* has referred to the part which the public library can play in connection with the need to stimulate in young people a variety of skills and interests.

19. Fourthly, we consider that the provision of an adequate reference and information service is essential. The information sought in a public library to-day ranges from the simple to the highly complex, and is increasingly of a scientific and technical nature. Such inquiries call for trained staff and for the provision of varying amounts of bibliographical and other source material. Every library should contain a reference section where the reader will be able to consult the standard encyclopaedias, directories, bibliographies and other works of reference as well as some more specialised material (e.g. relating to local history and local industries and professions) and an adequate selection of periodicals, and to obtain personal assistance from the staff in finding information which he may need. The full range of specialist reference material cannot, of course, be provided at all public libraries, but there should be at all significant service points a reasonable amount of quick reference material. To avoid unnecessary duplication of public provision of scientific and technical material both for reference and lending purposes it is desirable for the public library to work in close association with the libraries of local technical colleges and of other educational institutions and with specialised libraries in other organisations.

20. Fifthly, we would draw attention to the role of the public library as a centre of cultural life. Public libraries, since their inception, have been one of the principal centres of cultural life in the community. The extent to which this has been the case has depended not only on the availability of other cultural facilities but on a number of factors, notably the attitude of the library authority and the facilities the library buildings have to offer. While the public library and the staff obviously cannot be regarded as responsible for all forms of cultural activity in a community, we have noted from the replies to our enquiries that many public libraries provide lectures, record recitals, exhibitions of various kinds and accommodation for society meetings and adult education groups. Most public libraries are also associated with the schools and other educational institutions in their

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\* Ministry of Education, The Youth Service in England and Wales, Cmnd. 929, 1960 (paragraphs 199-201).

areas and with the educational and cultural work of local societies. These activities are not only valuable in themselves but help in carrying out the library's function of promoting the use of books.

21. Sixthly, the public library has for a long time been the resort of the student. We refer particularly to college and university students both in term-time and vacation, but we also have in mind senior pupils in secondary schools, part-time and day-release students at technical colleges, adult students attending evening classes and students working entirely on their own. Libraries provide all these, in varying degrees, not only with room to study but with many of the books they need. We hope that the pressure on library accommodation will be relieved as adequate university and college buildings are provided, but a need will remain for the public library to help the student with both books and room for study. We consider that all public libraries must be prepared to play their part in meeting this need, not only for students in educational establishments but for students working on their own.

22. We have attempted in the above paragraphs to set out briefly what we regard as the main functions of a public library. A fuller examination of these and other functions is to be found in Chapter III.

### **Chapter III**

## **FACTORS AFFECTING THE EFFICIENCY OF A LIBRARY SERVICE AND STANDARDS PROPOSED**

### **A. GENERAL**

23. We endeavour in this chapter to set standards in precise terms wherever possible. In doing so we consider first and in greatest detail the basic service to which we have already referred. It is impossible to lay down a precise minimum area or population which can sustain such a service, since considerations other than area and population affect the issue: for example, whether the area is compact or scattered, what are the main local industries and occupations, whether there are any exceptional educational and cultural demands made on the library, whether the area is itself a centre to which people are drawn or is part of a larger urban area. We then suggest a general standard of library provision which applies equally to communities of all sizes. Subsequently we propose certain standards, first for libraries serving populations for which more than the basic service will be necessary, and secondly for branches serving populations too small to justify a basic service. We also deal with other aspects of the work of a library, with the standards of staffing and with the provision of library premises. Finally, there is the very important question of access to library materials which, as we have said in Chapter II, does not lend itself to such detailed treatment of standards. We are convinced, however, that there is room for considerable improvement in this respect by means of co-operative arrangements at the local level and we think that

these arrangements are sufficiently important to warrant treatment in a separate chapter. We therefore deal with them in Chapter IV.

24. In sending out our main questionnaire to 53 of the libraries in England and Wales with expenditure per head of population on library materials above the average we set out to make a thorough review of current library practice.\* Although book expenditure was the major consideration in our selection of libraries, we were also concerned to include libraries representing different types of community and situated in different parts of the country. The returns which we have received, and which we have summarised in Appendix II, consequently show considerable variation. They are, nonetheless, a fair indication of what is being provided by some of the more progressive authorities in a variety of circumstances.†

25. The two main factors which best lend themselves to detailed and statistical analysis are the provision of library materials and staffing and we have concentrated our enquiries largely on these. We feel able to give guidance in respect of these in both quantitative and qualitative terms. For reasons which we shall explain we have not been able to make as complete a survey as we should have liked into library premises, or to prescribe comprehensive standards for these. Many other relevant factors can at present only be identified and a standard described in general terms. Some facets of library service, such as the number of books issued and the percentage of registered readers to population, relate to use rather than provision and are, therefore, not suitable as the basis of standards for the latter. They could at best be used as a cross-check, and even for this purpose they would require the closest examination if they were not to be seriously misleading.

## B. STANDARDS FOR LIBRARY MATERIALS

### EXAMINATION OF EVIDENCE PRODUCED AND CONCLUSIONS ON SPECIFIC POINTS RELATED TO A BASIC LIBRARY SERVICE

26. The Roberts Committee made no recommendation about the minimum size of book stocks but concentrated attention on the minimum amount of

\* We obtained information from the following library authorities and, in the case of counties, also from certain local units of library service.

	<i>Population</i>		<i>County Boroughs, Metropolitan Boroughs, Boroughs and Urban Districts</i>	<i>Counties and County Units</i>
A	over 300,000	... ..	3 (10)	6 (25)
B	100,000-300,000	... ..	8 (66)	2 (18)
C	60,000-100,000	... ..	8 (64)	1 (8)
D	40,000- 60,000	... ..	6 (72)	1 (4)
E	30,000- 40,000	... ..	7 (44)	6
F	20,000- 30,000	... ..	6 (44)	7 } County
G	10,000- 20,000	... ..	5 (68)	9 } units

The figures in the brackets show the total numbers of library authorities (or joint libraries) in these categories.

The term "county units" is used to describe county branches with their sub-branches and mobile libraries covering urban populations between 10,000 and 40,000. Only in Wales are there county library authorities with populations below 40,000, which are not associated with a larger county, and none of these was included in the survey.

Our survey of the more progressive libraries, as will be seen in Appendix II, covered all aspects of library service. The statistical information given in Appendix II is not limited to those factors of library provision for which we recommend standards, since we think the information as a whole will be useful for library authorities and librarians as a study of library provision.

† Expenditure incurred on behalf of education authorities on books for school libraries has been, as far as possible, excluded from our calculations.

material which should be purchased annually. Basing themselves largely on evidence put forward by the Library Association, they envisaged an annual acquisition of 3,000 adult non-fiction titles and another 3,000 titles to cover adult fiction and children's books. They estimated the cost of these 6,000 books at about £3,600. Allowing an additional £1,400 for duplicates and replacements, they stated that "if the public in any area is to enjoy reasonable access to books of general significance, the smallest library authority should be able to spend not less than £5,000 a year on the purchase of books of all kinds for the public library".\*

27. As we have said in Chapter I, we do not consider it desirable to lay down standards in terms of expenditure. We have, however, followed the Roberts Committee in concentrating on annual purchases rather than on total book stock and our general conclusions are not far removed from theirs, though they differ in detail. In the case of adult non-fiction and reference books, as opposed to fiction and children's books, we have set our standards in terms of titles rather than of volumes because of the great importance of subject coverage in these categories.†

28. The number of British books published annually continues to increase but we have noted that the number published between April, 1960 and March, 1961, excluding music, was approximately 24,000 made up as follows: adult non-fiction 19,000; adult fiction 3,000; and children's books 2,000‡. These figures show how important in the measurement of a library's efficiency is the extent to which it offers an up-to-date selection of adult non-fiction material for loan or reference.

#### (a) Adult Non-Fiction

29. We have made a detailed examination of the adult non-fiction items entered in the *British National Bibliography* for one month in 1960 and we consider that of the 19,000 adult non-fiction items published in that year some 5,000 to 6,000 were suitable for inclusion in the lending stock of any small or medium sized library. The real significance of this figure is that it represents the body of material from which even the smallest library to be efficient must make an extensive choice.

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\* Paragraph 62.

† Except where we specifically limit its application, the term "book" and the term "title" are used here and elsewhere in the Report to mean any items of printed material, e.g. book, pamphlet or music score, which form a complete work. A "book" or "title" may be published in one or more volumes. By "pamphlet" we mean an independent publication consisting of a few leaves of printed matter; the majority of pamphlets do not exceed 32 pages.

‡ These figures are based on the number of entries appearing in the *British National Bibliography*, which is compiled from the books and pamphlets deposited at the Copyright Office of the British Museum. The list is primarily of new titles (although excluding certain H.M.S.O. publications with limited interest), but includes also entries for new editions and for books re-issued in a different format. During the period we studied the *B.N.B.* included American publications which had a British as well as an American imprint and American publications handled in Great Britain by sole agencies. The latter category, which accounts for some 2,500 to 3,000 entries a year, is now no longer included.

There are also some 2,300 music scores listed each year in the *British Catalogue of Music*, which is a record of music—with the exception of modern dance music and certain other types of popular music—published in Great Britain. In addition it records foreign music available in this country through a sole agent and books about music, but this latter category is also listed in the *British National Bibliography*. The *British Catalogue of Music* is based upon the material deposited at the Copyright Office of the British Museum.

30. There is, in addition, a wide range of current British material from which a small or medium sized library would be expected to select only a very limited amount. For example, it would wish to buy material of purely local interest (e.g. relative to local history and local industry), it might be obliged under regional and national co-operative schemes to buy some small part of the output of highly specialised material, and it would have to buy a limited amount of reference material of general or of particular local interest from a very extensive range. We are satisfied that the range of additional material referred to in this paragraph extends to at least a further 5,000 titles.

31. Finally—and it is quite impossible to indicate the extent of this material—libraries have regularly to purchase books published in previous years, American and other foreign publications as well as music scores.

32. We asked the libraries surveyed to tell us the number of British adult non-fiction books purchased which were listed in two months (May and October, 1960) in the *British National Bibliography*, and from this we obtained estimates of their annual purchases of this material. A number of the libraries (not all were able to do so) checked our estimates of the current British books they had purchased, and added their purchases of British books published in previous years, and of foreign material. This gave us actual figures or close estimates of the total number of all titles fresh to the libraries which had been added during 1960-61. This information we summarise in Table XI.\* Apart from a few notable exceptions, the general pattern which emerged was as follows:—

- (i) as expected, the very large municipal and county authorities added a high proportion of the new British books published, and purchased a very high total number of new items of all kinds ;
- (ii) authorities with over 100,000 population, both municipal and county, purchased appreciably more new titles than those with populations under 100,000 ;
- (iii) the returns from those with populations between 30,000 and 100,000 were not appreciably different from each other ;
- (iv) the purchases of those with populations below 20,000 were at a distinctly lower level.

33. We also obtained information, given in Table IX, about the rate of turnover of stock. From this information a good deal can be deduced about the topicality and physical condition of the books in the libraries and about the useful life of the different categories of books. These factors are relevant in any consideration of standards of book acquisition.

34. We also felt it necessary to examine, as far as we were able, the quality, range and up-to-dateness of the books in the libraries surveyed. We therefore asked the libraries concerned to give us information which would enable us to judge how well they were covering in their adult non-fiction purchases various subjects or categories which we considered important. We sought information as regards (a) expensive titles, (b) recently published non-fiction books covering a wide range of interests, (c) books covering narrow ranges of interest, (d) books covering a topical specialised subject, and (e) the

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\* Here and subsequently the Tables referred to are those in Appendix II.

books published in a given month in three of the main subject classes of the *British National Bibliography*.<sup>\*</sup> The information derived from these tests is given in Tables XI to XX. It illustrates more clearly than any general figures can the extent to which the collections of materials in individual libraries can be expected to serve and anticipate the reasonable needs of their readers.

35. The more expensive books are fairly well covered by the cities and counties with over 300,000 population. There is then a sharp drop between 300,000 and 100,000 and a further sharp drop in most libraries below 100,000 (Table XIII). It is hard to escape the conclusion that, except in the largest libraries, the high price of a book has a considerable bearing on the decision to purchase it, and that a reader has, on the whole, less chance of finding the more expensive books on the shelves of his own library the lower the population it serves. In branch libraries there may be fewer of the more expensive books immediately available than in independent libraries serving comparable populations, but these can often be obtained from within the system without recourse to formal inter-library lending machinery.

36. To judge by the number of recently published general non-fiction books and the currently popular specialised books bought by the libraries surveyed (Tables XIV to XVII), the provision of non-fiction, both specialised and of more general interest, cannot be regarded as satisfactorily covered except in the case of very large libraries. We think that Tables XIV to XVII provide the strongest evidence of the need to strengthen book stocks, even in many of what are now regarded as the best libraries. It seems, for example, far from satisfactory that:

- (a) Out of a list of 106 current non-fiction books thought suitable for any public library, five of the fourteen municipal libraries serving between 40,000 and 100,000 had less than a half and the median figure for titles held by the seven municipal libraries serving from 30,000 to 40,000 was 50. The comparable figures for counties

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\* Libraries were asked to check their holdings of titles from the following lists of books:—

- (a) titles listed in the May and October, 1960 issues of the *British National Bibliography* analysed as adult fiction, adult non-fiction, children's books, all reference books and titles costing 25s. and over (Tables XI (a) (i), XI (b) (i), XIII (b), XIX);
- (b) titles in social sciences, natural sciences and useful arts (classes 300, 500 and 600 of the Dewey Decimal Classification) listed in the April, 1961 issues of the *British National Bibliography*; libraries reported the individual titles held and these were analysed by cost and by the number of libraries which had purchased each item (Tables XIII (c) (d), XVII);
- (c) a select list of British non-fiction books of general interest published during 1960-61, which was drawn up for the Working Party by the staff of a municipal library, analysed by titles held, titles costing over 40s. and the number of volumes held (Tables XIII (a), XIV);
- (d) two readers' guides to books on subjects of general interest (archaeology and photography) published by the County Libraries Section of the Library Association, analysed by titles and number of volumes (Table XV);
- (e) a book list on a topical specialised subject (the European Common Market) compiled by the staff of a city library and published by the Library Association, analysed by titles and number of volumes held (Table XVI);
- (f) a list of suggestions for initial basic stock for a medium-sized reference library, published by the Reference, Special and Information Section of the Library Association (Table XVIII);
- (g) a select list of children's books, which was drawn up for the Working Party by the staff of a county library (Table XX).

were equally unsatisfactory, since the two counties between 40,000 and 100,000 held 70 and 59 titles and the median\* figures for titles held by six county branches serving populations of 30,000 to 40,000 were only 45 and 44.

- (b) of the 358 titles listed in the *Readers' Guide to Archaeology*, ten of the fourteen municipal libraries serving 40,000 to 100,000 held less than half and seven less than a third. In the 30,000 to 40,000 population group of municipal libraries only two held more than a third. Both the county libraries between 40,000 and 100,000 held less than half and all the county branches serving between 30,000 and 40,000 less than a third.
- (c) Of the 476 titles listed in the *Readers' Guide to Photography* only three of the fourteen municipal libraries serving 40,000 to 100,000 population held half and six held less than a third. Five of the seven municipal libraries in the 30,000 to 40,000 group held less than a third of the titles. The two counties serving 40,000 to 100,000 held approximately a third of the titles and none of the county branches serving 30,000 to 40,000 reached this figure.
- (d) Apart from a borough with a large day-time population, the median figure of titles held for municipal libraries in the 40,000 to 100,000 population group was only 34 titles out of the 314 listed in the Technology and Useful Arts class in the April, 1961, issues of the *British National Bibliography*. Having reached the conclusion recorded in paragraph 29 above that some thirty per cent of the adult non-fiction items listed in this publication were particularly suitable for small and medium size libraries, we looked for a reasonable proportion of about 90 titles in the libraries surveyed. In the 30,000 to 40,000 group of municipal libraries the median was only 22 titles. The two counties in the 40,000 to 100,000 groups added 31 and 23 titles and the median numbers added to county branches serving 30,000 to 40,000 were 18 and 13.

37. The results of both the general and the more selective enquiries into bookstocks illustrate clearly that the levels of book provision of authorities with populations above 100,000 is markedly superior to that of authorities below 100,000, though in particular categories many of the smaller authorities may be doing well and many of the larger authorities may still be providing inadequately. We also note the striking differences which often exist between the practice of authorities within the same population group. The highest, lowest and median figures we quote in the tables clearly illustrate this point.

38. The Roberts Committee broadly accepted the view of the Library Association that 3,000 new adult non-fiction titles should be added annually. Very few municipal libraries in our survey added this range of titles, and none serving under 60,000 did so. Nine of the twenty-four libraries serving under 60,000 population added more than 2,000 non-fiction titles,

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\* By "median figure" we refer to the return from the library (or libraries) which occupies the middle position, in order of magnitude, in a particular category. In the tables included in Appendix II we have quoted the highest, lowest and median figure.



but only two of them added as many as 2,300. While we have not been able to obtain comparable figures for county units, the figures for additions of adult non-fiction volumes suggest that three units serving populations between 30,000 and 40,000 may have added over 3,000 non-fiction titles in 1960-61. Other returns from these units show, however, that they did not add to stock more current non-fiction titles than municipal libraries serving comparable populations. Their higher additions of adult non-fiction must therefore have been due to their acquisition of a larger amount of less recent publications. Moreover, the holdings of titles in the various subject book-lists by these units were not greater. Finally, the bookstocks of these units were not significantly different from those in comparable municipal libraries either in total lending stock or in total open access stock. It seems probable that this different pattern is largely explained by the presence of the county library head-quarters from which supplies of the less current non-fiction books can readily be obtained and to which books may be returned when the local demand has diminished. An additional explanation is that two of the branches concerned were rapidly building up their bookstocks.

39. The conclusion we draw from this evidence is that, in terms of good current practice, the annual purchase of 2,000 adult non-fiction titles for lending purposes is, at the present time, a reasonable minimum standard for the basic service. We include in this figure new editions of titles already in stock. We exclude pamphlets and also books purchased specifically for the reference department and foreign language material; for the last two of these categories we suggest separate standards. We must, however, emphasise first that this standard should be kept under review in the light of growing needs; secondly, that even today the standard is inadequate where a library is serving a rapidly growing population; thirdly, that the standard assumes an adequate, well-balanced and up-to-date bookstock and does not provide for any substantial stock revision; fourthly, that breadth and suitability of subject coverage are a no less important feature of stock maintenance policy than the number of titles added; and fifthly, that the minimum provision proposed must be reinforced by effective arrangements for giving readers access to wider resources.

40. Even in the smallest library there is need for duplication and replacement of some items. We consider that reasonable minimum figures would be 10 per cent for replacements and 5 per cent for duplicates, which would mean the purchase of an additional 300 volumes. Our evidence shows, however, that it is not only because of increases in the population served that the duplicates figure rises and that the relationship between the number of duplicates and replacement added varies considerably from library to library (Table XI (a) (iii), XI (b) (iii)). We therefore recommend as a minimum standard the addition of 300 volumes to allow for both duplicates and replacements.

#### **(b) Reference Material**

41. According to our returns the municipal libraries cover reference books more thoroughly than the county libraries, but many items which would be

classified as reference in the former appear in a county as lending stock (Tables XI (a) (v), XI (b) (v) and XVIII). Reference enquiries can be both very specific and wide ranging, and only the largest libraries can justify the provision of a reference stock able to meet most needs. Apart from books on subjects of special local interest, libraries serving less than 100,000 population appear to concentrate on quick reference material and standard works. The main works in this category are adequately listed in the list of reference books referred to in Table XVIII(a), and we think that the amount of this material which the libraries included in our main survey possessed was inadequate in almost all libraries serving less than 40,000. Much less satisfactory is the extent to which the selected libraries, apart from the largest cities, are stocked with the specialised bibliographical tools such as abstracts bulletins and indexes to periodical literature without which they cannot do their job adequately (Table XVIII(b)). We think that such bibliographical aids should be more generally provided and that British abstracting and indexing journals, in particular, should be available not only in central reference libraries but in the large branches.

42. The Roberts Committee made no specific recommendation concerning reference material, but included expenditure on these items in their proposed book fund of £5,000\*. We suggest that every library giving the basic minimum service should provide up-to-date editions of the majority of the items in the combined lists of reference books and bibliographical tools, entitled "Suggestions for initial basic stock for a medium size reference library" and "Bibliographical tools for the larger reference library,"† or suitable alternatives, together with local history material, works on local specialised interests and appropriate pamphlet material, and should add annually a minimum of 300 items, excluding pamphlets, to augment or replace existing stock.

### (c) Adult fiction

43. The proportion of the book fund spent on adult fiction is slightly higher in municipal libraries than in counties, but the main variations are not between population groups, but within the groups. For example, the highest percentage of the book fund spent on fiction by the municipal authorities between 30,000 and 40,000 population included in our main survey was 35.6, and the lowest 14.4 (Table II(d)). Although some libraries' figures are very low, particularly in the under 20,000 group, the number of new adult fiction titles added annually varies comparatively little between population groups (Table XIX (c)). This is largely because far fewer titles are published than in adult non-fiction, but also because there is more merit in careful selection of the individual book than in ensuring a wide coverage of titles.

44. In recent years the demand for fiction, particularly of the more popular type of romances and thrillers, has tended to fall. This is no doubt due to social changes, like the development of television, and we think this trend may well continue. In these circumstances we think it reasonable to take as a standard the level of good current practice and to suggest that future improvement upon this standard will be in the quality of the books and in adequate duplication rather than in the range of titles covered.

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\* Paragraph 62.

† Included in "Reference library stocks; an enquiry into reference book provision in the rate-supported libraries of England and Wales." Library Association, Reference, Special and Information Section, 1960.

45. The Library Association, whose figures the Roberts Committee substantially accepted, suggested that every library authority should add a minimum of 3,000 adult fiction and children's titles with an unstated allowance for duplicates and replacements. The evidence from our survey suggests that this combined figure for titles is too high (Table XIX(a)).

46. We think that every library giving the basic library service should purchase annually at least 3,000 volumes of adult fiction. The element of duplication and replacement in fiction is much higher than in non-fiction, and we consider this should be at the rate of not less than 100 per cent. This would therefore allow for the minimum purchase of some 1,500 titles, equivalent to half the total British output. This figure refers only to books published in the English language. Fiction in languages other than English is allowed for separately (see paragraph 49). While a reader cannot expect to obtain from a public library newly published novels as quickly as in the more expensive subscription libraries, we think that the collection of fiction should contain an adequate representation of all adult fiction currently reviewed in the main general and literary periodicals.

**(d) Children's books**

47. Much the same conditions prevail for children's books as for adult fiction (Tables XIX(d), XX). We think that the maintenance of a high standard of quality, both as regards content and condition, is more important than the coverage of a wide range of the books published. The element of duplication and replacement here is also high, normally not less than 100 per cent. We think that every library providing a basic library service should buy annually not less than 1,500 volumes of children's books. This would mean the purchase of some 750 titles, equivalent to one-third of all the children's books published annually in this country. A higher rate of replacement than this provides for may be necessary in certain areas where unfavourable conditions may affect the wear and tear of books.

**(e) Periodicals**

48. Only the larger cities appear to be making a serious attempt to provide access to a wide range of periodicals (Tables IV, XXI). Some counties and county borough libraries supplement their own resources by arrangements with local technical colleges, and some towns take part in local schemes of co-operation which give access to many technical and commercial periodicals. We think that every library giving a basic library service should, regardless of its population, provide a basic selection of at least fifty periodicals. This should include periodicals of general and cultural interest, with the major arts and sciences represented as well as literature, and religious journals which reflect local traditions. Technical, trade and professional journals and periodicals on health, hobbies, sports and pastimes, have a place in this list, and also the better types of women's magazines and children's periodicals. In addition, libraries will need to buy extra titles to reflect local industrial and business interests, periodicals of a local or regional character, and at least three major daily papers. Even the smallest library should take some foreign, e.g. American and French, titles and junior periodicals in French and German are useful. Many periodicals have considerable reference value and suitable titles should be filed. Libraries should also co-operate as far as possible in schemes not only for listing, but for the co-operative coverage

and filing of periodicals. Arrangements for providing access to articles in scientific and technical periodicals are now approaching adequacy, thanks to the establishment of the National Lending Library for Science and Technology and to the services offered by the large city libraries. What is most needed in the smaller library systems, including large branch libraries, is the provision of the main indexes to periodical literature and of staff who are fully aware of national and area resources for the supply of periodical articles.

**(f) Foreign language publications**

49. We think it is of increasing importance that public libraries should provide a reasonable selection of fiction and suitable non-fiction books in the foreign languages which are commonly read, French, German, Italian, Spanish, and should be willing to extend the provision to other languages, e.g. Russian, if necessary. We have not sufficient evidence on which to base a precise standard for this, but we suggest that not less than 100 volumes in foreign languages should be added annually by any library providing the basic service.

**(g) Summary of the above conclusions**

50. In view of the importance of this section in our Report we think it may be useful to summarise our conclusions so far. We recommend that a library providing a basic library service should :

(a) purchase annually the following library material :

- (i) for lending purposes, not less than 2,000 titles (excluding pamphlet publications) of adult non-fiction from the new and older British publications, American and other English language publications from abroad, and music scores ; together with 300 volumes to allow for duplicates and replacements ;
- (ii) not less than 300 volumes (excluding pamphlets) to augment or replace existing reference stock ;
- (iii) not less than 3,000 volumes of adult fiction ;
- (iv) not less than 1,500 volumes of children's books ;
- (v) a basic list of not less than 50 periodicals of general interest, with additional titles reflecting local industrial and business interests, periodicals of a local or regional nature and at least three major daily papers ;
- (vi) not less than 100 volumes of fiction and suitable non-fiction books in the most commonly read foreign languages ;

(b) maintain in its reference departments up-to-date editions of the majority of the items listed in the publication referred to in paragraph 42 or suitable alternative titles.

51. Excluding the periodicals, the items listed under (a) above involve an annual addition of at least 7,200 volumes. Any provision of library service to schools or other institutions on an agency basis should be additional to this.

**A STANDARD OF GENERAL APPLICABILITY BASED ON RELATION OF ANNUAL ADDITIONS TO POPULATION**

52. Hitherto we have attempted to define library standards by examining all the broad categories of printed material which go into the making of a library and we have reached certain conclusions about the minimum annual additions

in these categories necessary for a library providing the basic service. Our conclusions have not been specifically related to the size of population involved. We have noticed, however, from the replies to our main questionnaire that for all sizes of authorities there is a remarkable similarity in the best practice in the total annual additions both of volumes in all categories and of adult non-fiction volumes for lending and reference purposes, in relation to population. Thus of the 43 municipal libraries in our main survey 16 added over 250 volumes per thousand population during 1960-61 and a total of 20 authorities did so during one or more of the three years 1958-61. Six county library units exceeded this ratio in 1960-61 and eight during the period 1958-61 (Table X(a)). The best municipal authorities in all groups purchased more than 90 adult non-fiction volumes for lending and reference purposes per thousand of the population and at least one county and two county units did so (Table X(b), X(c)).

53. These facts seem to indicate that a provision of not less than 250 volumes of all kinds and of not less than 90 adult non-fiction volumes for both lending and reference purposes per thousand population can be stated as a standard for general application in its own right, provided that at least the basic requirements set out in paragraph 50 have also been met. The setting of such a standard would be reasonable since it is indisputable that an efficient library service, in addition to maintaining an adequate range of materials, should also provide material in sufficient quantity to make a suitable selection reasonably available to all sections of the community served.

#### SOME IMPLICATIONS OF THESE STANDARDS

54. We have suggested two complementary standards for annual additions; 250 volumes per thousand population served (including 90 volumes of adult non-fiction for lending and reference purposes) and annual additions in various categories which (excluding the periodicals) amount to 7,200 volumes. The first of these standards is intended to apply to all libraries, the second to those providing the basic service. Reading these two standards together three conclusions seem to follow.

55. First, a library serving a population of substantially less than 30,000 will be unable of its own resources to provide the total annual additions necessary for a basic library service unless it increases the additions per thousand of the population to a figure higher than 250, with a consequent increase in the per capita cost. This applies whether the library is an independent authority or a branch of a larger system, but in the latter case (as we know from the practice in the more progressive counties and large cities) the circulation of currently useful books among branches can help in maintaining a good range of fresh titles on the shelves (Table XII). In other words, the supply of books to the public in the branch of a larger system is not limited to the range of titles immediately available at any one time. It is possible that the same results would be achieved at comparable cost by a group of small authorities pooling their resources, but only if they were willing and able to integrate their respective bookstocks to a much greater extent than is provided by present schemes of co-operation.

56. Secondly, the combination of the two standards suggests to us a basis of provision for libraries serving higher populations. We deal in detail with the requirements of larger communities in paragraphs 58 to 64.

57. Thirdly, it seems to us that the standard of provision per thousand of population of 250 volumes in total and of 90 adult non-fiction volumes for lending and reference purposes can usefully be applied by library authorities to the provision in their branch libraries which serve populations too small to justify the basic service. We consider the needs of these branches in paragraphs 65 to 67.

#### STANDARDS RECOMMENDED FOR LIBRARIES PROVIDING MORE THAN THE BASIC SERVICE

58. We must emphasise that the minimum standard of adult non-fiction additions which we have recommended in paragraph 39 above is only designed to ensure a reasonable representation of different topics and of the major points of view in more speculative subjects. Only in a limited number of cases (mainly books giving factual information) can one book be an adequate substitute for another. Books whose value depends on their interpretation, presentation or emphasis are not readily replaceable by others. Purposive readers, let alone serious students, will therefore need to have recourse to a much wider range of non-fiction titles than we have suggested for the basic service. It follows that higher proportions of the adult non-fiction titles published annually will need to be provided in libraries serving populations above those for which the basic service is appropriate.

59. In the case of such libraries, schemes for regional and national inter-library co-operation cannot be relied upon to meet deficiencies to more than a marginal extent. The main object of these schemes is to make available publications, old, expensive or specialised, for which there is limited demand and the regional and inter-regional subject specialisation schemes are mainly designed to ensure that one or more copies of all items published in Britain since January, 1959 can be located in and will be preserved by some library in the national co-operative system. Clearly the objectives of preservation and use conflict with each other to some extent, but although the main intention is that material purchased under schemes shall be used, provision for the needs of readers in the future is incompatible with the extensive use of such materials which would result if the larger libraries did not make adequate local provision.

60. We consider that overall standards of non-fiction provision will be secured by our recommendation that 90 adult non-fiction volumes for lending and reference purposes be added for every 1,000 population served. However, our evidence has shown that the range of titles available in all but the largest libraries is inadequate and we think it necessary to recommend standards for the number of adult non-fiction titles to be added annually. The difference between the standards for titles and for volumes will, of course, be accounted for by the provision of duplicates and replacements.

61. In paragraphs 39 and 42 we have recommended the minimum provision of 2,300 adult non-fiction titles for libraries giving the basic service and we

have indicated in paragraph 55 that, this standard may be attained by libraries serving around 30,000 population, without increasing the recommended minimum scale of acquisition in relation to population.

62. We consider that in a community of about 100,000 population there would be a sufficient range of demand to justify the provision of nearly all of the 5,000 to 6,000 basic titles which we have referred to in paragraph 29, and that in addition there would be need for a proportion of the more specialised books referred to in paragraph 30. We therefore recommend that libraries of this size should add some 5,500 adult non-fiction titles annually. Libraries serving between 30,000 and 100,000 should add annually the appropriate proportion of non-fiction titles within these two standards of 2,300 and 5,500 titles. We suggest, therefore, that libraries should add approximately 500 additional non-fiction titles for every 10,000 of population served up to 100,000.

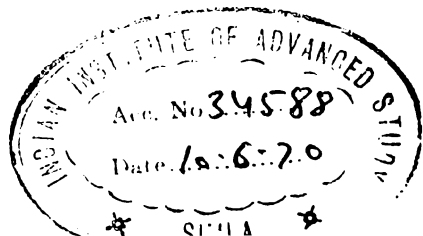
63. We realise however that, although the proportion of duplicates added will rise with the population served, the rate of duplication necessary in a library will also depend on factors such as the number of service points to be stocked. We therefore do not suggest specific standards of non-fiction titles for each population group, preferring to express standards in these general terms.

64. So far as larger authorities are concerned, we cannot lay down precise standards. However, we consider that authorities with populations over 100,000, both county and municipal, will need to purchase not only the basic titles we have referred to in paragraph 29, but substantial proportions (which will increase not only with population but with regional responsibilities which have been assumed) of the more specialised books referred to in paragraph 30, as well as government publications and many of the other pamphlets published in Britain. We would expect the largest authorities to provide almost the whole range of the 17,000 or so British non-fiction publications. Large libraries will also need to add very many American and foreign language publications.

#### STANDARDS RECOMMENDED FOR BRANCHES WHERE THE PROVISION OF A BASIC LIBRARY SERVICE IS NOT PRACTICABLE

65. In the case of full-time branches serving populations too small to justify the provision of a basic service, we think that adequate standards of local provision can be assured on the basis of our recommendation that 250 volumes (of which 90 are non-fiction) should be added annually per 1,000 of population. We recommend that the majority of these books should have been published during the previous year, since users of a branch library require reasonable access to new publications. In addition branch libraries in this category should, of course, receive full support from the system of which they form a part. Such support should include the regular exchange of part of the stock of the libraries in the system, the supply on loan of material such as music scores, sets of plays and foreign literature and the circulation of special subject collections with accompanying display posters and booklists (Table XII).

66. Circulation of bookstock should not be carried to the point where it seriously disturbs the balance of stock in the libraries concerned. It is



necessary to ensure that those seminal and standard works which provide a point of reference in the study of a subject are permanently represented in as many libraries as possible. Similarly, in the field of adult fiction and children's books, the most important authors should be adequately represented on the shelves of all but the smallest libraries.

67. We have not attempted to lay down standards for part-time branches, library centres, mobile branch libraries and small rural travelling libraries. There are, however, many questions relating to these units which require further study, for example, standards of provision, hours of opening, frequency of mobile library visits, adequacy of staffing and the arrangements for supplying requested books. In the compass of this report we can do no more than draw attention to these points.

## C. STANDARDS FOR OTHER SERVICES

### Service to Readers in Lending Departments

68. The display of books on topical subjects and of recommended books in various categories is an important aspect of the service of lending departments and branch libraries. Many readers find valuable the booklists of new books and of books on various subjects, annotated or otherwise, which are issued by the more active libraries, by the Library Association and other organisations. A few libraries publish bulletins which include articles and announcements of local interest. These activities make an essential contribution towards the library's task of encouraging the use of books for information and informal education as well as for recreation.

69. Everything possible should be done to draw attention to book resources beyond those available locally. This may be partly achieved by the provision of catalogues, bibliographies (particularly the *British National Bibliography*) and booklists, but it is equally important that qualified staff should be available to assist the reader. Many libraries now have a separately staffed desk for giving advice and dealing with readers' enquiries about books, though inadequate staffing often makes it difficult to keep the desk manned during busy periods. We consider such a readers' advisory service essential both in central libraries and in the larger branch libraries. In smaller branch libraries, it is desirable to have a qualified member of the staff accessible during all hours of opening. Where this is not practicable, as in part-time branches, there should be regular liaison with qualified staff and good telephone communication with the headquarters library.

70. Readers should be fully informed of facilities for reserving books in stock and obtaining books from other libraries. The Roberts Committee recommend\* that any charge for reserving books or for borrowing books from another library should be limited to the postal costs of notifying the reader when the book is available. While agreeing with this recommendation, we consider that the return postage on books sent to a reader's home in rural areas can reasonably be a charge on that reader.

### Reference Service

71. Our survey indicated that reference libraries were well used. The returns showed that twenty to thirty people used reference departments and ten to

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\* Paragraphs 120 and 122.



twenty enquiries were received in one day per 10,000 population in all population groups. There was little discrepancy between county branches and smaller municipal libraries but large municipal libraries handled many more enquiries than counties as a whole. Many libraries reported inadequate reference accommodation for users. The provision of reference seats varied from one seat per 1,000 population to one seat per 5,000 population. The number of reference books on open access ranged from over 50,000 in a large city to about 2,500 in towns of 40,000 population. Libraries in a few towns below 40,000 had collections of up to 8,000 books. Only seven of the 22 county branches had more than 1,000 books on open access for reference only.

72. As has already been indicated it is possible to distinguish various levels of reference provision appropriate to different population groups. Libraries serving under 100,000 population normally concentrate on quick reference material, standard works and local history materials, with additional representation of subjects of local interest. Libraries serving populations between 100,000 and 300,000 usually provide a much wider range of reference material, including many pamphlets, but their scale of provision will be affected by their distance from the nearest large reference library. Libraries in the 300,000 to 500,000 population group will generally, and libraries serving over 500,000 will always have major regional responsibilities which call for even greater resources. This is particularly true of the large city libraries, which have developed naturally into regional reference libraries providing a service comparable in some respects with that of the national and specialised collections in London. The development of subject departments in the larger libraries has obvious advantages and makes for a higher level of service.

73. We think that there are many advantages in running a citizens' advice bureau in association with a reference library, since the enquiries received and the sources of information used in dealing with them have much in common.

74. Reference enquiries will continually make necessary the use of outside sources of information. We think that both municipal and county libraries should have arrangements with technical college libraries and, where possible, with local university and special libraries for assistance in dealing with more specialised enquiries. We also think that the various public and other libraries in an area should co-operate in ensuring the widest possible coverage of the more expensive reference books and bibliographical tools. There is some evidence of a need for a central clearing house (possibly linked with the British Museum or the National Central Library) to receive enquiries and to pass them on to the appropriate libraries or institutions. This is a service which ASLIB at present performs for industrial firms, and which the major provincial reference libraries perform to some extent for libraries in their areas.

75. A special problem is posed in the London area, which lacks the provision of a central reference library such as is found in large provincial cities. To some extent this is made unnecessary by the presence in London of many national and specialised libraries, but we think that some provision for the metropolis as a whole, either co-operatively or centrally provided, is necessary to supplement the reference libraries of the individual London Boroughs in

the future. We suggest that this problem should be further considered by the Regional Councils, to which reference is made in the report of the Working Party on Inter-Library Co-operation.

### **Supplementary Services in Lending and Reference Departments**

76. Service to readers in both lending and reference departments requires access to equipment for photocopying or other types of documentary reproduction. Material in microtext form is becoming increasingly important to supplement, and sometimes to replace, printed material even in the smaller libraries. Microreaders for transparent and opaque microtexts must be considered an essential part of the library service. Increasingly all but the smaller libraries will need to be linked with the Telex service.

### **Children's Library Services and Activities**

77. Most of the larger municipal libraries, particularly those with qualified children's librarians, some of the smaller municipal libraries and the larger county branches reported a wide range of activities for children. Apart from arranging story hours, libraries offered homework facilities, library clubs, films, talks, play reading groups, children's magazines, book exhibitions sometimes linked with book weeks, quizzes, brains trusts and exhibitions of children's art and handicraft and seasonal book fairs. Some libraries organised children helpers and a number of librarians tested for Girl Guide and Boy Scout reading badges. We consider that library work with children is an important part of public library service which calls for specially trained staff both at central and at major branch libraries.

### **Service to Youth**

78. A few libraries in our survey supplied collections of books to youth clubs, and one library also arranged for a member of the library staff to supervise these collections in the capacity of assistant youth leader during the hours of opening. While such small collections can in no way take the place of a full public library service, they may, when properly staffed and organised, serve to stimulate reading interests at an age when many young adults allow their reading habits to lapse. Special collections and displays with related booklists on topics of interest to youth have also been arranged on library premises and invitations sent to the members of youth organisations to make use of these and other library facilities. We consider it to be the library's function not only to provide library materials but to take steps to see that they are brought to the notice of those who can benefit from them; such action can be a valuable contribution to the youth service.

### **Service to Schools**

79. Most of the larger municipal libraries and all the county libraries in our survey provided books for schools on behalf of the education authority. The larger authorities, particularly county libraries, maintained permanent exhibitions of the best children's books in print to assist teachers in the selection of books for school libraries. The service provided to schools (which was not limited to libraries receiving a grant for their services) included talks in schools and to parent-teacher associations, instruction in library use to visiting parties of school children, the provision of lists of outstanding children's books, the loan of collections of material (including illustrations) for school projects,

and the provision of special library facilities for teachers. Two county boroughs had joint education-library sub-committees to secure effective liaison between the two departments. It is apparent that both schools and public libraries stand to gain if there is effective liaison between the two services, whether or not the public library acts as an agency for the provision of school library books. This agency service, which normally supplements books held permanently by schools, seems to us an administratively useful arrangement.

### **Service to Institutions and Specialised Groups**

80. The majority of the libraries surveyed provided a library service to persons in institutions, or who were otherwise unable to visit the library ; some also provided collections of books for special groups of people (Table XXVIII). The supply of books to old people's homes was in only four cases aided by a grant from the welfare committee, but services to hospitals and prisons were provided by the public libraries as agents for regional hospital boards and the Prison Commissioners. The importance of the service which public libraries are often called upon to provide for hospital patients was referred to in a recent report sponsored by King Edward's Hospital Fund for London.\* We think that public libraries should make arrangements to serve people in institutions or who are unable to visit the library for other reasons. When, as in hospitals and prisons, there may be many people requiring library services who are not normally resident locally, a payment by the institution concerned is not inappropriate.

### **Support for Cultural Activities in the Community**

81. In many cases library services extend beyond the provision of books and information (Table XXIX). Librarians are called on to give talks, often on local history or on books and libraries. Members of library staffs are frequently active either as secretaries or committee members of local societies. Ten of the 53 libraries in our survey sponsored local societies devoted to art, photography, music, literature, films, local history or debating. Other libraries helped local societies by providing accommodation, compiling book lists, arranging book exhibitions connected with their interests and giving them publicity. Some librarians had major responsibilities for cultural activities, one being manager of the library theatre with its associated exhibition hall and coffee lounge, and two being managers of the municipal arts centre. Other libraries arranged public lectures, film shows, record recitals and art exhibitions. We consider that in some areas public libraries may best promote cultural activities by supporting local societies in the ways described, but in other areas where staff and premises are available these activities may also be arranged by the library.

### **Service to Adult Education**

82. Thirty-three of the fifty-three authorities in our main survey lent sets of books to adult education classes. A number of libraries referred to the difficulties involved in lending for the duration of a course books which were

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\* " We believe that in the ideal hospital library service of the future the public libraries would be the major source of supply of books and that this would be a recognised function and duty of all such libraries." Hospital Library Services—A Pilot Survey; Report of an independent committee sponsored by the King Edward's Hospital Fund for London, 1959 (page 48).

in constant demand by other readers and of providing multiple copies of books. Only seven of the libraries provided accommodation for adult classes and few of the libraries possessed the equipment needed for such classes—projector, screen and blackboard, and supplementary equipment such as record player and piano. We consider that there should be a close relationship between public library authorities and the bodies responsible for adult education. We also consider that there should be more joint action between libraries on a regional or sub-regional basis to provide sets of books for adult education classes. The National Central Library's Adult Class Department is a supplementary source of supply, but it cannot meet from its limited resources all requests. Since in many respects public libraries and adult education are complementary services, we consider that library authorities should provide suitable accommodation for an adult class whenever possible (e.g. a room holding 20 to 40 people with appropriate equipment) and should be willing to make this accommodation available either free of charge or for a nominal sum. It is also desirable that such accommodation should be available up to 9.0 or 9.30 p.m.

#### **Lending of material other than books**

83. Thirteen of the municipal libraries in our survey provided collections of gramophone records for loan, twelve of the libraries lent both to individuals and groups but one lent only to the latter. Four libraries provided local collections of art reproductions and one library lent original paintings by local artists. We consider that the provision for loan of non-book material, such as gramophone records, art reproductions, films and other visual aids is an increasingly important part of public library service.

#### **Links with other Local Government Services**

84. In addition to the examples already given, libraries in our survey supported other local government services by arranging exhibitions of their work, by supplying them with bibliographical help and information and by editing civic information bulletins and official publicity. We commend these and similar activities (Table XXIX). A particularly fruitful instance of co-operation between libraries and local art galleries and museums was reported in one city where the art gallery lent pictures and the museum maintained display cases for exhibiting in the branch libraries. In return the library provided booklists and book displays to illustrate special exhibitions. One county library reported that museums were organised in conjunction with five of its branch libraries.

### **D. STANDARDS FOR STAFFING OF LIBRARIES**

85. There are four types of non-manual staff employed in public libraries: professional staff, professional trainees, non-professional staff undertaking general duties and clerical workers. The Roberts Committee prescribed only two minimum standards for the staffing of public libraries. First, they recommended that staff in urban libraries, excluding the chief librarian, should be employed on the basis of at least one assistant per 3,000 of population; they suggested that this ratio might be lower in county areas because the more scattered population was likely to make smaller demands on the personnel of

the service. Secondly, they recommended that about 40 per cent of the total staff should be qualified librarians.\* In making our recommendations on this subject we have decided it would be more convenient and logical to include the chief librarian as a member of the qualified staff.†

### **Provision of staff in relation to population**

86. Figures given in Table XXX indicate that the Roberts Committee's standard is too low for the municipal authorities over 40,000. Out of the 25 municipal authorities above this size included in our main survey, 20 had staff in excess of the standard, many considerably in excess of it. The Roberts Committee's standard, adjusted to include the chief librarian, is more nearly in line with good current practice in the smaller authorities as revealed by the main survey. Out of the 18 authorities with populations below 40,000, 11 had staff ratios in excess of 1:2,750. We therefore think that at the present time a minimum standard of at least one non-manual staff member to every 2,500 population should be aimed at by all libraries. This standard is based on an average use of the service, and the population figure referred to is the estimated population served, not only the resident population of the area. The staff to population ratio should be higher in the case of libraries providing more than the minimum service to schools, hospitals and other institutions. We do not agree with the view of the Roberts Committee that the ratio of staff to population would necessarily be lower in county than in municipal areas. This is the position in many counties today, but we feel that when they have provided branch and mobile libraries which effectively cover their areas, their requirements will be at least comparable to those of municipal authorities. In view of the need to maintain branches to serve relatively small populations, they may well become higher.

### **Proportion of qualified librarians to total staff**

87. The Roberts Committee also stated that if, as they considered necessary, there was to be a trained assistant in every department, branch or mobile library, about 40 per cent of the total staff should be qualified librarians.\* They did not define the term "qualified librarian" but in 1959, when the Committee reported, this could only have meant chartered librarians (i.e. Associates or Fellows of the Library Association),‡ persons holding equivalent overseas qualifications and, exceptionally, such persons as trained archivists. Since that date persons who have passed the Registration Examination of the Library Association, but are not able to satisfy certain other requirements, such as age and length of practical experience in libraries, have been recognised as qualified to hold positions in public libraries on the lowest professional grade. In considering standards we have therefore included these persons as qualified staff in addition to those categories to which we have already referred.

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\* Paragraph 68.

† This point is only significant when considering libraries serving considerably less than 100,000 population; by including the chief librarian the Roberts Committee's standard would be expressed as:

100,000 population—1:2,913; 60,000 population—1:2,857;

30,000 population—1:2,727; 20,000 population—1:2,609.

‡ Either by virtue of having passed the Library Association examinations, or by virtue of having a postgraduate diploma in librarianship and of meeting the additional requirements of the Library Association.

88. The Roberts Committee did not examine the implications of their statement about the need for trained assistants in every department, branch or mobile library. To have qualified staff on duty at all times is not easy to arrange in small branches or departments because of the long hours during which a library is open. Moreover the size and character of a department or branch library has a considerable bearing upon the extent to which a qualified librarian can be used on professional work and hence on the justification for his employment in a particular post. Finally, we recognise that the proportion of qualified staff in libraries for which centralised services are provided by a headquarters may need to be different from that in libraries not receiving centralised services; similarly the staffing of county branches many miles from their headquarters may differ from that of branches within easy reach of it. For these reasons we do not think that any simple standard can be laid down about the employment of qualified librarians in small branches and departments. We think this is a matter to be worked out by each library within the framework of overall standards of total staff and of qualified staff.

89. There is some evidence of waste of professional skill at the present time owing to the shortage of subordinate staff. The general complaint, however, is that because of the shortage of qualified librarians unqualified staff have to be employed in smaller departments and branches on work which requires the employment of qualified staff. Nevertheless we think that, with the development which will result from the raising of standards of service to the public, there will be opportunities for economising professional time by the employment of more clerical workers and by a greater use of non-professional staff for responsible duties not requiring full professional training. Indeed with the improvement in the qualifications of chartered librarians, which will result from the introduction of the new regulations and syllabus of the Library Association, there is probably room for a technician grade of library worker who would receive training up to a certain level, and who would be competent, provided suitable arrangements existed for reference when necessary to more highly qualified staff, to deal with much of the work in smaller departments, branches and mobile libraries.

90. Our survey showed that among the municipal authorities only two had as high a proportion of qualified staff\* as 40 per cent and only six had over 33 per cent. Among the counties only one authority had as many as 33 per cent of the staff qualified, but four county units had 40 per cent and five had over 33 per cent (Table XXX(b)). These figures were affected by the current shortage of qualified librarians, since four municipal and two county staff establishments provided for over 40 per cent qualified staff and eighteen municipal and six county establishments provided for over 33 per cent. The staff establishments of six county units provided for 40 per cent or more of the staff being qualified and nine provided for over 33 per cent (Table XXXI(b)). The proportions of chartered librarians† provided for on staff establishments were significantly lower; only three

\* Including persons qualified to hold posts on Grade A.P.T.1 by virtue of having passed the Registration Examination of the Library Association.

† As noted in Table XXXI we have included A.P.T.1 posts held in August, 1961 by chartered librarians.

municipal authorities and no counties providing for as many as 40 per cent and only eight municipal and one county authority for 33 per cent or more. The staff establishments of two county units provided for 40 per cent and three for over 33 per cent of the staff being chartered librarians (Table XXXI(a)).

91. We think that the Roberts Committee's minimum standard requiring 40 per cent of the non-manual staff to be qualified librarians is appropriate for municipal libraries serving up to about 100,000 population and for counties, where the bulk of the staff are normally employed in small units. But we think that in urban areas of concentrated populations, where there are large central libraries and several large or medium sized branches, there is greater scope for the economical use of qualified staff and that a ratio of about 33 per cent could be regarded as a reasonable minimum. (This proportion, in conjunction with our recommended total staff ratio of 1:2,500 population gives the same number of qualified librarians to population as do the Roberts Committee's standards.) In the very largest cities the ratio might even be lower than this, but we would not regard a figure of less than 25 per cent as satisfactory in any library system.

### **Staff required for Basic Library Service**

92. It will be clear from the preceding paragraph that we think that the ratio of qualified librarians to total staff in libraries setting out to provide the basic service (whether they are independent authorities or branches of larger systems) should be 40 per cent. We do not think it possible to state a minimum figure for qualified librarians in such libraries, because there is room for considerable variation in the way in which work is arranged, particularly in smaller units. This affects the number of qualified librarians required. We can say, however, that the principal tasks which require adequate professional personnel in libraries providing the basic service are book selection, readers' advisory work, reference and information work, work with children, cataloguing and classification, stock editing, extension work with institutions (including schools) and cultural work.

### **Specialist Librarians**

93. The Roberts Committee wished to see more specialist posts in libraries and more staff qualified to fill them. They considered that this applied to reference librarians and children's librarians and to a growing extent to technical librarians and other specialists in the larger libraries.\* We endorse this and would also refer to the need for specialist posts of readers' advisers. Our main survey showed that out of 53 library authorities 32 had reference librarians, 30 had children's librarians and 16 had readers' advisers at their headquarters or central libraries. Staff establishments for branch libraries provided for reference librarians in only five authorities, for children's librarians in only nine and for readers' advisers in only four. Posts considered necessary but not provided included reference librarians, children's librarians, schools librarians, readers' advisers, technical, local history, music and other specialist librarians, stock editors and cataloguers. Table XXXII shows that the number of senior posts (above A.P.T. III) given

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\* Paragraph 98.

to specialists was relatively few and that there was great disparity in the way in which these posts were regarded by library authorities. The increased number of specialist librarians whose appointment was recommended by the Roberts Committee will not, we think, be forthcoming unless library authorities recognise the need to make many of these posts a career grade so that librarians who do not progress to higher posts of a more general character may be encouraged to become and remain specialists, to the great advantage of the library service. This would also help the public libraries to reduce the present excessive turnover of staff (Table XXXIV), which is due to a considerable extent to the greater attractions of specialist posts in the growing fields outside public libraries.

### **Professional Trainees**

94. It is the duty of library authorities to include on their staff and to provide training facilities for their fair share of trainees, to some extent on a supernumerary basis. Unless they do this, and unless education authorities give adequate grants or library authorities give time off with pay to enable staff to attend schools of librarianship, there will continue to be a shortage of chartered librarians. Some near-professional work would be undertaken by trainee librarians and this factor has to be taken into account in applying the staffing standards we have suggested. In future the new regulations of the Library Association will make possible entry to schools of librarianship direct from sixth forms of secondary schools. Libraries will therefore have on their staff some trainees who will have passed the appropriate examinations but will not have qualified by length of experience to be recognised as chartered librarians. We suggest that up to ten per cent of the qualified staff we have recommended could reasonably be trainees of this calibre.

### **The General Staffing Position**

95. The Roberts Committee emphasised the importance of having library staff who are sufficient in number and suitable in quality to discharge their responsibilities effectively. To achieve this, they said, adequate salary scales were necessary, and employing authorities should operate these in a manner calculated to provide attractive careers for librarians.\*

96. Our survey yielded the following evidence of staff shortage in August-September, 1961. Of the 43 municipal libraries, 13 (mainly those serving over 40,000 population) had vacancies for qualified staff and six had more than one vacancy. Twenty-eight reported that established posts on professional grades were held by unqualified staff. As many as ten to 20 of such posts were held by unqualified staff in some of the larger libraries. Of the ten county libraries surveyed eight had vacancies for qualified staff and seven had more than one vacancy. Nine reported that established posts in professional grades were held by unqualified staff; in six counties the number of such posts was between ten and 20. Libraries also reported on the adequacy of their staff establishments. In the municipal libraries 29 were satisfied about total numbers and 14 were not. In the counties four

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\* Paragraph 97.



were satisfied and six were not. The position was worse in regard to the number of qualified staff. Only 14 municipal libraries were satisfied and 29 were not. In the ten counties the numbers of satisfied and unsatisfied were equal.

97. In spite of certain improvements in the grading of posts since the Roberts Committee reported, the above evidence shows clearly that a situation in which library staff are sufficient in number and suitable in quality to discharge their responsibilities effectively is still far from being reached. We fully endorse what the Roberts Committee said nearly four years ago about the need for adequate salary scales operated in a manner calculated to provide attractive careers for librarians if deficiencies are to be rectified and the library service made capable of maintaining the standards which will be demanded of it in the future. In particular, we believe that there is an urgent need for the introduction of national gradings for senior posts in addition to the minimum gradings already applicable to posts occupied by qualified library staff. We have noted that the application of the recognised salary scales to senior library staff is at present very uneven.

## **E. STANDARDS FOR PREMISES**

98. The Roberts Committee drew attention to the fact that most urban libraries were housed in old buildings, many of which were inadequate and ill-suited for present needs, and that there had been few periods in the last thirty years during which substantial expenditure on library buildings had been undertaken. While they did not specify any standards for library buildings, they recommended that a higher priority should be given as soon as possible by the central government and by library authorities to capital expenditure on premises and equipment for public libraries.\*

### **Inadequacy of Existing Premises**

99. Our survey yielded plenty of evidence that the library service was seriously hampered because of inadequate or unsuitable premises. Among the municipal authorities the great majority (30 out of 43) reported that their central library buildings were inadequate but, with a few exceptions, they were not so critical of the condition in their branch libraries. On the other hand, the counties were less critical of the conditions in their headquarters than of their branches. One large county described 53 of its 83 regional, district and branch libraries as deficient.

### **Provision of Libraries in Relation to Population**

100. *Municipal libraries.* All but one of the 25 municipal authorities serving over 40,000 population provided branch or district libraries. Eleven of the eighteen authorities serving under 40,000 population provided branches or staffed centres open either full-time or for certain periods each week. Nine municipal authorities provided mobile libraries. The median

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\* Paragraph 103.

figures for the provision of libraries in relation to population served were as follows:—

<i>Population Group</i>	<i>Average number of people served by each library service point*</i>
	<i>Median</i>
A over 300,000	21,260
B 100,000–300,000	{ 18,981 18,697
C 60,000–100,000	{ 18,044 16,314
D 40,000–60,000	{ 17,274 13,883
E 30,000–40,000	20,013
F 20,000–30,000	{ 18,624 12,835
G 10,000–20,000     ...     ...     ...	13,637

These figures, as would be expected, show that in the larger towns branches are required to serve larger populations. The comparatively high figure in Group E is probably due to towns of this size being able to give satisfactory service with a central library only or with very few branches.

101. *County Libraries.* Of the ten county libraries included in our survey, regional libraries were provided by eight, branches and mobile libraries by all, staffed centres (open less than ten hours a week) by eight and voluntary centres (staffed by volunteers and normally open only a few hours a week) by nine. The median figure of one service point to about 9,000 population illustrates one essential difference between the pattern of county and municipal library service. These figures take account of approved development proposals but do not cover every area needing an additional service point. We found that the policy of counties for the provision of service points varied considerably. The minimum population, for which branches open more than 30 hours a week would be provided, ranged from over 3,000 to over 7,000, but six out of the ten were providing such a branch for populations of over 4,000.

### **Published Standards**

102. Both the International Federation of Library Associations and the Library Association have published documents on standards for library premises.† We have studied these standards and we think it will be in the interest of the library service to give greater currency to them in this country. We quote in Appendix III some of the more important standards suggested by these two bodies and add our comments.

\* In defining service points for this purpose we counted branches open between 10 and 30 hours a week as half, centres staffed by trained library staff but open less than 10 hours a week as a quarter, and mobile libraries as full-time service points. We have also taken account of any additional premises planned but not yet built.

† The International Federation of Library Associations' Memorandum on "Standards of Public Library Service—Library Premises", approved in principle at the Warsaw Conference in 1959 (*Libri*, 1959, Vol. 9, No. 2, pp. 165–168), and "Public Library Buildings—The Way Ahead." Library Association, 1960.

## Our Conclusions

103. *Branch Library Provision.* It is clearly more economical in terms of staff, book supply and building maintenance if urban populations are served in units of not less than 15,000, but this is not always possible. The distance between service points is important, particularly to the old and to the very young. We think that in urban areas no person should normally have to travel more than one mile to a library ; indeed, we think the distance should be less in heavily built-up areas where natural centres of population are closer together and the density of population justifies the provision of more branch libraries.

104. In communities having a natural centre, which are not part of a larger urban area, we suggest that a library open for 30 hours a week or more should be provided for populations of more than 4,000, a library open for more than ten but less than 30 hours a week for populations of 1,000 to 4,000, and a staffed centre or a mobile library service for communities below 1,000. We consider that a mobile library service give not less than a fortnightly service, even to outlying hamlets and farms.

105. *Importance of Good Siting.* The siting of a library is of first importance in the provision of an adequate service. All the factors which are of importance in the position of any public service, such as proximity to the centre of a town, to public transport, to shops and parking places, apply to a library site. Sites which meet these requirements are usually expensive and often very small. By comparison with other local government services the development of the public library service has regrettably been delayed, having been neglected at a time when many urban centres were being re-developed. We consider that every library authority should take steps as soon as possible to secure the most suitable sites for new central libraries or branch libraries, and that they should review the position and adequacy of their existing buildings with this in mind. Where Town Maps are being prepared under the Development Plan for town and country planning purposes these should, of course, show the library and any additional sites required for future libraries.

106. *Future Building Programmes ; Need for Further Study.* With notable exceptions, little library building has been possible in recent years apart from branch libraries, though since 1958 there has been a welcome increase in the value of loan sanctions issued by the Ministry of Housing and Local Government for library, museum and art gallery buildings.\* We endorse the recommendation of the Roberts Committee that a higher priority should be given to capital expenditure on premises and equipment for public libraries and we suggest that the Minister of Education should be responsible for co-ordinating a programme of capital expenditure on library premises and equipment. An essential pre-requisite of such a programme is that the problems relating to the design and construction of suitable buildings at an acceptable cost should be carefully studied. The services given and the operations which are undertaken in the various kinds of library premises need to be analysed and comparisons made with overseas

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\* Approved loan sanctions issued for public libraries, museums and art galleries:

1956-1957	...	...	£207,291	1959-1960	...	...	£1,727,843
1957-1958	...	...	£417,873	1960-1961	...	...	£2,295,830
1958-1959	...	...	£1,094,789	1961-1962	...	...	£3,180,750

practice. The success of buildings recently erected should be evaluated. In our view, this task calls for a detailed study in which librarians, architects and quantity surveyors would be associated. A good deal of successful work on similar lines concerned with the design of schools and colleges has been undertaken in the past twelve years by the Architects and Building Branch of the Ministry of Education. We understand that the technique of associating in a single group all the specialists concerned with a particular type of building has been adopted in a number of other government departments and local authorities and is being extended to other countries. We suggest, therefore, that the Ministry of Education should establish such a group, including librarians, to investigate the economic planning of library premises and equipment. This study might be associated with the design of an actual project. We think this is of considerable importance not only because, as the Roberts Committee said, a library must be adequately housed if its functions are to be properly fulfilled,\* but because the proper planning of premises plays an important part in the economical administration of a library, particularly in the use of qualified staff. A well-sited and attractive building, moreover, has a considerable influence on the public response to the facilities which are offered.

## Chapter IV

### ACCESS TO A WIDER RANGE OF MATERIAL

107. We have pointed out in Chapter II that a library giving the basic service must not only provide adequate materials on the spot but must ensure ready access to a wider range of materials. We are satisfied that this latter provision cannot be made, particularly in the case of smaller authorities, without a considerable extension of co-operative arrangements between libraries both as regards lending and as regards reference and information services.

108. For access to a wider range of books for home reading it is not possible to rely solely on the national and regional inter-library system. The comparatively small number of loans made through the national and regional inter-library schemes, referred to in Appendix A to the Report of the Working Party on Inter-Library Co-operation† (211,000 compared with a total of all public library issues of 441 millions or about 0.05 per cent) shows the limited extent to which this service, extremely important though it is, can be expected to remedy basic deficiencies in library stocks. The scope of these schemes is deliberately limited‡ to discourage their use in providing material

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\* Paragraph 34.

† Ministry of Education, Inter-Library Co-operation in England and Wales, December, 1962.

‡ There are many categories of books, either generally or in certain regions or libraries, excluded from inter-lending, e.g. books in print under a certain price (which varies from 25s. to 8s. 6d. in different regions), fiction in English (except for out of print fiction required for study purposes), children's books, current year books, annuals and directories and current editions of other quick reference books, modern travel guides, books on games, sports, handicrafts, music scores, playsets and collections of books in foreign languages, books published within the preceding six months; new books of a general or popular nature which will not be available from co-operating libraries until the needs of their own readers have been satisfied; and current numbers of periodicals.

which a library should itself buy and to extend as far as possible the life of material purchased under inter-regional subject specialisation schemes. Both the Roberts Committee and the Working Party on Inter-Library Co-operation have made proposals which, if implemented, will greatly improve the efficiency and extend the scope of the regional and national inter-library lending systems, but these proposals will do little to bridge the gap between the extent of the library service given by libraries working on the minimum level of bookstocks which we have indicated, and those libraries working at the higher levels of provision.

109. So far as reference and information services are concerned the large city libraries with their extensive collections built up over the last hundred years, including in several cases deposit collections of materials, such as patent specifications and atomic energy reports, give a regional service. They provide willing help to other libraries and are traditionally the resort of people seeking access to the rarer books and specialised information, regardless of place of residence. In addition there are a number of localised co-operative schemes, usually based on a large city library, for the joint provision of scientific, technological and commercial information.\* There are, however, parts of the country which are a considerable distance from any large city library and, particularly in those areas, we think there is both need and scope for an extension of co-operative arrangements in the sphere of reference and information.

110. In general, the extension of local forms of co-operation could be brought about in a number of ways, of which the following are examples. First, we envisage that larger libraries would supplement the resources of smaller libraries by lending books which are excluded from the regional and national schemes and by circulating, or otherwise making available, special categories of material such as plays and music scores, books in foreign languages, scientific and technological material and special collections of more general interest. Perhaps by the extended use of Telex, the libraries working together could be linked (as are some county branches with their headquarters) so that readers' requests could be met from the combined bookstocks of the libraries concerned.† Secondly, a number of authorities of more or less the same size could act jointly over the purchase of library materials to ensure greater overall coverage of new and expensive titles. This kind of arrangement at present operates in the Yorkshire "Co-book" scheme and the North-East Lancashire scheme and was previously in operation in the Leighton scheme. It should be possible for local co-operation of

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\* The following is a list of schemes of this nature:—

The Sheffield Interchange Organisation (1933); Co-operative Industrial and Commercial Reference and Information Service, in West London (1951); Hull Technical Interloan Scheme (1953); Tyneside Association of Libraries for Industry and Commerce (1958); Huddersfield and District Information Scheme (1960).

There are also technical information services which draw mainly on the services of one large local authority such as—

Liverpool and District Scientific, Industrial and Research Library Advisory Council (1956) based on Liverpool City Libraries; Hertfordshire Technical Library and Information Service (1961) based on the Hertfordshire Technical Colleges, and services based on the Leeds, Manchester and Nottingham City Libraries and (in association with the technical colleges) the Lancashire and Northamptonshire County Libraries.

† There are already in existence a number of arrangements between small municipal authorities and counties to help with the supply of books of general interest.

this type\* to include not only the supply of books specifically requested but the circulation of sets of books in various subjects, special exhibitions of books and specially assembled units of general bookstock. If participating libraries would regard their bookstocks, with suitable reservations, as interchangeable a strong library service might emerge. Thirdly, two or more library services might amalgamate to form joint libraries, as has already been done in various ways in a number of areas.† Statutory powers already exist for this and the Roberts Committee suggested that these should be strengthened.‡ We think that joint libraries would be particularly appropriate where the disparity of population and financial resources between the authorities concerned is not too great, where there is only one town of a size suitable for merging with a county authority, and where there are two or more adjacent authorities which only in combination would form a satisfactory library unit. We consider that, where these conditions exist and providing the permanence of such amalgamations can be assured, such arrangements could very well be extended.

111. We recommend that the smaller library authorities should make every endeavour to provide ready access to a wider range of materials in the ways indicated above and that the extent to which they are able to do this should be taken into account by the Minister in considering applications by municipal library authorities below 40,000 population to continue to exercise their powers. Our investigations have shown, however, that there is no magic in a figure of 40,000 and that the need to supplement their own resources applies to larger authorities also. We therefore recommend that the larger authorities should regard themselves as under an equal obligation to enter into arrangements, such as we have described here, with nearby authorities to remedy any deficiencies in their service which are best dealt with in this way. We hope that the conferences which we suggest in Chapter VI will give an opportunity for discussing what local arrangements are most suitable in each case.

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\* (a) Through the Yorkshire Co-book Group of Libraries thirteen smaller library authorities in the West Riding aim to provide an adequate coverage of the more expensive books. Book selection is discussed at bi-monthly meetings of librarians; all additions of books costing over 21s. are recorded by each library and inter-lending is arranged by means of circulating request slips. About a hundred requests are made each month, of which some 80 per cent are satisfied. The authorities are—Aireborough, Batley, Bingley, Brighouse, Elland, Harrogate, Horsforth, Ilkley, Morley, Rothwell, Shipley, Skipton and Sowerby Bridge.

(b) Eleven libraries in North-East Lancashire co-operate in ensuring that the more important books costing over 30s. are available in their area. The librarians meet monthly and check publications listed in the *British National Bibliography*. Lists of play sets held and of periodicals filed by participating libraries have been issued. Librarians find the scheme a valuable supplement to the regional library service. The authorities are—Accrington, Bacup, Blackburn, Burnley, Clayton-le-Moors, Colne, Darwen, Haslingden, Nelson, Oswaldtwistle and Rawtenstall.

(c) Seven libraries in South Lancashire and Cheshire co-operate under the Leighton Scheme, instituted in 1952. The librarians defined their special fields of local interest and agreed to make reasonably comprehensive purchases within these fields. Suggested purchases were discussed at regular meetings to avoid unnecessary duplication and co-operative book lists were issued. These co-operative book purchasing arrangements were considered unnecessary and ceased after the Regional Subject Specialisation Scheme was introduced in 1954. The experience of this scheme, which now exists only as a formal means of inter-lending ancillary to the regional scheme, suggests that when subject responsibilities are allocated, arrangements should be as definite as possible to reduce the number of unsatisfied enquiries. The authorities are—Altrincham, Eccles, Radcliffe, Sale, Stretford, Swinton and Pendlebury, and Heywood.

† The Lindsey and Holland divisions of Lincolnshire, Leicestershire and Rutland, Northamptonshire and the Soke of Peterborough, Cardiganshire and Aberystwyth, Westmorland and Kendal, Wigan and Ince-in-Makerfield, Altrincham and Bowdon.

‡ Paragraph 125.

## Chapter V

### THE POSITION IN WALES

112. The Roberts Committee pointed out that there were special circumstances which made the problem of providing a satisfactory library service more difficult in Wales than in England ; namely the high proportion of libraries with slender resources serving small populations and the existence of a separate Welsh language and Welsh literature. Despite this they considered that the general principles which they had laid down for a satisfactory independent library service, and for the future structure of the service as a whole, should apply in Wales as in England.

113. There are at present 50 library authorities in Wales ; thirteen counties, four county boroughs, fifteen non-county boroughs, twelve urban districts and six parishes. Under the Minister's proposals the six parishes will cease to be library authorities. If the suggestions in the draft proposals of the Local Government Commission for Wales are adopted the number of separate county authorities will be reduced. In that event we think that consideration should be given to using the existing county areas as library districts within the proposed new areas.

114. The Roberts Committee stated\* that if the public libraries were to provide a better service of books in Welsh more should be done by schools, libraries and other bodies to foster an interest in Welsh books. They recommended that one of the subjects which should be considered by the proposed advisory council for Wales was the supply of Welsh books. The publishing of Welsh books presents a considerable economic risk to a publisher and in consequence of this and other factors various measures have been taken since the Report of the Ready Committee† in 1952 to mitigate this and to stimulate the production of books. Until 1965 an annual Treasury grant, at present £4,000, and rising to £5,000, which is administered by the Press Board of the University of Wales, is available to help publishers to meet the cost of producing books for adults. Secondly, there is the Welsh Joint Education Committee's Welsh Books Scheme which is concerned with the supply of text-books and children's books to schools. Under this scheme local education authorities in Wales have undertaken to spend between them on Welsh books annual sums of the minimum order of £27,500. Thirdly, there is the Five Counties Scheme run by the local education authorities for Anglesey, Cardiganshire, Caernarvonshire, Merionethshire and Pembrokeshire. These authorities have appointed Welsh Books Sub-Committees which, among other activities, arrange annual competitions for Welsh books for children. The books are issued by commercial publishers but each authority agrees to purchase two copies of each title for every school in its administrative area. This ensures a pre-publication sale of at least 850 copies of each title. Welsh Books Sub-Committees are also operating in Breconshire, Flintshire and Montgomeryshire. The establishment of a Welsh Books Council is the most

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\* Paragraph 113.

† Home Office, Report of Committee on Welsh Language Publishing, Cmd. 8661, 1952.

recent development. The aim of this body is “to secure the provision of popular literature in Welsh for the adult reader of every type and age and to promote the sale of Welsh books by co-operation with the Welsh book trade”. The intention is that voluntary Welsh Book Societies in most Welsh counties and county boroughs as well as in London, Birmingham and Liverpool should all be absorbed by this new body. Welsh librarians are mainly responsible for this proposal and financial support is likely to be forthcoming from local authorities, independent television companies and individual subscribers. Most of the money would be used for financial awards to authors, translators and editors of popular books in Welsh.

115. The Roberts Committee considered that all public libraries in Wales should be able to provide both English and Welsh speaking groups with a comparable service and that library authorities should take this into account in determining their expenditure on books and in staffing their libraries.\*

116. We have therefore attempted to adapt the standards for the basic library service which we have recommended in Chapter III to the needs of the Welsh speaking population. In general terms the problem can be stated as follows: †

(i) total population of Wales	... ..	2,644,000
(ii) population of Wales aged 3 and over	... ..	2,519,000
(iii) Welsh speaking population resident in Wales aged 3 and over	... ..	656,000
(iv) variations in proportions of Welsh speaking to non-Welsh speaking population in local government areas in Wales (see Appendix IV)	... ..	2% to 88%
(v) number of books published in Welsh (1961) (see Appendix IV)	... ..	109

We have considered what is meant by a “comparable service”. The figures given above indicate the limitations to the library service which can be provided in books written in Welsh. Clearly, however, public libraries in Wales have a comparable responsibility for stimulating interest in and demand for Welsh books as for English books. We understand that there are many categories of books which bilingual people will prefer in Welsh rather than in English, e.g. poetry, fiction, biography, travel, humour and essays, and that even where English books provide a better coverage in subjects, such as history, religion or science, Welsh books in these subjects will still be required. In the absence of sufficient original works there may be room for more translations, including novels and children’s books. In addition to books we think that provision of other material, such as tape recordings for the blind, music, play-sets and periodicals in Welsh should be made.

117. To achieve anything approaching comparability with the service of library material in English it would be necessary considerably to increase the number

\* Paragraph 109.

† The figures quoted in (i) to (iv) are taken from: General Register Office, Census 1961, Wales (including Monmouthshire), Report on Welsh Speaking Population.



of titles issued annually in Welsh. We have noted with interest the steps taken to increase the supply of Welsh books and the continuation and extension of these activities cannot fail to have considerable bearing on the standards of library provision in a bilingual country. Various means have been suggested to us as to how these schemes could be extended. Though we should be straying beyond our terms of reference if we were to deal in any detail with questions of book production, we recognise that if public and other bodies, including library and education authorities, could collaborate to guarantee in advance the purchase of a minimum number of copies of every worthwhile new production in Welsh, this would go a considerable way towards ensuring that the library service in Welsh, for those who needed it, was comparable to that in English. We therefore commend the proposal which has been put to us that the public library authorities in Wales should jointly devise a scheme under which they would agree to purchase, in certain cases in association with the education authorities, a number, say 500 copies, sufficient to justify publication of any book considered suitable for lending through a public library. This scheme, if it is found desirable, might be modelled on that of the Welsh Joint Education Committee, to which we have already referred. We think, however, that detailed consideration of problems of this nature should be left to the proposed advisory council for Wales, as was suggested by the Roberts Committee.

118. Given the present and likely future level of production of Welsh books and the limitations on the categories of books published in Welsh, we think that such comparability as is possible would be achieved by the acceptance, which we recommend, of the following principles. First, all public libraries serving areas which include more than 1,000 Welsh speaking people should buy at least one copy of all Welsh publications, with the exception of those clearly unsuitable for public library use. Secondly, the aim should be that, in respect of every 1,000 Welsh speaking persons served, 50 of the 250 volumes (which we have recommended in paragraph 53 should be purchased by every library authority) should be in Welsh. We recognise that in the case of a few authorities this might entail the purchase of an unwarrantable number of duplicates, but we hope that this difficulty will disappear if the production of books in Welsh increases. Thirdly, in considering what periodicals to buy in addition to the fifty of general interest (referred to in paragraph 48) every library serving more than 1,000 Welsh speaking people should purchase a reasonable proportion of the periodicals in Welsh suitable for public library use.\*

119. We hope that the statement of these principles will provide a useful starting point in the study of standards of Welsh book provision and that the proposed advisory council for Wales will, as soon as possible after its establishment, give further consideration to these questions.

120. If the minimum standards of service in English books are not to be lower than in England, it is important that the recommended minimum number of titles of non-fiction books in English should be bought and that the range of adult fiction and children's books in English should not

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\* There are at present about 40 periodicals published in Welsh.

be narrowed. To this extent, as the Roberts Committee said\*, there would be a larger book expenditure in proportion to population than would be necessary in England, but we do not think the extra cost need be significant, save in the case of an authority with a relatively small population which included a high proportion of Welsh speaking people. In such instances association with a neighbouring larger authority, possibly by the formation of a joint library authority (if this were appropriate to the local circumstances) would minimise any extra cost. Any substantial increase in the number of Welsh titles available might well result in a larger book expenditure in the more heavily bi-lingual areas than is necessary in England.

121. The total provision, both in English and Welsh books, which we have suggested will only be fully used if there is a good system of distribution of books to rural areas, where the Welsh speaking population is strongest. In particular, we suggest that the present bilingual library service to rural areas should be extended by the provision of the small type of mobile library for reaching individual houses and farms in isolated areas, since, as the Roberts Committee pointed out, rural Wales is a land of scattered dwellings, with isolated farms rather than villages, and poor communications. No library in Wales has followed the example of some English libraries in providing systematic service to separate homesteads in remote areas.

122. The Roberts Committee suggested that libraries in a bilingual community should be able to draw upon the experience and knowledge of librarians thoroughly acquainted with the Welsh language and well-versed in the history and literature of Wales. This implies that libraries need to have a proportion of Welsh speaking librarians where any significant number of Welsh speaking persons are using the library; this additional factor need not increase either the total number of staff or the number of qualified staff required in a library provided a sufficient number of bilingual librarians are employed. In general, what we say in Chapter III about standards of library staffing applies equally to Wales as to England. To achieve a proper standard of staffing an appreciable increase may be needed both in the number of bilingual librarians and in the total number of librarians employed in public libraries in Wales. The Roberts Committee suggested that further consideration should be given to the establishment in Wales of a school of librarianship where full-time courses can be provided, and to the problems of training bilingual librarians.† We have not thought it right to concern ourselves in detail with these questions which the Roberts Committee suggested should be considered by the proposed Welsh advisory council. But, as it will be necessary after 1963 for almost all entrants to the profession to attend a two-year full-time course in a school of librarianship, we think it important that these questions should be further examined without the delay which will inevitably take place before the proposed advisory council for Wales is established.

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\* Paragraph 109.

† Paragraph 112.

## Chapter VI

### THE NEXT STEPS

123. We have now completed our detailed examination of the basic requirements of an efficient library service in England and Wales ; but we think it may be helpful if, before closing our report, we place on record certain reflections and suggestions about the steps which might be taken to create the conditions in which these requirements will be met. It would be outside our terms of reference to deal extensively with the machinery for ensuring the maintenance of standards in the library service, but there are a few points which we think we can usefully and appropriately make, since they arise directly out of our report and directly affect the efficiency of the service.

#### **Local Government Reorganisation**

124. Before proceeding to our suggestions we think it necessary to take account of the probable development of the library service against the background of the present local government re-organisation. The Roberts Committee called attention to the reduction in the number of urban libraries serving populations below 20,000 from 50 per cent in 1926 to 27 per cent in 1958, mainly as a result of the development of county libraries which encouraged many of the smaller urban library authorities to surrender their powers to the county councils. We in our turn must comment on the indications, which have been evident before and since the Roberts Committee reported, of a very great increase both in the populations covered by and in the resources commanded by individual library authorities which may be expected in a few years time. Indeed, if the re-organisation of local government proceeds in accordance with current proposals, a number of the criticisms of the present structure of the public library service will be met without any special legislation affecting the powers of library authorities.

125. The Local Government Act, 1958 has set up local government commissions for England and Wales. In the special review areas (the conurbations of Tyneside, West Yorkshire, South East Lancashire, Merseyside and the West Midlands) the Local Government Commission for England is empowered to consider the whole pattern of counties, county boroughs and county districts and the distribution of functions between county and county district councils. In other areas outside Greater London the commissions may consider only the county and county borough pattern ; but the county councils are under a duty to review the circumstances of county districts as soon as the reviews by the commissions permit. Greater London has been considered separately by the Royal Commission on Local Government in Greater London and in a White Paper published in November, 1961\* the Government endorsed most of the Royal Commission's recommendations in principle.

126. In the Greater London area the new London Boroughs proposed are likely to have populations of not less than 200,000. The establishment of

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\* Ministry of Housing and Local Government, London Government; Government Proposals for Re-organisation, Cmnd. 1562, November, 1961.

these boroughs will result in the amalgamation of many library authorities, the dissolution of the Middlesex County Library and the setting up in Middlesex of some large urban library authorities covering areas which had not previously been library authorities or of which only part had previously been an independent library authority.

127. The Local Government Commission for England have made reports and proposals for the West Midlands Special Review Area and the East and West Midlands General Review Area. A number of their proposals are still under consideration but the Minister of Housing and Local Government has announced his decision in principle to give effect to the Commission's proposal to concentrate the local government services in the Black Country in five county boroughs of populations between 160,000 and 250,000 and to constitute as county boroughs the boroughs of Solihull (Warwickshire) and Luton (Bedfordshire). This will involve the amalgamation of some urban library authorities, including some small ones, and the transfer to urban authorities of areas at present administered by county councils.

128. The Commission have published draft proposals for a number of other areas. These are tentative proposals put forward as part of a statutory process of consultation with the interested authorities. In the East and West Midlands the draft proposals were amended considerably after these consultations; but, in so far as they provided an indication of what is in the Commission's mind, they suggest a continuing tendency to recommend bigger authorities. For example, the draft proposals for Tyneside provide for the combination of authorities to produce four large boroughs of populations from 186,000 to 330,000; those for the West Riding of Yorkshire provide (inter alia) for the merging of six local authorities, of which five are library authorities, into a new county borough of about 160,000; and on Tees-side the Commission have envisaged a combination of authorities to form a county borough of 390,000 population.

129. It is to be expected that the subsequent county reviews will similarly improve the resources of many library authorities since the White Paper on the areas and status of local authorities\* stated that "In any review of county districts the principal problem is that of reducing the number of unduly small authorities which still exist in many parts of the country". However, a large number of areas not greatly affected by the changes to which we have referred will remain much as they are at present. It will be principally in these areas that the question of the reorganisation of the library service will arise as a result of the proposed new library legislation.

### **The Minister's Qualified Staff**

130. Our first suggestion concerns the assistance which the Minister will require in order to carry out his new responsibilities under the legislation proposed by the Roberts Committee. In Chapter I we referred to the Minister's conclusion reached after consultation with interested bodies, that in the consideration of claims for retention of library powers the use of a simple minimum criterion on the lines suggested by the Roberts Committee would not do justice to some of the good work being done. We recalled

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\* Ministry of Housing and Local Government, Local Government; Areas and Status of Local Authorities in England and Wales, Cmd. 9831, 1956.

that it was this conclusion which had led to our appointment, and we expressed our own view that the assessment of the efficiency of a library authority is a complex matter involving consideration not only of that authority's response to many local circumstances but also of the performance of other authorities by which the authority in question might be absorbed or with which it might enter into closer co-operative arrangements. Subsequent chapters of our report will have borne out this view. There is thus no simple test by which applications by library authorities for the retention of their powers may be judged. The same will, of course, apply in the case of any applications which will be entertained, in accordance with the recommendations of the Roberts Committee, for the grant of new library powers to municipal boroughs and urban district councils with populations over a certain size. Nor is this all, since in the general exercise of his statutory powers the Minister will be called upon from time to time to consider the efficiency of individual library authorities. In all these different circumstances each case will have to be considered on its merits, and the consideration of each case will be a complicated task. It seems to us that in the fulfilment of these obligations the Minister will need to consider whether, in addition to the proposed advisory councils for England and Wales, he will not require the assistance which can only be offered by a strengthening of his own qualified staff. The advisory councils will of course be able to give him invaluable help on policy matters, but it seems to us that the volume of work thrown up will be such that it will necessitate increased full-time assistance as well. The presence of such trained assistance on the Minister's staff would also be a source of confidence to library authorities. We note that the Roberts Committee did not envisage the institution of any system of formal inspection\* but we consider that the Minister's qualified staff should have sufficient standing to be assured of the confidence, respect and co-operation of library authorities and librarians. The number of any additional staff to be appointed (including the question of the appointment of a bilingual officer to deal with libraries in Wales) and the timing of their appointment would, of course, be matters to be considered by the Minister in the light of the developing need.

### **The Status of Library Committees**

131. Our second suggestion concerns the status of library committees and libraries within the framework of local government. In paragraph 45 of their Report the Roberts Committee referred to the provision of the Public Libraries Act of 1919 requiring county councils and certain county borough councils to refer all matters relating to their powers under the Act to the education committee. We strongly support the Roberts Committee's suggestion that this obligation should be removed and that thereafter every library authority not having an independent library committee should give consideration to the establishment of such a committee. We need not repeat what the Roberts Committee have said about the harmful effects of existing arrangements on the status of the public library service and on the library work of some counties.†

### **Conferences of Library Authorities**

132. Our third and final suggestion is that there should be convened, as soon as possible after the enactment of the legislation proposed by the Roberts

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\* Paragraph 42.

† Paragraph 46.

Committee, conferences of representatives of library authorities in all areas. The areas to be covered by these conferences could, we think, be defined by the regional councils referred to in the report of the Working Party on Inter-library Co-operation. The convening of the conferences would in each case be a matter for co-operative arrangement by the authorities concerned, but we hope that they would take place within, say, a year of the coming into force of the new legislation. The task of these conferences would be to consider, in the light of this report and of any material which authorities might wish to submit, the organisation of the public library service throughout the area. We hope that the conferences would result in the inauguration of many valuable schemes of co-operation between authorities.

133. It seems to us that this suggestion has two important advantages. In the first place it would enable progress to be made before the use of the Minister's powers under the new legislation became a practical proposition—a particularly important consideration when we bear in mind that the application of these powers, in some cases at least, may have to await the changes in local government areas which will take a number of years to complete. In the second place it would set the ball rolling in a way which would give full play to local initiative and to the integrity and sense of purpose of the library service.

## Chapter VII

### SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

134. For convenience we give below our main conclusions and recommendations.

#### CHAPTER I—INTRODUCTORY

(1) The assessment of the efficiency of a library is a complicated task involving consideration of many factors in the light of varied local circumstances. We recognise that the simple basic criterion proposed by the Roberts Committee was intended only as a minimum standard above which individual cases would be considered on their merits, but we think that circumstances are too complex to justify the universal application of any such minimum standard. It would be wrong to define standards in terms of expenditure. (Paragraphs 5 and 9.)

(2) It is not sufficient to consider a given public library authority in isolation. The performance of any authority has to be examined in the light of the performance of others. The interaction between two or more systems must be taken into account in considering the actual or potential efficiency of either. (Paragraph 6.)

(3) There are many possibilities of improved efficiency by co-operation at the local level between separate authorities each retaining its independence. (Paragraph 6.)

(4) The formulation of standards of library service in clear terms over as wide a field as possible is essential both as a basis for judging the efficiency of any particular authority and as an incentive to all library authorities, large and small. (Paragraph 7.)

(5) The periodical review of standards should be one of the main functions of the proposed advisory councils. (Paragraph 8)

(6) Great confusion can follow if comparisons in matters of library efficiency are always made between one *authority* and another. (Paragraph 9.)

(7) The basic library unit which we have postulated is the smallest unit capable of providing an adequate library service for the population which it serves. In some cases this unit will be an independent library authority, in others it will be a branch of a county system or of a large city library. Whatever the status of the unit, the service which it ought to provide should in all major respects be the same. (Paragraph 9.)

## CHAPTER II—OBJECTIVES OF THE PUBLIC LIBRARY SYSTEM

(8) We stress the need for a positive approach to the public library and its duties and re-emphasise the importance of the public library as a great and developing national asset, since this conception is fundamental to any adequate survey of the functions which public libraries should be expected to perform. (Paragraphs 11 and 12.)

(9) There are certain functions which should be within the capacity of any library unit setting out to provide the basic range of library service to its readers. The scope of a public library increases in relation to the size or density of the population served but in some fundamental respects the requirements which can be laid down for the basic service remain valid all the way up the population scale. (Paragraph 13.)

(10) There are areas where the population is too small or too sparse to justify the provision of a full library service, and where reliance must be placed on mobile units or small branches. (Paragraph 13.)

(11) The provision of books and other printed materials has two aspects: the provision on the spot of a wide range of books and related material for reading in the home or for reference in the library itself, and the ready access which a public library should afford to the far wider range of material which is not immediately at hand. Unless a public library fulfils both these functions it is not doing its job properly. (Paragraph 14.)

(12) The material provided by a library must cover a wide range, must be well-balanced and must include new books and older standard works suited to the particular needs of the area. (Paragraph 16.)

(13) All libraries should take steps to help the reader find books suited to his interests. (Paragraph 17.)

(14) All libraries should make special provision for children and should do all they can to ensure that children are encouraged to use the library. They should also endeavour to cater for the special needs of young adults. (Paragraph 18.)

(15) The provision of an adequate reference and information service is essential. (Paragraph 19.)

(16) To avoid unnecessary duplication of public provision of scientific and technical material, the public library should work in close association with the libraries of local technical colleges and of other educational institutions and with specialised libraries in other organisations. (Paragraph 19.)

(17) We draw attention to the role of the public library as a centre of cultural life. (Paragraph 20.)

(18) All public libraries must be prepared to play their part in providing students with room to study and with many of the books they need. (Paragraph 20.)

### CHAPTER III—FACTORS AFFECTING THE EFFICIENCY OF A LIBRARY SERVICE AND STANDARDS PROPOSED

#### (a) Basic Library Service

##### *Adult Non-Fiction*

(19) In terms of good current practice the annual purchase of 2,000 adult non-fiction titles for lending purposes (including new editions of titles already in stock but excluding pamphlets, books bought specifically for the reference department and foreign language material) is at the present time, a reasonable minimum standard for the basic service. This standard should be kept under review in the light of growing needs. Even today the standard is inadequate where a library is serving a rapidly growing population. The standard assumes an adequate, well-balanced and up-to-date bookstock and does not provide for any substantial stock revision. Breadth and suitability of subject coverage are a no less important feature of stock maintenance policy than the number of titles added. The minimum provision proposed must be reinforced by effective arrangements for giving readers access to wider resources. (Paragraph 39.)

(20) We propose a minimum annual addition of 300 volumes to allow for duplicates and replacements. (Paragraph 40.)

##### *Reference Material*

(21) Specialised bibliographical tools should be more generally provided and British abstracting and indexing journals, in particular, should be available not only in central reference libraries but in the larger branches. Staff should be available who are aware of national and area resources. (Paragraphs 41 and 48.)

(22) Every library giving the basic minimum service should provide up-to-date editions of the majority of the items in a recommended list of reference books and bibliographical tools (or suitable alternatives) together with local history material, works on local specialised interests and appropriate pamphlet material, and should add annually a minimum of 300 items, excluding pamphlets, to augment or replace existing stock. (Paragraph 42.)



### *Adult Fiction*

(23) Every library giving the basic library service should purchase annually at least 3,000 volumes of adult fiction in the English language. Duplication and replacement in fiction is much higher than in non-fiction and should be at the rate of not less than 100 per cent. This standard would therefore allow for the minimum purchase of some 1,500 titles.

(Paragraph 46.)

(24) The collection of fiction should contain an adequate representation of all adult fiction currently reviewed in the main general and literary periodicals.

(Paragraph 46.)

### *Children's Books*

(25) The maintenance of a high standard of quality in children's books is more important than the coverage of a wide range of the books published. Duplication and replacement is normally not less than 100 per cent. Every library giving the basic service should purchase not less than 1,500 volumes of children's books annually. This would mean the purchase of about 750 titles.

(Paragraph 47.)

### *Periodicals*

(26) Every library giving a basic library service should provide a basic selection of at least fifty periodicals of general interest, together with additional titles reflecting local industrial and business interests, periodicals of a local or regional nature and at least three major daily papers.

(Paragraph 48.)

(27) Many periodicals have considerable reference value and suitable titles should be filed.

(Paragraph 48.)

(28) Libraries should also co-operate, as far as possible, in schemes not only for listing but for the co-operative coverage and filing of periodicals.

(Paragraph 48.)

### *Foreign Language Publications*

(29) Public libraries should provide a reasonable selection of fiction and suitable non-fiction books in the foreign languages which are commonly read. Not less than 100 volumes in foreign languages should be added annually by any library providing the basic service.

(Paragraph 49.)

### *Total annual additions for lending purposes*

(30) Excluding periodicals, these recommendations involve the annual addition of at least 7,200 volumes for lending purposes. Provision for agency services should be additional to this.

(Paragraph 51.)

### **(b) A standard of general applicability**

(31) The annual provision of not less than 250 volumes of all kinds and of not less than 90 adult non-fiction volumes for lending and for reference purposes per thousand population can be stated as a standard for general application, provided that the basic requirements have also been met.

(Paragraph 53.)

### **(c) Some implications of these standards (i) for a basic library service, and (ii) of general application.**

(32) A library serving a population of substantially less than 30,000 will be unable of its own resources to provide the total annual additions

necessary for a basic library service unless it increases the annual additions per thousand of population to a figure higher than 250, with a consequent increase in the per capita cost. (Paragraph 55.)

(33) The combination of the two standards suggests a basis of provision for libraries serving higher populations. (Paragraph 56.)

(34) The standard of annual provision per thousand population of 250 volumes in total and of 90 adult non-fiction volumes can usefully be applied by library authorities to branch libraries which serve populations too small to justify the basic service. (Paragraph 57.)

**(d) Standards recommended for libraries providing more than the basic service**

(35) Higher proportions of the current adult non-fiction titles will need to be provided in libraries serving populations above those for which the basic service is appropriate. (Paragraph 58.)

(36) Schemes for regional and national inter-library co-operation cannot be relied upon to meet deficiencies to more than a marginal extent. (Paragraph 59.)

(37) Libraries serving about 100,000 population should add some 5,500 adult non-fiction titles annually. (Paragraph 62.)

(38) Libraries serving between 30,000 and 100,000 population should add annually the appropriate proportion of adult non-fiction titles within the two standards of 2,300 and 5,500 titles; such libraries should add approximately 500 additional adult non-fiction titles for every 10,000 of population served up to 100,000. (Paragraph 62.)

(39) Authorities with populations over 100,000, both county and municipal, will need to purchase not only the basic titles referred to, but substantial proportions (which will increase not only with population but with regional responsibilities which have been assumed) of the more specialised books, government publications and other pamphlets published in Britain, as well as many American and foreign language publications. (Paragraph 64.)

**(e) Standards for branches where the provision of a basic library service is not practicable**

(40) Adequate standards of local provision can be assured on the basis that 250 volumes (of which 90 are non-fiction) should be added annually per 1,000 population. The majority of these books should have been published during the previous year. In addition branch libraries should receive full support from the system of which they form a part. (Paragraph 65.)

(41) It is necessary to ensure that standard works and important authors are adequately represented on the shelves of all but the smallest libraries and that a reasonable balance of stock is maintained. (Paragraph 66.)

## C. STANDARDS FOR OTHER SERVICES

### **Service to readers in lending departments**

(42) Activities such as book displays and the issue of booklists make an essential contribution towards the library's task of encouraging the use of books. (Paragraph 68.)

(43) A readers' advisory service is essential both in central libraries and in the larger branch libraries. (Paragraph 69.)

(44) Everything possible should be done to draw attention to book resources beyond those available locally and readers should be informed of the facilities for reserving books in stock and obtaining books from other libraries. (Paragraphs 69 and 70.)

### **Reference Service**

(45) It is possible to distinguish various levels of reference provision appropriate to different population groups, from the minimum provision outlined up to the major regional reference libraries. The development of subject departments in the larger libraries makes for a higher level of service. (Paragraph 72.)

(46) Both municipal and county libraries should have arrangements with technical college libraries and, where possible; with local university and special libraries for assistance in dealing with more specialised inquiries. The various public and other libraries in an area should co-operate in ensuring the widest possible coverage of the more expensive reference books and bibliographical tools. (Paragraph 74.)

(47) A special problem is posed in the London area, which lacks the provision of a central reference library such as is found in large provincial cities. We suggest that this problem should be further considered by the regional councils to which reference is made in the report of the Working Party on Inter-Library Co-operation. (Paragraph 75.)

### **Children's library services and activities; service to youth; service to schools**

(48) Library work with children is an important part of the public library service which calls for specially trained staff both at central and at major branch libraries. The bringing of suitable material to the notice of members of youth clubs is a valuable contribution to the youth service. Library services to schools, whether paid for by the education or library authorities are of great value. (Paragraphs 77 to 79.)

### **Service to institutions and specialised groups**

(49) Public libraries should make arrangements to serve people in institutions or who are unable to visit the library for other reasons. (Paragraph 80.)

### **Support for cultural and other activities in the community**

(50) Public libraries may best provide cultural activities in some areas by supporting local societies in a variety of ways but where staff and premises are available these activities may also be arranged by the library. They should also support the work of other local government departments and, in particular, of local art galleries and museums. (Paragraphs 81 and 84.)

### **Service to Adult Education**

(51) There should be a close relationship between public library authorities and the bodies responsible for adult education and more joint action between libraries on a regional or sub-regional basis to provide sets of

books for adult education classes. Public libraries should, wherever possible, provide suitable accommodation for adult classes. (Paragraph 82.)

### **Lending of material other than books**

(52) The lending of non-book material, such as gramophone records, art reproductions, films and other visual aids, is an increasingly important part of public library service. (Paragraph 83.)

## **D. STANDARDS FOR STAFFING**

(53) A minimum standard of one non-manual staff member to every 2,500 population served should be aimed at by all libraries. (Paragraph 86.)

(54) No simple standard can be laid down about the employment of qualified librarians in small branches and departments. (Paragraph 88.)

(55) The Roberts Committee's minimum standard requiring 40 per cent of the non-manual staff to be qualified librarians is appropriate for municipal libraries serving up to about 100,000 population and for counties. In urban areas of concentrated population a ratio of about 33 per cent could be regarded as a reasonable minimum. In the very largest cities the ratio might even be lower but should not be less than 25 per cent. (Paragraph 91.)

(56) We cannot prescribe a minimum number of qualified librarians in libraries providing the basic service but we identify the principal tasks requiring adequate professional personnel. (Paragraph 92.)

(57) The increased number of specialist librarians required will not be forthcoming unless library authorities recognise the need to make many of these posts a career grade. (Paragraph 93.)

(58) Libraries should include on their staff and provide training facilities for their fair share of professional trainees. Up to 10 per cent of the qualified staff recommended could reasonably be trainees who have passed the appropriate examinations but have not qualified by length of experience to be recognised as chartered librarians. (Paragraph 94.)

(59) We endorse what the Roberts Committee said about the need for adequate salary scales operated in a manner calculated to provide attractive careers for librarians. There is an urgent need for the introduction of national gradings for senior posts. (Paragraph 97.)

### **Standards for Premises**

(60) In urban areas no person should normally have to travel more than one mile to a library. (Paragraph 103.)

(61) In communities having a natural centre which are not part of a larger urban area, a library open for 30 hours a week or more should be provided for populations over 4,000, a library open for more than ten but less than 30 hours a week for populations of 1,000 to 4,000, and a staffed centre or mobile library service for communities below 1,000. (Paragraph 104.)

(62) A mobile library should give not less than a fortnightly service, even to outlying hamlets and farms. (Paragraph 104.)

(63) Every library authority should take steps as soon as possible to secure the most suitable sites for new central libraries or branch libraries and they

should review the position and adequacy of their existing buildings with this in mind. (Paragraph 105.)

(64) A higher priority should be given to capital expenditure on premises and equipment for public libraries. The Minister of Education should be responsible for co-ordinating a programme of capital expenditure on library premises and equipment and should establish a study group, in which librarians, architects and quantity surveyors would be associated, to investigate the economic planning of library premises and equipment. (Paragraph 106.)

#### CHAPTER IV.—ACCESS TO A WIDER RANGE OF MATERIAL

(65) Ready access to a wider range of material than a library itself possesses cannot be secured, particularly in the case of smaller authorities, without a considerable extension of co-operative arrangements between libraries, both as regards lending and as regards reference and information services. (Paragraph 107.)

(66) It is not possible to rely solely on the national and regional inter-library systems. Even if these are improved, they will do little to bridge the gap between the library service given by libraries working on the minimum level of bookstocks recommended and those working at higher levels. (Paragraph 108.)

(67) There is need and scope for an extension of co-operative arrangements in the sphere of reference and information, particularly in parts of the country which are a considerable distance from any large city library. (Paragraph 109.)

(68) All library authorities should endeavour, in the ways indicated, to provide ready access to a wider range of materials than they themselves provide and, in considering applications by municipal library authorities below 40,000 population to continue to exercise their powers, the Minister of Education should take into account the extent to which they are able to do this. (Paragraphs 110 and 111.)

#### CHAPTER V.—THE POSITION IN WALES

(69) Public libraries in Wales have a comparable responsibility for stimulating interest in and demand for Welsh books as for English books but to achieve anything approaching comparability with the service of library material in English it would be necessary considerably to increase the number of titles issued annually in Welsh. (Paragraphs 116 and 117.)

(70) We commend the proposal that the public library authorities in Wales should jointly devise a scheme under which they would agree to purchase, in certain cases in association with the education authorities, a number of copies sufficient to justify publication of any book considered suitable for lending through a public library. (Paragraph 117.)

(71) Such comparability as is possible would be achieved by the acceptance of the following principles :—

- (i) All public libraries serving areas which include more than 1,000 Welsh speaking people should buy at least one copy of all Welsh publications, except those clearly unsuitable for public library use.

- (ii) In respect of every 1,000 Welsh speaking persons served, 50 of the 250 volumes, recommended for purchase by every library authority in paragraph 53, should be in Welsh.
- (iii) Every library serving more than 1,000 Welsh speaking people should, in addition to the periodicals referred to in paragraph 48, purchase a reasonable proportion of periodicals in Welsh suitable for public library use.

We hope that the statement of these principles will provide a useful starting point in the study of standards of Welsh book provision and that the proposed advisory council for Wales will give further consideration to these questions. (Paragraphs 118 and 119.)

(72) The present bilingual library service to rural areas should be extended by the provision of the small type of mobile library for reaching individual houses and farms in isolated areas. (Paragraph 121.)

(73) To achieve a proper standard of staffing an appreciable increase will be needed both in the number of bilingual librarians and in the total number of librarians employed in public libraries in Wales. (Paragraph 122.)

(74) The further consideration which the Roberts Committee suggested should be given to the establishment of a school of librarianship in Wales and to the problems of training bilingual librarians should be undertaken without the delay which will inevitably take place before the proposed advisory council for Wales is established. (Paragraph 122.)

## CHAPTER VI—THE NEXT STEPS

(75) The changes in local government areas, which are likely to result from the proposals of the local government commissions for England and Wales, of the Royal Commission on Local Government in Greater London, and from the county reviews will reduce the number of small library authorities and improve the resources of others. However, a large number of areas not greatly affected by these changes will remain much as they are at present. It will be principally in these areas that the question of the reorganisation of the public library service will arise as a result of the proposed new library legislation. (Paragraphs 125 to 129.)

(76) In the fulfilment of the new responsibilities which it is proposed to give to him the Minister of Education will need to consider the appointment of additional staff qualified to assist on matters of public library administration. (Paragraph 130.)

(77) We strongly support the recommendation of the Roberts Committee that the obligation on county councils and on certain county borough councils to refer library matters to their education committee should be removed and that thereafter every library authority not having an independent library committee should give consideration to the appointment of such a committee. (Paragraph 131.)

(78) There should be convened as soon as possible after the enactment of the proposed new library legislation, conferences of representatives of

library authorities in all areas; the areas to be covered by these conferences to be defined by the regional councils referred to in the report of the Working Party on Inter-Library Co-operation. (Paragraph 132.)

H. T. BOURDILLON (*Chairman*).  
\*H. D. BUDGE.  
H. CHRISTOPHER.  
D. COLLEY.  
\*S. H. E. CRANE  
\*ALUN R. EDWARDS.  
FRANK M. GARDNER.  
R. HELLIWELL.  
W. B. MURGATROYD.  
†JOHN H. OLDHAM.  
N. H. PARKER.  
\*L. V. PAULIN.

F. N. WITHERS (*Secretary*).

P. H. SEWELL (*Assessor*).

20th September, 1962.

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\* Subject to reservations.

† Mr. Oldham has appended a note.

## RESERVATIONS BY MR. H. D. BUDGE.

1. Although I am in general agreement with the greater part of the Report I wish to make the following reservations to certain paragraphs and to the conclusions drawn therefrom.

### *Paragraphs 9 and 27*

2. The standard concerned with books should, in my opinion, be expressed financially as a minimum bookfund. To arrive at an appropriate figure consideration must be given to the total annual publishing output in the various categories, to how much of the output should be purchased by a library authority to give a basic service and what should be the cost of this. Prices of books are subject to variations, but it would be no great difficulty for the proposed advisory council for England (and, so far as appropriate, for Wales), if necessary with the assistance of book trade organisations, to give consideration annually to the question of average prices and assess the variation factor to be applied to the minimum book fund.

3. The adoption of a standard which states for the basic service the number of non-fiction book titles to be purchased from the annual output may easily result in the choice of books not on their merits but largely on consideration of their cost. The purpose of my recommendation is to encourage a book selection policy geared to quality rather than quantity. Given an adequate bookfund, the annual additions to the bookstock of a library can be selected to represent a cross-section of the best of the year's output. With careful book selection, and a judicious replacement policy, this will ensure that a balanced bookstock is built up over the years.

### *Paragraph 39*

4. It is my opinion that a far greater number of non-fiction titles than is recommended in the Report should be added annually by the smallest library authority. This number should not be less than 4,000 non-fiction titles for lending purposes, which will include new editions of titles already in stock, but will exclude pamphlets, local guides and similar material with very limited interest. Even 4,000 titles is, in my view, a small selection of the total output of 19,000 non-fiction titles. This total is, however, decreased to about 11,000 when government publications, pamphlets and publications with very limited interest are deducted.

5. The total of 4,000 titles is admittedly higher than the best current practice of most authorities in the 40,000–100,000 group. The best current practice in these libraries is, I consider, still below the minimum standard which they should and could achieve. The setting of such a standard would, in my view, give the public library service the spur it now needs.

### *Paragraph 40*

6. I consider that 5 per cent is sufficient for essential replacements, having regard to the fact that new editions are already included in the 4,000 titles. Although partly dependent on the population served, duplication should be at a minimum rate of about 15 per cent in order to provide a



reasonably prompt service of books in demand. Allowing 20 per cent for replacements and duplicates instead of the 15 per cent recommended in paragraph 40 brings the total to a minimum of 4,800 non-fiction volumes.

*Paragraphs 50 and 51*

7. With the addition of 300 reference books, and 100 volumes in foreign languages, together with 3,000 fiction and 1,500 junior fiction volumes, the minimum number of volumes I would recommend should be added annually becomes 9,700, excluding provision of periodicals and pamphlet-style publications. I have said that the basic standard should be expressed in the form of a minimum book fund and I consider that purchase of the basic materials I have outlined would necessitate an expenditure of £6,500 at 1961 prices. (This figure is based on the cost of books to libraries in our survey during 1960-61, referred to in Appendix II Table III and includes an allowance for discount at the present rate of 10 per cent.)

*Paragraph 55*

8. I do not wish to relate the suggested expenditure to a specific minimum population, but it is clearly within the capacity of authorities of 40,000 and it could at extra per capita cost be achieved by authorities below this population.

*Paragraphs 107 to 111*

9. I also wish to record my agreement with Miss Paulin's reservations on the extent to which local schemes of co-operation can supplement the basic service proposed.

H. D. BUDGE.

RESERVATIONS BY MR. S. H. E. CRANE

1. There are many aspects and objectives of the good public library which are difficult or impossible to assess in terms of an absolute standard. The principles of a library service are rightly set out in paragraphs 16 to 21 of the report. No one would deny that all these aspects are important. Yet only one of these objectives, namely the provision of a wide selection of books, is really capable of assessment in terms of figures and an absolute standard laid down thereby. The others are all important aspects of the question—Is the service run with enterprise and imagination within the capabilities of its available resources and to the satisfaction of its users?

2. The fact that only this one objective is capable of assessment in terms of figures does not mean that one should not attempt such an assessment; but it does mean that one should take great care not to impose a standard that is so high in that respect that a library authority which may in all other respects be efficiently run and satisfactory to its readers would be incapable, because of the smallness of the population that it serves, of attaining a fixed and necessarily somewhat arbitrary standard.

3. This is all the more important because where a rigid standard, for example as to the minimum number of books to be purchased each year, is laid down, whether by legislation or otherwise, by which the continued existence of an independent library authority is to be assessed, it is almost inevitable that undue weight will be given to this factor at the expense

of others perhaps equally important, but less easily measurable in terms of any absolute standard. And this is none the less so because the report rightly recognises that the task of assessing the efficiency of a library service is a complicated and difficult one (paragraph 5).

4. If the proposals of the report with regard to the minimum yearly purchases of books (summarised in paragraph 50) are adopted, the result will be that a library authority serving a population of under 30,000 (or, where an authority is particularly anxious to maintain its independent existence and is prepared to support a library rate in excess of the average, 24/25,000) will inevitably lose its independent status and be taken over. And that, notwithstanding the fact that the service may be run to the great satisfaction of its users, and may under the local management be a positive cultural force in the local community.

5. While the prospect of becoming a fruitful branch of a strong and imaginatively run county library may no doubt be pleasing to those whose independent library has hitherto been a lifeless trunk, not every library authority serving a population under 24/25,000 will so view it. Indeed, as is pointed out in the report (paragraph 6), the efficiency of a library cannot be considered in isolation but only in terms of comparison with others and particularly of the potential alternative; a comparison which in practice may be both difficult and invidious to make. Moreover the comparison must not be with the central county library (or whichever is the potential take-over bidder) but with a branch of it serving a comparable population (see paragraph 9 of the report).

6. While it is accepted that smaller libraries should have to justify their continued existence as such to the Minister, it should not be forgotten that it is the ratepayers and the users who are the people primarily concerned and who can, particularly in the case of a comparatively small urban authority, make their wishes and dissatisfaction directly felt by the authority they control. It has been said:

“In general, the Government are anxious that larger responsibilities should be entrusted to district councils. These councils are necessarily in closer touch with the people they serve than the county councils can be, a factor of particular importance in the case of those services which intimately affect people's daily lives—for example, the welfare, health and education services”. (White Paper on Local Government, Functions of County and County District Councils in England and Wales, Cmd. 161.)

The library service is one that intimately affects its users. Yet the effect of adopting the proposals of the report set out in paragraphs 26 to 50 inevitably means that the local electors and ratepayers, the users of the service, of an area with a population of under 24/25000 will lose all real control over that service.

7. Moreover, if the recommendations of the Roberts Committee are accepted, county councils and county borough councils are inevitably library authorities, and cannot be deprived of that status. The urban district and non-county borough with a population of under 40,000, on the other hand, has the continued spur to efficiency that it has to justify its existence not only to the ratepayers but also to the Minister, if it is to retain its independent status.

8. The basic minimum summarised in paragraph 50 of the report is really, and to a large extent, inevitably, based on a wholly arbitrary proportion of the annual publications in each particular category. It is submitted that there is no convincing reason set out for adopting one proportion rather than another as the minimum criterion, and to adopt a number which in practice is achieved by some of the larger authorities sets an unfair and wholly unrealistic standard for a smaller but nevertheless efficient library.

9. Furthermore to select a standard which can only be achieved by a library authority serving a population in excess of 24/25,000 takes no account of what in practice appears to be the ideal unit. It is apparent, from paragraphs 100 to 103 that a given unit serves around 15/16,000 people, rising to a maximum of 21,260 in the case of a very large authority. This surely means that in practice the most economical use of staff, books and buildings in urban areas is a unit serving between 15,000 and 20,000 people, whether these be the central or branch libraries.

10. As has been already pointed out, it is not legitimate to compare an independent library serving 18,000 with one serving 50,000, but only with a branch of the latter serving an equal population. Thus it would seem far more logical to take the minimum economic unit, i.e. one serving between 15,000 and 20,000 people, and see what sort of service such a library, whether it be independent or branch, can, if efficiently run, achieve, and then take this as a yardstick, rather than figures which appear to bear no relationship to the actual unit which in practice is most commonly found.

11. The figures prepared at my request by Mr. P. H. Sewell on the basis of the data supplied to the Working Party suggest that a library serving a population of 16,000, with an annual library expenditure of 12s. 6d. per head, might achieve the following from a budget of £10,000:

	£	s.
<i>Expenditure on books</i>		3,000
British books, 1,300 adult non-fiction at 17/6d.	1,137	10
1,500 adult fiction at 9/- ...	675	0
750 children's books at 8/- ...	300	0
210 reference books at 25/- ...	262	10
3,760	£2,375	0
Binding ... ..	375	0
Periodicals and foreign books ...	250	0
<i>Staff</i> ... ..		5,000
Consisting, for example, of 1 A.P.T. III		
1 A.P.T. II		
5 General Division		
<i>Buildings and other expenditure</i>		2,000
		£10,000

It will be seen that these figures approximate to the recommendation in paragraphs 52 and 53 of the report that 250 books should be purchased

annually per 1,000 of the population, of which there should be not less than 90 adult non-fiction volumes for both lending and reference purposes.

12. It cannot be too strongly stressed that it is the immediate availability of a book that is important to the majority of readers. Many will browse through the shelves until they find what they want ; they are not content to wait until tomorrow or the next day for a particular book to be obtained from the central library. It is in this respect that the independent library serving a population of 15,000 scores over the branch serving an equivalent number, but being part of a larger entity. It may be that the ultimate choice from the branch is greater, because they have more ready access to the resources of the central library ; but this is by no means necessarily so ; and if the recommendations of the Roberts Committee as to co-operation between libraries are carried out, as is to be hoped, there should be little difficulty in the smaller independent library obtaining any book required for its readers. And it is thought that, when considering whether an independent library serving a population of under 40,000 should continue as such, the Minister would have regard to the effectiveness or otherwise of the co-operative scheme in force.

13. It is material to consider what would be the fate of a library serving some 15,000 to 20,000 people in an urban district at present independent, if the proposals in the report are adopted. It would probably remain, as it is at present, a unit serving the same number and indeed the same people ; there would be no magical increase in the number of books immediately available on the shelves, indeed rather the contrary because it is axiomatic that the greatest proportion of revenue and books must be concentrated on the central library. It may be that a wider selection of books can be obtained from the central library, but this is doubtful if good co-operation is maintained between independent libraries. The readers would lose any real control over their library, and the probability is that the cultural and social ties between the library and the community would be weakened, if not totally lost.

14. For these reasons I dissent from the standards laid down in paragraphs 26 to 51 which have the effect of restricting independent library authorities to those serving a population of 24,000 and upwards.

15. I recommend that the standard in this respect for the basic library service should be founded upon what is in practice the basic library unit, namely one serving about 15,000 to 16,000 people. From this logical starting point one should then seek to discover what a reasonably efficient library serving this population should achieve in respect of the annual purchase of books. For this purpose the figures set out in paragraph 11 are a guide, but should not be a hard and fast standard ; the same can be said of the figure of 250 books per 1,000 of population recommended in paragraphs 52 and 53 of the report.

16. In so far as the remainder of the report does not seek to lay down any hard and fast standard which cannot be attained by a library authority serving a minimum population of 15,000 I do not dissent therefrom.

17. The foregoing paragraphs relate to England and Wales. With regard to the position in Wales alone, I agree with the reservations by Mr. A. R. Edwards.

S. H. E. CRANE.

RESERVATIONS BY MISS L. V. PAULIN ON PARAGRAPHS 39, 42, 50, 51 AND 110

1. Although I am in agreement with many of the recommendations in the Working Party's report, I must record my reservations concerning the paragraphs enumerated above. My impression is that in these paragraphs too much attention has been paid to the standards seen in public libraries at present, and not enough to what these standards ought to be. This is not a satisfactory way of advising the Minister as to what ought to be done, and I cannot be a party to it. I am of course prepared to be realistic, and to understand that the public library service must take a little time to reach the standards we should wish to see. I consider it to be the first duty of the proposed advisory councils to raise the standards to a level that will be tolerable in an educated society, and that they should be required to do this without delay.

2. Meanwhile it is essential, when attempting to establish any standards at all for the public library service, to plan for the future, having regard to past and present experience only when this is relevant. The report makes it clear that demands being made on the public libraries are changing, and broadening very greatly in scope, and the libraries are therefore faced with a challenge and an opportunity for development. No library authority in the country has cause to be self-satisfied with the service it is already providing, and no authority is yet providing a service which can be recommended as a standard. One indication of this is shown in the startlingly unsatisfactory figures of purchases of certain non-fiction books that the Working Party thought suitable for any public library, as reported in paragraph 36 (a).

3. I consider the report of the Working Party to be over-cautious in certain of its recommendations, and overwhelmingly so on the subject of book-stocks when it gives a figure of 7,200 volumes as a minimum standard for purchasing each year by the smallest library authority. The main criterion here may well be in a library's annual purchases of adult non-fiction books ; if this part of the stock is adequate, much of the rest of the service needed will follow. When looked at from the reader's point of view, the annual purchase of no more than 2,000 adult non-fiction titles for lending purposes (plus 300 for reference and 100 books in foreign languages with 300 duplicates and replacements) which is the recommended basic standard to meet the needs and interests of a community, is seen to be pitifully small, even with the safeguards mentioned in paragraph 39. About 19,000 adult non-fiction items are recorded annually in the *B.N.B.* alone, and to this figure must be added the publications of the rest of the world in English as well as the publication of music scores in this country. It appears (para. 39) that the figure of 2,000 has been arrived at with regard primarily to what can be justified "in terms of current practice" and not to what the readers need. An authority which acquires no more than one-ninth of the non-fiction publications of this country alone (and an even smaller fraction of these publications if any music or books in English published overseas are obtained) cannot possibly meet the demands of its intelligent and educated readers. Moreover, it has been calculated (para. 29) that some 5,000-6,000 of the books published annually in this country are "suitable for inclusion in the lending stock of any small or medium sized library. The real significance

of this figure is that it represents the body of material from which even the smallest library to be efficient must make an extensive choice". In my opinion the figure recommended by the Working Party cannot be regarded as representing an "extensive choice" from the already restricted number of 5,000-6,000 titles. Everything else a reader required would have to be obtained from another authority through inter-library lending; if a real attempt were made to meet every reader's needs in this way the inter-library lending scheme would inevitably be either slow or costly. A standard has been arrived at according to which, as the report states (paragraph 58) "Purposive readers, let alone serious students, will need to have recourse to a much wider range of non-fiction titles than we have suggested for the basic service". Based on the amount of annual publication and the breadth of demand liable to be made by the readers in any community, I put the minimum number of adult non-fiction titles an adequate library system should buy at 5,000. If it is unable to do so I consider that it cannot provide even a basic service.

4. Throughout the report the ease, speed and economy with which books specifically required at a branch library can be obtained from elsewhere in the same library system have not been sufficiently stressed. There is unquestionably far greater scope in the service offered to the individual reader who, using a branch library, can draw directly upon a stock of books provided for a population of a whole county, a county borough, or a large town, than in that offered to the reader at a small independent library who must have books obtained for him through inter-library lending if they are not in the necessarily limited stock to which he has direct access.

5. In my opinion, it is highly unlikely that the suggestions for local co-operation put forward in paragraph 110 could be of significant help. The suggested arrangements (apart from amalgamation of library areas, provided they were large enough) could be no more than palliative measures and would not be a satisfactory solution. Whether the co-operative schemes were between small authorities, or between large and small, the costs would inevitably be high. Aspects of these schemes that would present serious difficulty would be the employment of specialist staff, the co-ordination of book purchase, the provision of union catalogues, the organisation of request systems, and the provision of special transport.

6. The small numbers of books lent through the co-operative schemes mentioned in the note on paragraph 110 indicate the limitations of such arrangements. There is little evidence for supposing that the proliferation of these schemes would justify the continuation of library systems which are in themselves too small to be viable.

7. If, therefore, a library authority cannot provide from its own resources an adequate basic service, the purchase of at least 5,000 new adult non-fiction titles annually being one criterion of this, it should not retain its library powers.

L. V. PAULIN.

NOTE BY MR. J. H. OLDHAM

I have been given the opportunity to consider the reservations both by Miss Paulin and by Mr. Budge, who have approached the subject from the same point of view as myself, that of a county authority.

I believe that the public library service is vital to the national well-being and must play an essential and increasing part in the scientific, technical and cultural advance of the economy. The criteria for judging the efficiency of the individual units of the service which are contained in this report must necessarily be reviewed and improved upon from time to time. This review, I assume, will be the function of the proposed advisory councils and any legislation based on the report of the Roberts Committee and this report will ensure that it is a continuing process, and will necessarily cover the technical factors mentioned by both Miss Paulin and Mr. Budge. I do not therefore feel that their reservations are necessarily inconsistent with the recommendations in the report itself which are appropriate for the time and the general situation of the public library service at present.

JOHN H. OLDHAM.

RESERVATIONS BY MR. ALUN R. EDWARDS WITH REGARD TO THE  
POSITION IN WALES

(A) *Comparable Standards for Welsh and English books* (paragraphs 114-120)

1. Although appreciative of the great effort made by the Working Party to reach an agreement on the basic standards for the provision of Welsh books, I regret to say that the Working Party has not, in my opinion, gone far enough. Allowing the proposed advisory council to make decisions on these matters may well cause a further delay of some years.

2. The dilemma of a library in a Welsh-speaking area is that its book service can only be efficient at present in one language—English. Welsh books have never been published in sufficient number per annum to perpetuate the habit of reading them. Any keen reader would exhaust the annual supply of new publications of particular interest to him in less than two months. And consequently, the efficiency of English book provision *in itself* makes it more difficult for Welsh books to thrive. That has been my bitter experience; I would therefore appeal to the Minister of Education and other Ministers concerned to safeguard Welsh readers by taking effective measures to encourage a substantial increase in the number of Welsh books published annually *before* the standards outlined in this Report are fully applied to Wales.

3. The following recommendations would, in my opinion, achieve the above objective:

- (1) Welsh library authorities should be urged to pool their book funds for Welsh books. This central fund could be known as "*The Public Libraries Welsh Books Fund*", a parallel fund to that for school books organised by the Welsh Joint Education Committee on behalf of the education authorities in Wales. Together these central funds could guarantee a pre-publication sale of 500 copies of every book

considered suitable for schools and/or public libraries. Library authorities should be given the duty of contributing 1s. per Welsh-speaking person per annum, to this central fund. This would be equivalent to the provision of some 80 Welsh books per 1,000 Welsh-speaking persons. (I regard the 50 books per 1,000 Welsh-speaking persons referred to in paragraph 118 as a minimum because it is based on the present level of provision of Welsh books, which is totally inadequate.) Under this proposal each authority would be purchasing English books alone for their monoglot English populations and two-thirds English and one-third Welsh books for their bilingual population.

- (2) The Treasury should be requested to at least treble its annual grant to assist Welsh publishers, maintaining and increasing it annually until 300 Welsh books are published per year. Furthermore, this aid should be applicable to all books, those for children, young people and adults and not to adult books alone as at present. The Government is spending £200,000 in 1962-63 for sending low-priced books overseas. (Mr. Dennis Vosper, M.P., 12th April, 1962, Hansard, col. 166.) This expenditure is very necessary to disseminate information abroad about the British way of life. But when the present library service to Welsh readers, children, young people and adults alike, is so very inadequate, one must ask for comparable consideration and the sum involved will still be negligible in comparison.

*(B) School Libraries* (paragraph 79)

In my opinion, the provision of reading material for children of all ages is best undertaken by one efficient integrated library service. I therefore suggest that, in Wales, the public libraries could with advantage become the main organisers and suppliers of all school libraries. In such circumstances it is only right that the education authorities should provide the total costs of a service so indispensable to true education.

ALUN R. EDWARDS.



## Appendix I

### LIST OF LIBRARY AUTHORITIES WHICH SUPPLIED INFORMATION ABOUT THEIR LIBRARY SERVICE

ENGLAND	
Acton	Newark
Beddington and Wallington	Newcastle upon Tyne
Beverley	Nottinghamshire
Bournemouth	Ossett
Brighouse	Penge
Bristol	Poole
Buckinghamshire	Portsmouth
Buxton	Preston
Castleford (Yorks)	Rawtenstall
Chertsey	Reading
Cheshunt	Rugby
Coventry	Runcorn
Crosby	Sheffield
Cumberland	Shoreditch
Dudley	Shrewsbury
East Suffolk	St. Marylebone
Eccles	Stamford
Folkestone	Stockton-on-Tees
Hackney	Surrey
Hendon	Swindon
Hertfordshire	Warwickshire
Hornsey	Wellingborough
Ilkley	West Sussex
Ipswich	Winchester
Isle of Wight	Woolwich
Lancashire	Worcester
Letchworth	Workington
Lewes	Worthing
Lincoln	Yorkshire (East Riding)
Lincolnshire (Kesteven)	Yorkshire (West Riding)
Long Eaton	
Luton	
Macclesfield	
Maidenhead	
Malvern	
Manchester	

#### WALES

Aberystwyth and Cardiganshire  
Caernarvonshire  
Llandudno  
Llanely  
Monmouthshire  
Pontypridd  
Swansea

## Appendix II

### INFORMATION OBTAINED FROM THE WORKING PARTY'S MAIN SURVEY\*

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- Table II Percentage of book fund spent on different categories of books: (a) reference, (b) adult non-fiction, (c) reference and adult non-fiction combined, (d) adult fiction, (e) children's books.
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- Table V Binding expenditure as a percentage of the total book and binding expenditure.
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\* With the exception of Table XXXII which is based on information supplied to the Library Association by library authorities in England and Wales.

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**D. Other Library Services**

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Table XXXI Established posts: (a) posts for chartered librarians as a percentage of total staff, (b) posts graded A.P.T.I. and over, i.e. for chartered librarians and for holders of the Library Association's Registration Examination, as a percentage of total staff.

Table XXXII Specialist posts.

Table XXXIII Staff in relation to the number of full-time service points.

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**F. Other Information obtained from Libraries**

1. Library service—general policy and problems.
2. Additional information on staffing.
3. Premises.

## INTRODUCTORY NOTES

1. The main questionnaire was sent to the following public library authorities, all of which gave the Working Party very full information. The county councils were asked to give information not only about the county library as a whole but in respect of "county units", i.e. county branch libraries with their sub-branches and mobile libraries covering urban populations between 10,000 and 40,000. The number of "county units" in respect of which information has been provided is shown in column 5.

1	2	3	4	5
<i>Group</i>	<i>Population</i>	<i>County Boroughs, Metropolitan Boroughs, Boroughs and Urban Districts</i>	<i>Counties</i>	<i>County Units</i>
A	Over 300,000 ...	3	6	
B	100,000 to 300,000 ...	8	2	
C	60,000 to 100,000 ...	8	1	
D	40,000 to 60,000 ...	6	1	
E	30,000 to 40,000 ...	7	—	6
F	20,000 to 30,000 ...	6	—	7
G	10,000 to 20,000 ...	5	—	9

Only in Wales are there county library authorities with populations below 40,000 which are not associated with a larger county, and none of these was included in the survey. Where figures are given in the tables following in groups E, F and G under the heading "Counties" it should be clearly understood that these refer to *County Units*.

2. The number of authorities or county units in some groups is not enough to make a median figure useful in all cases. While we have based much of our work on the median results of each group, we have taken account of all the information obtained and we also give the highest and lowest figures.

3. Although the statistics relating to municipal and county libraries are set out in parallel, they are not comparable in all respects. For example, county library resources are normally dispersed over a large number of service points and will not be as accessible to any one reader as the resources of a small or medium sized municipal library. On the other hand, although the resources immediately available within a county unit may be less than those in a municipal library serving a comparable population, they can be readily supplemented from county resources.

4. In some tables, particularly those giving per capita figures, the highest figure in a group is not always typical of the group, either because, as in groups C and D, it relates to a town with a large day-time population and a relatively small resident population or because, as in group E, it relates to a town which serves many extra-district readers under special arrangements. In cases where the highest figure results from these special circumstances it is given in brackets and the next highest figure is given also.

5. The figures given relate to the financial year 1st April, 1960 to 31st March, 1961.

## A. EXPENDITURE

TABLE I  
Expenditure on Library Materials  
(Excluding Gramophone Records) Per Capita  
(a) Total Expenditure

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	(pence)	(pence)	(pence)	(pence)	(pence)	(pence)
A ...	41	{ 32 32}	Three only	31	22	{ 27 24}
B ...	45	28	{ 34 33}	27	24	(Two only)
C ...	(62) 40	22	{ 34 32}	(One only)	19	
D ...	(51) 40	26	{ 32 30}	(One only)	31*	
E ...	54	24	34	47	23	31
F ...	38	28	{ 37 33}	35	19	32
G ...	43	30	37	54	27	31

(b) Book fund

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	(pence)	(pence)	(pence)	(pence)	(pence)	(pence)
A ...	39	{ 30 30}	Three only	30	22	{ 27 24}
B ...	43	27	{ 33 31}	27	23	(Two only)
C ...	(56) 38	21	31	(One only)	19	
D ...	(49) 38	24	{ 30 29}	(One only)	29*	
E ...	50	23	33	47†	22	31
F ...	37	25	{ 33 32}	34	19	32
G ...	40	28	35	54†	26	{ 31 29}

\* All figures for this library relate to adult books only, since the library supplied children with books solely through school libraries.

† Based on the number of books added multiplied by the average cost of a book in the county.

### Notes

1. It is apparent that although the largest municipal libraries incur additional expenditure in maintaining large reference libraries and specialist departments, libraries serving under 100,000 population have, in general, to spend more per capita on library materials as the population decreases.

2. Although the county system makes for economies in the coverage of less wanted titles, book expenditure in counties will probably have to increase significantly when all parts of county areas are fully served with branch and mobile libraries.

3. The figures relating to the expenditure of county units are not strictly comparable with the other figures; in some cases they have been estimated and in almost all cases the stock is interchangeable.

4. The difference between the expenditure in Tables I (a) and I (b) is largely accounted for by expenditure on periodicals. Although a good deal of material other than books, e.g. maps, music scores and patent specifications, was purchased by some libraries, expenditure on these items was usually included with book expenditure.

5. Expenditure on gramophone records varied from £1,500 to less than £150.

TABLE II

## Percentage of Book Fund Spent on Different Categories of Books

## (a) Reference

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	per cent	per cent	per cent	per cent	per cent	per cent
A ...		(One only)	10.5	9.7	4.0	6.8
B ...	20.3	3.8	6.6	(No figures available)		
C ...	21.2	10.4	{ 16.3 11.0 }	(One only) 5.2*		
D ...	16.2	2.8	9.7	(No figures available)		
E ...	27.9*	8.0	{ 8.7 8.2* }	5.9	2.8	(Two only)
F ...	13.8	4.9	{ 10.1* 6.3 }	12.9	4.2	(Two only)
G ...	8.5*	6.1	{ 7.8 7.3 }	7.3	6.0	(Two only)

## (b) Adult Non-Fiction

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	per cent	per cent	per cent	per cent	per cent	per cent
A ...		(One only)	37.1	54.1	48.6	49.7
B ...	47.3*	24.7*	38.9	(No figures available)		
C ...		(One only)	33.6	(One only) 45.0*		
D ...	49.1	36.3	41.8	(No figures available)		
E ...	50.3*	41.1	41.8*	46.2	40.1	(Two only)
F ...	53.2	39.0*	{ 46.0 44.7 }	45.3	37.1	(Two only)
G ...	57.5	44.2*	{ 51.1 44.7 }	54.3	35.9	(Two only)

## (c) Reference and Adult Non-Fiction combined

(This table includes figures from several libraries which were unable to give separate figures for expenditure on Reference books and Adult Non-Fiction.)

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	per cent	per cent	per cent	per cent	per cent	per cent
A ...		(One only)	47.6	60.9	52.6	{ 59.4 53.5 }
B ...	62.3	34.5*	45.1	(One only) 54.7		
C ...	60.2	54.7	(Two only)	(One only) 50.2*		
D ...	58.8	46.4	52.4	(No figures available)		
E ...	69.7*	49.7	58.4*	52.1	42.9	(Two only)
F ...	59.5	46.7	50.9	50.0	43.2	49.4
G ...	65.2	52.0	{ 57.2 52.7* }	60.3	43.2	57.8

(d) Adult Fiction

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	per cent	per cent	per cent	per cent	per cent	per cent
		(One only)	36.7	35.1	21.8	{ 30.2 26.3 }
B ...	51.2*	23.2	38.2		(One only)	42.0
C ...	30.5	26.2	(Two only)		(One only)	21.7
D ...	36.4	21.5	28.5		(No figures available)	
E ...	35.6	14.4*	31.1*	33.9	27.5	(Two only)
F ...	39.9	21.2	33.1	34.4	27.5	30.5
G ...	32.3*	18.7	{ 31.5 27.0 }	35.4	20.5	21.7

(e) Children's Books

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	per cent	per cent	per cent	per cent	per cent	per cent
		(One only)	15.7	17.9	7.6	16.3
B ...	27.0	10.2*	14.6		(One only)	3.3
C ...	14.7	7.5†	13.6		(One only)	28.0
D ...	20.3	14.7	19.0		(No figures available)	
E ...	16.0	10.4*	14.6	21.9	20.4	(Two only)
F ...	19.3	12.6*	16.0	22.4	19.5	21.0
G ...	16.5	14.4*	{ 16.0 15.8 }	21.4	16.6	20.6

\* Based on an analysis of one month's expenditure.

† A town with a large day-time population.

Notes

1. These figures should not be taken as an index to the adequacy of libraries' expenditure on any category of books. They must for this purpose be read in conjunction with Table I.

2. In some rural counties children are provided with books mainly through the school libraries, expenditure on which is not included here as it is a charge on education funds.



TABLE III  
Average Cost of Books in Different Categories

(a) Reference

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	s. d. 32 5	s. d. 17 4	s. d. (Two only)	s. d. 62 5*	s. d. 33 0	s. d. (Two only)
B ...	33 10	19 0	{ 25 5 } { 22 5 }	—	—	—
C ...	27 9	20 0	{ 23 3 }	(One only)	28 2*	—
D ...	29 0	18 0	{ 22 9 } { 20 3 }	—	—	—
E ...	24 3*	20 0	(Two only)	33 0	31 0	(Two only)
F ...	57 4	20 8	{ 29 4 } { 25 3 }	33 0	31 7	(Two only)
G ...	100 0*	13 0	{ 37 6 } { 27 1 }	39 3	33 0	(Two only)

(b) Adult Non-Fiction

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	s. d. 16 3	s. d. 14 6	s. d. (Two only)	s. d. 21 2*	s. d. 16 6	s. d. 18 10
B ...	18 0	17 2	17 8	(One only)	19 0	—
C ...	18 5	15 0	(Two only)	(One only)	14 3*	—
D ...	21 0	9 10	{ 19 2 } { 14 5 }	—	—	—
E ...	18 5*	14 0	(Two only)	21 0	17 10	(Two only)
F ...	21 6*	16 0	16 8	21 1	16 7	17 10
G ...	27 0*	11 0	{ 18 1 } { 17 3 }	21 0	14 8	17 10

(c) Adult Fiction

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	s. d. 10 6	s. d. 6 10	s. d. (Two only)	s. d. 11 7*	s. d. 6 6	s. d. 9 1
B ...	10 11	9 0	10 6	(One only)	11 2	—
C ...	10 3	8 0*	9 7	(One only)	6 9*	—
D ...	10 3	5 6	{ 8 0 } { 7 8 }	—	—	—
E ...	10 6*	8 0	(Two only)	12 0	8 11	(Two only)
F ...	15 1*	7 0	{ 9 11 } { 9 6 }	11 8	8 11	9 8
G ...	14 6*	5 0	{ 8 1 } { 7 7 }	11 8	8 11	9 8

(d) Children's Books

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
A ...	s. d. 8 4	s. d. 7 4	s. d. (Two only)	s. d. 10 6	s. d. 7 6	s. d. 9 11
B ...	15 11	7 0	{ 8 3 7 2 }		(One only) 8 5	
C ...	8 4	6 0*	{ 7 6 7 6 }		(One only) 9 0*	
D ...	10 6	6 10	{ 8 3 7 8 }	—	—	—
E ...	8 9*	8 0	(Two only)	9 0	7 6	(Two only)
F ...	12 0*	7 2	{ 8 5 8 0 }	9 0	7 6	8 1
G ...	9 4	5 0	{ 8 8 8 0* }	10 6	7 6	8 10

\* Based on one month's analysis.

Notes

1. One probable reason for the considerable variation in average prices of books is the extent to which libraries purchase second hand books.
2. The prices of books given excluded discounts obtained under the library licence and from H.M.S.O.
3. The higher price of reference books in counties reflects the fact that many books which are in municipal reference libraries only are included in the county library lending stock.

TABLE IV  
Expenditure on Periodicals

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	£	£	£	£	£	£
A ...	6,079	2,858	3,495	2,252	519	{ 1,400 1,123
B ...	2,483	750	{ 1,104 895 }	250	64	(Two only)
C ...	(840)	245	{ 495 465 }	(One only)	252	
D ...	809	120	{ 420 243 }	(One only)	207	
E ...	463	134	{ 221 213 }	122	13	107
F ...	515	107	{ 172 144 }	95	11	{ 90 75
G ...	276	78		100	20	44

TABLE V  
Binding Expenditure as a Percentage of the  
Total Book and Binding Expenditure

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	per cent	per cent	per cent	per cent	per cent	per cent
A ...	14·7	7·1	10·7	18·1	7·5	{ 16·5 12·8
B ...	23·6	10·2	{ 17·9 17·4 }	13·9	13·4	(Two only)
C ...	21·6	12·1	{ 18·7 17·3 }	(One only)	18·8	
D ...	20·4	8·9	{ 15·1 13·4 }	(One only)	5·3	
E ...	19·6	6·1	10·8	15·8	4·8	13·0
F ...	26·4	11·3	{ 19·4 16·7 }	28·0	8·5	{ 18·1 13·1
G ...	21·1	5·5	{ 11·2 6·0 }	13·1	9·8	11·1

*Note.* A number of authorities consider book and binding expenditure together, since the alternative to buying a new copy of a book may be to bind a used copy. The practice of re-inforcing the spines of new books and fitting plastic covers is tending to reduce libraries' expenditure on binding.

TABLE VI  
Total Library Expenditure Per Capita

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
A ...	12 1	9 1	11 8	12 11	7 8	$\left. \begin{array}{l} 8 \ 3 \\ 7 \ 11 \end{array} \right\}$ (Two only)
B ...	16 5	7 9	12 9	7 10	6 2	
C ...	(28 6)	6 1	$\left. \begin{array}{l} 11 \ 8 \\ 11 \ 2 \end{array} \right\}$	(One only)		6 4
D ...	14 11	7 8		$\left. \begin{array}{l} 10 \ 7 \\ 9 \ 1 \end{array} \right\}$	(One only)	
E ...	(21 10)	7 8	$\left. \begin{array}{l} 10 \ 7 \\ 9 \ 1 \end{array} \right\}$		8 6	4 11
F ...	14 0	6 8		$\left. \begin{array}{l} 11 \ 0 \\ 10 \ 7 \end{array} \right\}$	7 6	5 1
G ...	(12 3)	6 8	$\left. \begin{array}{l} 11 \ 0 \\ 10 \ 7 \end{array} \right\}$		8 11	6 8
	11 5	8 9		10 5		

† Figures were only available for three county units in each group.

*Notes*

1. These figures are for the gross costs of the library service after deducting income received for agency services.
2. County libraries, although capable of achieving economies in specialist staff and specialist bookstock, incur additional expenditure because of their dispersed resources. They will probably equal more nearly the municipal figures when they are more fully developed.
3. The cost figures given for county units (Groups E, F and G) do not take account of the cost of the county headquarters and are in some cases estimated.

TABLE VII  
Expenditure in Various Categories as a Percentage of  
Total Library Expenditure

*(a) Book and binding expenditure*

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
	per cent	per cent	per cent	per cent	per cent	per cent
A ...	35·8	25·4	31·0	36·3	23·6	$\left. \begin{array}{l} 27·5 \\ 25·7 \end{array} \right\}$ (Two only)
B ...	40·7	21·0	$\left. \begin{array}{l} 27·1 \\ 26·7 \end{array} \right\}$	36·9	33·1	
C ...	42·2	22·7				$\left. \begin{array}{l} 27·4 \\ 26·5 \end{array} \right\}$
D ...	36·9	21·4	$\left. \begin{array}{l} 28·7 \\ 27·6 \end{array} \right\}$	(One only)		
E ...	47·6	30·7		$\left. \begin{array}{l} 36·5 \\ 31·5 \end{array} \right\}$	60·8	24·9
F ...	35·8	28·2	$\left. \begin{array}{l} 31·5 \\ 28·7 \end{array} \right\}$		43·6	26·1
G ...	33·2	28·5		29·8	44·5	28·9*

\* Excludes binding.

† Expenditure figures were only available for three county units in each group.

(b) Staff expenditure

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	per cent	per cent	per cent	per cent	per cent	per cent
A ...	61·8	50·0	50·6	52·3	36·4	{ 44·3 43·2
B ...	55·8	43·7	{ 52·1 51·1 }	56·4	46·4	(Two only)
C ...	59·6	44·6	{ 54·5 51·4 }	(One only)	54·8	
D ...	58·6	45·1	{ 52·0 50·2 }	(One only)	54·1	
E ...	50·9	39·8	{ 48·1 42·4 }	60·2	33·3	58·2
F ...	49·4	35·5	{ 48·0 44·5 }	59·1	32·8	50·8
G ...	60·9	46·2	51·0	54·2	47·7	49·7

† Expenditure figures were only available for three county units in each group.

(c) Gross building expenditure

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	per cent	per cent	per cent	per cent	per cent	per cent
A ...	13·5	10·7	(Two only)	15·0	10·6	{ 13·2 11·3
B ...	16·3	9·7	{ 15·2 14·4 }	(One only)	17·2	
C ...	19·9	7·1	{ 13·4 10·4 }	(One only)	7·7	
D ...	20·6	10·3	{ 14·8 12·4 }	(One only)	10·8	
E ...	21·0	7·2	12·9	No information available		
F ...	20·4	11·0	{ 15·7 13·8 }			
G ...	18·8	9·8	13·2			

*Note.* The figures for libraries which give an agency service to schools are slightly distorted since, although the income received from agency services has been deducted from the total library expenditure and appropriate deductions have been made from the expenditure on children's books, no deduction has been made for expenditure on staff who are engaged on the agency services. This affects county libraries in particular.

## B. LIBRARY MATERIALS

TABLE VIII  
Bookstock Per Capita

(a) Total stock (Reference and Lending) per capita

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	volumes	volumes	volumes	volumes	volumes	volumes
A ...	1.75	1.24	1.27	1.50	1.14	{ 1.33 1.25
B ...	1.82	1.09	{ 1.49 1.42 }	1.61	1.36	(Two only)
C ...	(3.47) 1.73	1.01	{ 1.65 1.58 }		(One only)	2.26
D ...	(2.47) 1.95	1.19	{ 1.72 1.53 }		(One only)	2.07
E ...	(3.13) 2.17	1.17	1.58	1.65	0.84	{ 1.41 1.26
F ...	2.43	1.47	{ 2.12 2.08 }	1.45	0.64	0.98
G ...	2.94	1.47	1.89	1.89	0.99	1.28

(b) Total Lending Stock per capita

GROUP	MUNICIPAL			COUNTY*		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	volumes	volumes	volumes	volumes	volumes	volumes
A ...	0.99	0.78	0.97	1.50	1.11	{ 1.33 1.25
B ...	1.67	0.75	1.29	1.61	1.36	(Two only)
C ...	(2.97) 1.50	0.96	{ 1.39 1.38 }		(One only)	2.19
D ...	(2.07) 1.74	1.09	{ 1.49 1.34 }		(One only)	2.03
E ...	(2.50) 1.94	1.07	1.52	1.65	0.82	{ 1.41 1.20
F ...	2.13	1.38	{ 2.04 1.68 }	1.44	0.62	0.96
G ...	2.80	1.35	1.70	1.89	0.90	1.27

\* Many county libraries do not differentiate between reference and lending stocks.

(c) *Open access Lending stock (i.e. excluding reserve stock) per capita*

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	volumes	volumes	volumes	volumes	volumes	volumes
A ...	0.81	0.62	0.70	1.19	0.78	{ 1.10 1.04
B ...	1.46	0.61	{ 1.09 1.07 }	1.22	1.02	(Two only)
C ...	(1.56) 1.44	0.81	{ 1.23 1.22 }	(One only)	1.42	
D ...	(1.86) 1.53	0.91	{ 1.27 1.13 }	(One only)	1.43	
E ...	1.74	1.06	1.39	1.52	0.73	{ 1.19 1.06
F ...	1.89	1.30	{ 1.77 1.56 }	1.15	0.62	0.95
G ...	2.15	1.10	1.47	1.44	0.90	1.22

(d) *Shelf stock (i.e. approximate number of books available on open access lending shelves at one time) per capita*

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	volumes	volumes	volumes	volumes	volumes	volumes
A ...	0.43	0.32	0.37	0.78	0.34	{ 0.53 0.52
B ...	0.66	0.31	{ 0.54 0.53 }	0.80	0.71	(Two only)
C ...	(0.86) 0.80	0.42	{ 0.59 0.47 }	(One only)	0.71	
D ...	(1.16) 1.01	0.44	{ 0.89 0.68 }	(One only)	1.13	
E ...	(1.38) 1.33	0.48	0.93	0.85	0.30	{ 0.80 0.56
F ...	1.43	0.67	{ 1.05 0.92 }	0.79	0.42	0.48
G ...	1.41	0.65	0.94	1.1	0.64	0.85

*Notes*

1. Very large public libraries have the task of preserving copies of books and other material which may be wanted only very occasionally, if at all. With the growth of inter-library lending and regional storage schemes this is much less the function of smaller libraries (apart from their share in joint storage schemes) except in so far as book rarities and local material is concerned. Figures of bookstock per capita must therefore be read in conjunction with the figures for the turnover of stock in Table IX.

2. The proportion of lending stocks kept in reserve in the municipal libraries was about 16 per cent. In county libraries as a whole, the proportion was much higher and in county branches much lower. Only in the metropolitan borough libraries did books assembled under regional specialisation schemes comprise a significant proportion of the reserve stock.

3. The importance of having an adequate selection of books from which the borrower may choose actually available on the shelf, is generally recognised. In many libraries this number is limited because shelving is restricted by inadequate premises.

4. Of the 35 municipal libraries with branches, six exchanged part of the branch library stock at irregular intervals and 22 had arrangements for systematic exchange. Of the latter, six operated a system of "units" of about 100 books which were circulated round branch libraries; two reported that special displays of books were also circulated. In three cases the arrangements for exchange applied to part-time but not to full-time branches, six libraries made no provision for exchanging branch library stock and one exchanged adult fiction and children's books only. Table XII gives details of the volumes supplied to county units from county library resources.

**TABLE IX**  
**Turnover of Stock, i.e. the Relationship between Annual Additions/  
Withdrawals to Total Stock in Different Categories**

*(a) Total Additions*

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	per cent	per cent	per cent	per cent	per cent	per cent
A ...	22.3	13.9	17.7	18.2	10.1	{ 12.7 12.6
B ...	19.9	12.3	{ 14.8 14.7 }	9.9	9.9	(Two only)
C ...	19.2	9.1	{ 17.8 11.8 }	(One only)	6.7	
D ...	17.8	10.1	{ 15.3 14.7 }	(One only)	9.6	
E ...	23.5	8.4	14.7	28.3	16.8	{ 19.1 18.8
F ...	16.8	6.8	{ 11.6 10.0 }	25.9	14.1	{ 17.5 16.9
G ...	15.1	8.6	13.2	23.0	13.2	{ 16.8 15.8

*(b) Total Withdrawals*

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	per cent	per cent	per cent	per cent	per cent	per cent
A ...	16.8	13.8	14.0	8.4	5.5	{ 7.7 7.3
B ...	14.2	6.0	11.1	8.1	4.3	(Two only)
C ...	18.8	5.8	{ 11.2 9.1 }	(One only)	5.2	
D ...	22.0	4.2	{ 10.7 8.8 }	(One only)	5.7	
E ...	21.4	3.7	8.2	16.0	3.0	{ 15.9 15.0
F ...	10.2	3.6	{ 8.6 7.9 }	13.2	8.0	10.1
G ...	11.4	1.0	9.8	14.2	6.7	9.1



(c) Adult Non-Fiction Additions

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	per cent 22·6	per cent 11·1	per cent 19·4	per cent 14·4*	per cent 9·3*	per cent 10·9
B ...	14·6	7·7	{ 11·5 11·1 }	(One only)	8·7*	
C ...	16·1	5·8	{ 9·2 8·5 }	(One only)	3·7*	
D ...	10·6	6·5	{ 9·9 8·9 }	(One only)	10·7	
E ...	15·3	5·8	9·8	33·7†	11·6	18·6*
F ...	11·7	4·8	7·4	20·8*	10·1	{ 15·7* 12·6 }
G ...	11·4	6·1	10·7	24·7†	9·8	12·7*

\* Figures include reference books.

† Figures include children's non-fiction.

(d) Adult Fiction Additions

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	per cent 30·2	per cent 28·3	per cent 30·0	per cent 20·2	per cent 12·1	{ 14·2 13·2 }
B ...	23·0	15·8	{ 21·4 17·3 }	(One only)	10·7	
C ...	28·4	9·7	{ 20·8 16·9 }	(One only)	10·9	
D ...	27·4	9·9	{ 19·8 18·8 }	(One only)	8·2	
E ...	36·8	15·8	19·5	29·9	20·0	21·9
F ...	19·0	8·7	17·4	34·0	11·9	{ 20·0 18·0 }
G ...	23·1	16·5	18·6	29·7	8·5	19·7

(e) Children's Books Additions

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	per cent	per cent	per cent	per cent	per cent	per cent
A ...	42.5	32.7	33.3	24.4	6.3	{ 17.6* 16.7
B ...	33.9	17.1	{ 23.0 22.4 }	(One only)	14.0	
C ...	30.2	9.0	{ 23.1 16.4 }	(One only)	16.9	
D ...	26.6	15.0	{ 22.4 21.5 }	—	—	—
E ...	38.4	10.5	24.0	35.6	13.0	24.1
F ...	32.5	12.6	{ 21.1 19.7 }	32.0*	16.0	{ 25.5 21.7
G ...	30.3	14.5	15.3	34.6	13.1	25.9*

\* Children's fiction only.

*Notes*

1. The ratio of the number of books added to the total stock of libraries is greater than the ratio of the number of books withdrawn. In some libraries, particularly the larger counties, a part of this net increase is for stocking new branch libraries but in general the growth in bookstock reflects increased demands, both quantitative and in the range of material required.

2. Although this growth of bookstock distorts the picture, it is apparent that not all the libraries surveyed were reaching the standard achieved by the large city libraries and replacing their bookstock at a rate which will ensure that the stock is kept up to date and in good physical condition. We recognize, however, that local conditions greatly affect the life of a book. County libraries because of the need to maintain a reasonable selection of books at a number of small service points will normally have a smaller proportion of their stock in active use, so the bookstock will not deteriorate physically quite so quickly.

3. Allowing both for some growth of bookstock and for a proportion of books in reserve it appears that the average active life of a book in the large city libraries is approximately: Adult non-fiction 5 years, Adult fiction 3-4 years, Children's books 3 years, but taking the libraries surveyed as a whole the life of a book appears to be approximately: Adult non-fiction 7-8 years, Adult fiction 4-5 years, Children's books 3-5 years.

4. These figures are not in themselves an index of the adequacy of a library's annual additions to stock, a truer picture is provided in Table X.

TABLE X  
**Volumes Added to Stock per 1,000 Population**  
*(a) Total Volumes*

GROUP	MUNICIPAL				COUNTY			
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>3 year best Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>3 year best Median</i>
A ...	288	220	243	243	228	133	{ 176 151 }	{ 196 176 }
B ...	266	179	{ 228 221 }	{ 246 237 }	160	136	(Two only)	{ 163 149 }
C ...	(315) 254	163	{ 236 205 }	{ 238 236 }			(One only)	151 191
D ...	(364) 298	168	{ 241 182 }	{ 241 231 }			(One only)	199 199*
E ...	291	172	214	262	439	141	{ 268 245 }	{ 268 245 }
F ...	267	170	{ 247 242 }	{ 260 252 }	246	142	{ 217 187 }	{ 217 212 }
G ...	296	197	254	254	282	163	{ 251 218 }	{ 275 251 }

\* Adult books only.

*(b) Total of Adult Non-Fiction lending and reference volumes*

GROUP	MUNICIPAL			COUNTY *		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	135	79	92	89	55†	63
B ...	96	59	83		(One only)	56
C ...	(151) 89	47	{ 83 64 }		(One only)	53
D ...	(110) 103	32	{ 86 57 }		(One only)	132
E ...	147	55	100	160	40	96
F ...	110	35	{ 87 67 }	76	46	{ 71 60 }
G ...	130	73	89	87	57	71

\* Three counties could not provide statistics of the number of adult non-fiction volumes added.

† Estimated.

(c) *Adult Non-Fiction lending volumes*

GROUP	MUNICIPAL			COUNTY
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	
A ...	81	64	68	} Only three counties gave separate figures for adult non-fiction lending additions. They added 130, 58 and 53 adult non-fiction lending volumes per 1,000 population.
B ...	88	50	74	
C ...	(124)	36	71	
	80		57	
D ...	93	29	80	
E ...	142	49	53	
F ...	91	33	83	
G ...	100	67	85	
			60	
			97	
			82	

*Notes*

1. There is a particular need for a high rate of acquisition when there is no provision for the circulation of stock in small libraries.
2. The relatively low rate of acquisition in some counties in our survey reflects the fact that not all county areas are as yet provided with adequate service points. The ratio of total annual additions to population in some rural counties is reduced because they meet the needs of children mainly through school libraries, figures for which are excluded.

TABLE XI  
Adult Non-Fiction Additions  
(a) Municipal

GROUP	(i) Number of titles added from those listed in current issues of the British National Bibliography				(ii) Librarian's estimate of the total number of titles added, new to the library		
	Estimate based on six times the number added from those listed in two months' issues of the B.N.B.			Librarian's estimate	Highest	Lowest	Median
A	Highest 5,502	Lowest 3,672	Median 4,464	Median (Only one) 5,129 plus 10,932 reference	Highest 20,098*	Lowest 6,958*	Median (Two only)
B	4,134	1,260	{ 3,234 3,066 }	{ 3,350 plus about 650 reference titles }	10,387*	4,255*	4,650*
C	3,738	1,380	{ 1,722 1,716 }	1,760	(7,200*) 5,985*	1,891	2,624*
D	2,502	1,206	1,788	1,765	(2,847) 2,150	1,765	2,121
E	(1,836) 1,674	1,194	1,614	1,548	(2,336) 2,166	1,408	{ 2,166 1,872 }
F	1,998	738	{ 1,398 1,242 }	{ 1,850 1,206 }	2,150	909	{ 2,000 1,302 }
G	1,812	696	1,134	{ 1,500 1,096 }	1,860	1,078	{ 1,500 1,366 }

GROUP	(iii) Estimated numbers of duplicates and replacements added			(iv) No. of Adult Non-Fiction Lending volumes added.			(v) No. of Reference volumes added		
	Highest (One only)	Lowest	Median	Highest	Lowest	Median	Highest	Lowest	Median
A			20,754	45,000†	27,712	40,375	44,942	5,392	6,449
B	14,451	2,605	{ 6,085 5,822 }	20,019	6,120	{ 11,768 10,340 }	4,001	526	{ 1,135 1,049 }
C	1,760	647	968	8,622	2,859	{ 3,740 3,717 }	5,806	110	{ 837 808 }
D	1,724	175	1,066	4,185	1,564	{ 3,874 2,294 }	1,342	172	{ 424 359 }
E	861	110	200	5,272	1,518	2,501	(987) 634	180	379
F	320	75	{ 150 90 }	2,477	969	{ 2,124 1,443 }	438	67	{ 158 83 }
G	143	75 (Two only)		1,934	1,084	1,441	584	44	111

\* Includes reference titles.

† Includes transfers between departments.

## (b) County

GROUP	(i) Number of titles added from those listed in current issues of the <i>British National Bibliography</i>			Librarian's Estimate	(ii) Librarian's estimate of the total number of titles added, new to library	
	Estimate based on six times the number added from those listed in two months' issues of the <i>B.N.B.</i>					
A	Highest 10,374	Lowest 3,414	Median {6,750* 6,444}	(One only) 7,750*	(One only)	11,955*
B	5,802*	2,286*	(Two only)	(One only) 2,320*	(One only)	4,377*
C		(One only) 2,088		(One only) 2,250* to 2,300*	(One only)	4,100*
D		(One only) 2,340		(One only) 2,006*	(One only)	2,508*
E	2,880*	1,140	{1,542 1,374}			
F	1,530	606	816			
G	2,400*	264	774			

\* Includes Reference Books.

GROUP	(iii) Estimated numbers of duplicates and replacements added	(iv) No. of Adult Non-Fiction Lending volumes added			(v) No. of Reference volumes added		
		Highest	Lowest	Median	Highest	Lowest	Median
A	(One only) 39,528	85,622*†	22,190	{54,863* 47,235}	4,248	1,834	(Two only)
B	(One only) 3,416		(One only)	7,793*			
C	(One only) 200		(One only)	4,264*			
D	(One only) 4,541		(One only)	6,884		(One only)	117
E		5,616*	1,330	4,418†	154	58	(Two only)
F		2,120*	953	{1,921* 1,543*†}	209	57	(Two only)
G		1,691*†	605	1,272	877	56	95

\* Includes Reference books.

† Includes children's Non-Fiction.

## Note

In an attempt to ascertain what proportion of non-fiction books added to public libraries consisted of recent British publications, an analysis was made of some 1,200 records of additions to public libraries in the South East of England (excluding the Metropolitan Boroughs) between July and September, 1961. This showed that:

71 per cent were books recorded in the 1960 and 1961 issues of the *British National Bibliography*;

90 per cent were English books published since 1950 and so presumed to have been recorded in the *British National Bibliography*;

10 per cent could not have been recorded in the *British National Bibliography*. The 10 per cent was made up of 6 per cent pre-1950 English language publications, 3 per cent music and 1 per cent foreign language publications.

No attempt was, however, made to ascertain which American publications (and any other English language publications from overseas) were not recorded in the *British National Bibliography*; all English language publications were assumed to have been included.

TABLE XII

**Additional Books Supplied to County Library Units  
from County Library Resources**

*(a) Number of volumes exchanged within the county (in addition  
to books supplied to meet special requests)*

<i>Population Group</i>	<i>Highest</i>	<i>Lowest</i>		<i>Median</i>
E	21,711	0	}	14,026
F	15,550	0		5,949
G	7,199	0		9,327
				3,003

The number of volumes supplied to county units from within the county library to meet readers' requests is given in Table XXV (b) (ii).

*(b) Sets of plays supplied (average of 10 volumes per set)*

<i>Population Group</i>	<i>Highest</i>	<i>Lowest</i>		<i>Median</i>
E	100	2		23
F	95	6		54
G	61	1	}	22
				13

*(c) Sets of music supplied (average of 24 items to a set)*

<i>Population Group</i>	<i>Highest</i>	<i>Lowest</i>		<i>Median</i>
E	76	0		26
F	90	0		6
G	14	0		5

*(d) Number of special circulating collections supplied, with  
total number of volumes in parentheses*

<i>Population Group</i>	<i>Highest</i>	<i>Lowest</i>		<i>Median</i>
E	11 (550)	2 (75)		5 (250)
F	22 (1,330)	1 (14)		2 (200)
G	22 (1,300)	1 (36)		4 (200)

Several of these collections were of fiction in foreign languages, others included electronics, space travel, careers, 100 children's books of 1960, "Africa in the news", Germany, business management, religion and music.

TABLE XIII

## Purchase of More Expensive Books

(a) A select list of non-fiction books of general interest, published in Britain during 1960-61, compiled for the Working Party by the staff of Luton Borough Libraries.  
Titles added over 40/-. (Total No. 17)

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as a percentage	Highest	Lowest	Median	Median as a percentage
				per cent				per cent
A ...	17	14	17	100	17	14	{ 17 16	{ 100 94.1
B ...	17	5	12	70.6	16	13	(Two only)	{ 94.1 76.5
C ...	(16) 14	4	11	64.6	(One only)	6		35.3
D ...	9	3	{ 9 7	{ 52.9 41.2	(One only)	9		52.9
E ...	(11) 10	0	8	47.1	8	3	{ 5 4	{ 29.4 23.5
F ...	9	3	{ 7 5	{ 41.2 29.4	7	2	4	23.5
G ...	6	1	3	17.6	4	0	2	11.8

(b) Books listed in the May and October, 1960 issues of the British National Bibliography.  
Titles 25/- and over. (Total No. of titles 927)

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as a percentage	Highest	Lowest	Median	Median as a percentage
				per cent				per cent
A ...	729	444	461	49.7	616	325	{ 495 424	{ 53.4 45.7
B ...	426	98	{ 244 235	{ 26.3 25.4	260	175	(Two only)	{ 28.0 18.9
C ...	(309) 271	74	{ 149 142	{ 16.1 15.3	(One only)		133	14.3
D ...	(148) 105	45	{ 103 74	{ 11.1 8.0	(One only)		135	14.6
E ...	119	55	96	10.4	121	51	{ 86 81	{ 9.3 8.7
F ...	106	30	{ 100 81	{ 10.8 8.7	100	39	50	5.4
G ...	126	53	68	7.3	107	15	52	5.6



(c) Publications in social sciences, natural sciences and useful arts (classes 300, 500 and 600 of the Dewey Decimal Classification) listed in the April, 1961 issues of the British National Bibliography.

Titles over 25/-. (Total No. of Titles 297)

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as a percentage	Highest	Lowest	Median	Median as a percentage
A ...	222	81	86	per cent 28.9	132	47	{ 72 53	per cent 24.2 17.8
B ...	93	12	{ 35 34	{ 11.8 11.4	51	26	(Two only)	17.2 8.8
C ...	(49)	7	{ 25 14	{ 8.4 4.7	(One only)	13		4.4
D ...	47 (17)	5	8	2.7	(One only)	11		3.7
E ...	9 (28)	4	8	2.7	12	0	{ 5 4	1.7 1.3
F ...	22	5	6	2.0	12	0	4	1.3
G ...	9	3	4	1.3	9	0	2	0.9

(d) Publications in social sciences, natural sciences and useful arts (classes 300, 500 and 600 of the Dewey Decimal Classification) listed in the April, 1961 issues of the British National Bibliography.

Titles over 40/-. (Total No. of titles 214)

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as a percentage	Highest	Lowest	Median	Median as a percentage
A ...	161	49	59	per cent 27.6	91	26	{ 44 32	per cent 20.6 14.9
B ...	57	3	{ 21 20	{ 9.8 9.3	27	12	(Two only)	{ 12.6 5.6
C ...	29	1	{ 12 6	{ 5.6 2.8	(One only)	6		2.8
D ...	(6) 4	2	4	1.9	(One only)	6		2.8
E ...	(18) 8	1	3	1.4	3	0	2	0.9
F ...	4	1	2	0.9	6	0	1	0.5
G ...	7	0	3	1.4	3	0	0	0

TABLE XIV

A select list of Non-Fiction books of general interest, published in Britain during 1960-61, compiled for the Working Party by the staff of Luton Borough Libraries; number of titles 106

## (a) Titles added

GROUP	MUNICIPAL				COUNTY			
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Median as a percentage</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Median as a percentage</i>
				per cent				per cent
A ...	106	91	100	94.3	104	88	{ 98 95	{ 92.5 89.6
B ...	102	50	{ 88 85	{ 83.0 80.2	105	69 (Two only)		{ 99.1 65.1
C ...	(93) 85	44	{ 63 60	{ 59.4 56.6		(One only)	59	55.7
D ...	67	51	{ 59 58	{ 55.7 54.7		(One only)	70	66.0
E ...	(70) 63	30	50	47.2	53	26	{ 45 44	{ 42.5 41.5
F ...	66	28	{ 53 51	{ 50.0 48.1	52	17	28	26.4
G ...	45	21	34	32.1	40	8	25	23.6

## (b) Volumes added

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	653	382	616	1,270	366	{ 911 693
B ...	427	135	{ 200 195	328	193	(Two only)
C ...	(237) 206	50	{ 83 76		(One only)	72
D ...	(107) 89	51	{ 63 61		(One only)	113
E ...	(70) 69	33	51	66	26	{ 50 46
F ...	66	28	{ 54 51	56	17	29
G ...	45	21	37	51	8	25

TABLE XV

## Booklists on Subjects of General Interest

(a) *Readers' guide to archaeology, published by the County Libraries Section of the Library Association, 1960, listing 358 titles.*(i) *Titles*

GROUP	MUNICIPAL				COUNTY			
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Median as a percentage</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Median as a percentage</i>
A ...	331	259	262	per cent 73·2	274	233	{ 257 250	per cent 71·8 69·8
B ...	240	145	{ 179 174	{ 50·0 49·4	245	180	(Two only)	{ 68·4 50·3
C ...	(240) 228	104	{ 159 147	{ 44·4 41·1	(One only)		169	{ 47·2
D ...	197	80	{ 115 109	{ 32·1 30·4	(One only)		133	37·2
E ...	(165) 139	49	103	28·8	98	47	{ 78 60	21·8 16·8
F ...	122	27	{ 109 93	{ 30·4 26·0	96	30	58	16·2
G ...	82	60	73	20·3	74	19	33	9·2

(ii) *Volumes*

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	1,330	885	1,143	2,554	743	{ 2,046 1,411
B ...	572	179	{ 433 347	523	307	(Two only)
C ...	(462) 370	116	{ 223 160	(One only)	224	
D ...	200	80	{ 120 109	(One only)	243	
E ...	(165) 145	49	114	113	61	79
F ...	122	27	{ 109 94	111	31	66
G ...	83	60	73	74	19	33

(b) *Readers' guide to photography, published by the County Libraries Section of the Library Association, 1960, listing 476 titles, including 115 advanced books and 22 reference books.*

(i) *Titles*

GROUP	MUNICIPAL				COUNTY			
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Median as a percentage</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Median as a percentage</i>
A ...	404	270	287	per cent 60·3	393	306	{ 381 375	per cent 80·0 78·8
B ...	365	194	{ 233 232	{ 48·9 48·7	348	206	(Two only)	{ 73·1 43·3
C ...	(285) 239	129	{ 194 179	{ 40·8 37·6	(One only)		160	33·6
D ...	257	108	{ 162 154	{ 34·0 32·4	(One only)		155	32·6
E ...	198	64	144	30·3	105	59	{ 96 95	{ 20·2 20·0
F ...	105	55	{ 98 90	{ 20·6 18·9	105	28	55	11·6
G ...	84	53	77	16·2	77	27	51	10·7

(ii) *Advanced books (Total of 115 titles)*

GROUP	MUNICIPAL				COUNTY			
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Median as a percentage</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Median as a percentage</i>
A ...	102	57	67	per cent 58·3	100	84	{ 98 95	per cent 85·2 82·6
B ...	92	45	{ 62 56	{ 53·9 48·7	89	48	(Two only)	{ 77·4 41·7
C ...	(81) 62	17	37	32·2	(One only)		27	23·5
D ...	65	26	{ 42 40	{ 36·5 34·8	(One only)		30	26·1
E ...	44	20	33	28·7	32	10	{ 23 21	{ 20·0 18·3
F ...	27	11	{ 20 16	{ 17·4 13·9	25	6	8	7·0
G ...	19	7	11	9·6	19	1	10	8·7

(iii) Reference books. (Total of 22 titles)

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as a percentage	Highest	Lowest	Median	Median as a percentage
				per cent				per cent
A ...	16	7	10	45.5	16	8	{ 13 12	59.1 54.5
B ...	14	5	8	36.4	12	4	(Two only)	{ 54.5 18.2
C ...	13	4	6	27.3	(One only)		6	27.3
D ...	10	1	{ 7 6	{ 31.8 27.3	(One only)		5	22.7
E ...	8	1	4	18.2	6	2	3	13.6
F ...	5	2	{ 3 2	{ 13.6 9.1	4	0	2	9.1
G ...	3	1	3	13.6	2	0	2	9.1

TABLE XVI

European Common Market and the European Free Trade Association Booklist,\* Listing 169 books and pamphlets, 179 articles in periodicals and 7 bibliographies.

(a) Books and Pamphlets (Total of 169)

(i) Titles

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as a percentage	Highest	Lowest	Median	Median as a percentage
				per cent				per cent
A ...	169	50	54	32.0	58	27	{ 43 42	25.4 24.9
B ...	69	11	{ 24 20	{ 14.2 11.8	51	9	(Two only)	{ 30.2 5.3
C ...	(57) 15	6	10	5.9	(One only)		3	1.8
D ...	12	4	5	3.0	(One only)		8	4.7
E ...	20	0	9	5.3	8	2	{ 5 3	3.0 1.8
F ...	10	0	3	1.8	6	0	1	0.6
G ...	22	1	4	2.4	6	0	1	0.6

\* Compiled by J. E. Wild, Manchester Public Libraries, and published by the Library Association in 1961 as Special subject list, No. 35.

## (ii) Volumes

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
A ...	240	61	73	129	34	{ 106 77
B ...	69	12	{ 26 22 }	62	12	(Two only)
C ...	(60) 17	7	10	(One only)		3
D ...	12	4	5	(One only)		12
E ...	20	0	9	8	2	{ 5 3
F ...	10	0	3	7	0	1
G ...	22	1	4	6	0	1

## (b) Articles and Bibliographies (Total of 186)

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as a percentage	Highest	Lowest	Median	Median as a percentage
				per cent				per cent
A ...	186	35	39	21.0	46	0	{ 9 1	{ 4.8 0.5
B ...	45	0	{ 12 5	{ 6.5 2.7 }	8	1	(Two only)	{ 4.3 0.5
C ...	(26) 11	0	{ 7 6	{ 3.8 3.2 }	(One only)		0	0
D ...	9	0	{ 4 1	{ 2.2 0.5 }	(One only)		1	0.5
E ...	(18) 1	0	0	0	7	0	0	0
F ...	1	0	0	0	0	0	0	0
G ...	0	0	0	0	1	0	0	0

## Notes

1. We consider that there should be more widespread provision of books, pamphlets and articles on specialised topics of current interest such as the European Common Market, although we recognize that such provision cannot be a major function of the smaller libraries.

2. The poor coverage of periodicals is due in part to lack of storage space for keeping non-current issues of journals and partly to lack of staff time to secure material (some of it free) and to organise it for use.

TABLE XVII

Publications in Social Sciences, Natural Sciences and Useful Arts (Classes 300, 500 and 600 of the Dewey Decimal Classification) Listed in the April 1961, issues of the British National Bibliography.

(a) Number of titles added in Class 300: Social Sciences  
(Total No. of titles 285)

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as a percentage	Highest	Lowest	Median	Median as a percentage
				per cent				per cent
A ...	202	90	114	40.0	114	63	{ 93 73	{ 32.6 25.6
B ...	145	25	{ 68 60	{ 23.9 21.1	76	40	(Two only)	{ 26.7 14.0
C ...	(101) 48	15	{ 46 41	{ 16.1 14.4	(One only)		31	10.9
D ...	43	13	{ 21 15	{ 7.4 5.3	(One only)		30	10.5
E ...	50	14	24	8.4	24	6	{ 16 14	{ 5.6 4.9
F ...	31	8	{ 15 13	{ 5.3 4.6	20	6	9	3.2
G ...	24	6	13	4.6	21	1	10	3.5

(b) Number of titles added in Class 500: Natural Sciences  
(Total No. of titles 175)

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as a percentage	Highest	Lowest	Median	Median as a percentage
				per cent				per cent
A ...	111	37	45	25.7	56	26	{ 48 39	{ 27.4 22.3
B ...	68	15	{ 24 22	{ 13.7 12.6	32	26	(Two only)	{ 18.3 14.9
C ...	33	10	{ 20 14	{ 11.4 8.0	(One only)		14	8.0
D ...	(21) 19	7	{ 18 12	{ 10.3 6.9	(One only)		14	8.0
E ...	30	3	15	8.6	19	4	{ 8 6	{ 4.6 3.4
F ...	14	3	{ 12 10	{ 6.9 5.7	15	0	5	2.9
G ...	14	3	6	3.4	15	1	5	2.9

(c) Class 600: Useful Arts (including technology)  
(Total no. of titles 314)

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as a percentage	Highest	Lowest	Median	Median as a percentage
				per cent				per cent
A ...	240	74	87	27.7	134	45	{ 84 81	{ 26.8 25.8
B ...	140	25	{ 61 55	{ 19.4 17.5	79	36	(Two only)	{ 25.1 11.5
C ...	(87) 63	24	{ 41 37	{ 13.1 11.8	(One only)		31	{ 9.9
D ...	(53) 42	12	{ 28 17	{ 8.9 5.4	(One only)		23	7.3
E ...	56	12	22	7.0	37	10	{ 18 13	{ 5.7 4.1
F ...	23	15	{ 19 16	{ 6.1 5.1	16	4	12	3.8
G ...	51	7	13	4.1	33	3	7	2.2

(d) Number held of titles in these three classes which were also entered in the Aslib booklist.  
(Total No. of titles 63)

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
A ...	56	21	28	34	17	{ 29 18
B ...	32	3	11	18	9	(Two only)
C ...	17	3	5	(One only)		4
D ...	(9) 5	2	{ 5 4	(One only)		4
E ...	11	2	4	8	0	2
F ...	6	2	{ 4 3	4	0	1
G ...	3	1	1	4	0	1

(e) Number of titles held which were included in those selected both by a county librarian and a municipal librarian on the Working Party as suitable for inclusion in a small or medium size public library. (Total No. of titles 63)

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
A ...	48	41	47	51	43	{ 48 44
B ...	48	27	{ 43 38	55	34	(Two only)
C ...	37	24	{ 29 28	(One only)		25
D ...	(39) 27	14	{ 24 16	(One only)		24
E ...	42	15	32	24	0	{ 17 13
F ...	27	12	{ 19 17	18	0	14
G ...	20	8	17	19	0	8



TABLE XVII

(f) Number of items of which a library held the only copy reported by the 53 libraries in our main survey

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
A ...	39	0	2	7	0	3
B ...	3	0	1	0	0	(Two only)
C ...	(5)	0	0	(One only)	0	
D ...	2			(One only)	0	
E ...	4	0	0			
F ...	3	0	0	0	0	0
G ...	0	0	0	0	0	0
G ...	3	0	0	0	0	0

(g) Number of items held in these three classes by a library of which only 2-5 locations were reported by the 53 libraries in our main survey.

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
A ...	254	40	75	99	16	{ 49 27 (Two only)
B ...	124	4	19	17	3	
C ...	(54)	1	11	(One only)	0	
D ...	15		8	(One only)	1	
E ...	11	0	2			
F ...	(8)	0	1	2	0	{ 1 0 0
G ...	3		3	1	0	
F ...	7	0	1	1	0	0
G ...	15	0	0	1	0	0
G ...			1			

(h) Number of items in these three classes held by a library of which only 6-9 locations were reported by the 53 libraries in our main survey.

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
A ...	86	41	51	63	16	{ 44 35 (Two only)
B ...	64	1	19	26	8	
C ...	(43)	0	18	(One only)	4	
D ...	21		12	(One only)	8	
E ...	15	2	7			
F ...	(16)	0	3	3	0	{ 1 0 1
G ...	15		3	3	0	1
F ...	6	1	3	2	0	0
G ...	5	0	1			

TABLE XVII

(i) Number of items in these three classes held by a library of which only 10–29 locations were reported by the 53 libraries in our main survey.

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
A ...	109	68	77	95	68	{ 86 84 (Two only)
B ...	105	28	{ 65 } 49	91	52	
C ...	59	22	{ 37 } 32	(One only)		32
D ...	50	8	{ 20 } 19	(One only)		19
E ...	65	10	{ 20 }	17	0	{ 7 6 7
F ...	22	9	{ 19 } 14	12	0	
G ...	21	2	{ 11 }	15	0	3

(j) Number of items in these three classes held by a library of which over 30 locations were reported by the 53 libraries in our survey.

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
A ...	54	50	52	56	51	54
B ...	59	39	{ 50 } 48	52	40	(Two only)
C ...	(49) 48	30	{ 41 } 38	(One only)		41
D ...	(54) 37	17	{ 29 } 23	(One only)		35
E ...	53	23	{ 31 }	36	0	{ 27 21 18
F ...	30	17	{ 26 } 22	24	0	
G ...	27	13	{ 24 }	25	0	12

## Notes

1. Of the 774 titles listed in these three classes, 52 had not been purchased by any library in the survey. These were mainly very specialised works, including advanced medical books, school textbooks and American educational books and books issued for private circulation, and the decision not to purchase them appears to be justified.

2. Out of a total of 80 titles purchased by one library only, 19 were bought by libraries which had a responsibility to purchase material in the subject concerned under a regional or inter-regional subject specialisation scheme. Of the 94 titles purchased by two libraries only, 39 appear to have been bought to meet subject specialisation requirements.

3. The 14 titles for which more than 45 locations were reported were examined and listed on behalf of the Working Party by staff of the Manchester Public Libraries. The Working Party agreed with the conclusion reached by the Manchester librarians that, while not all the books were indispensable, the intelligent reader could rightly expect to find them all in the stock of his local library system. In fact, all 14 titles had been purchased only by seven municipal and five county libraries in the survey.

TABLE XVIII

List of Reference Books Suggested for Initial Basic Stock for a Medium-sized Reference Library and Specialized Bibliographical Tools for the Larger Reference Library.\*

(a) Reference Books (Titles)  
(Total No. of titles 271.)

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as a percentage	Highest	Lowest	Median	Median as a percentage
A ...	266	249	258	per cent 95.2	249	229	{ 243 232	per cent 89.7 85.6
B ...	261	204	{ 241 237	{ 88.9 87.4	242	158	(Two only)	{ 89.3 58.3
C ...	257	149	{ 236 225	{ 87.1 83.0			(One only) 173	63.8
D ...	216	185	{ 201 199	{ 74.2 73.4			(One only) 133	49.1
E ...	(218) 176	118	161	59.4	172	46	{ 121 74	44.6 27.4
F ...	192	125	{ 170 158	{ 62.7 58.3	168	15	93	34.3
G ...	149	107	115	42.4	148	11	76	28.0

(b) Specialized Bibliographical Tools (Titles)  
(Total No. of titles 19.)

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as a percentage	Highest	Lowest	Median	Median as a percentage
A ...	18	12	13	per cent 68.4	12	2	{ 5 3	per cent 26.3 15.8
B ...	14	1	2	10.5	3	2	(Two only)	{ 15.8 10.5
C ...	7	0	3	15.8			(One only) 2	10.5
D ...	4	0	2	10.5			(One only) 2	10.5
E ...	(4) 3	0	1	5.3	1	0	0	0
F ...	0	0	0	0	1	0	0	0
G ...	2	0	0	0	0	0	0	0

\* Included in "Reference library stocks: an enquiry into reference book provision in the rate-supported libraries of England and Wales", Library Association, Reference, Special and Information Section, 1960.

TABLE XIX

Adult Fiction and Children's Books Added

(a) Estimated number of adult fiction and children's titles added in a year, based on six times the number added from those listed in the May and October, 1960 issues of the British National Bibliography. (Total items listed x 6 = 4,716.)

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
A ...	2,856	1,974	2,034	4,110	1,044	{ 2,790 2,076
B ...	3,102	1,482	{ 2,742 2,454 }	2,334	2,202	(Two only)
C ...	2,694	1,368	{ 2,034 1,890 }	(One only)	1,836	
D ...	(2,424) 2,394	678	{ 1,908 1,506 }	(One only)	1,056*	
E ...	2,232	1,254	1,872	2,016	996	{ 1,206 1,158
F ...	2,160	1,152	{ 2,022 1,650 }	2,376	570	1,104
G ...	2,040	852	1,374	1,896	540	1,056

\* Adult fiction only.

(b) Number of adult fiction and children's volumes added (excluding books added for school library use.)

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
A ...	85,704	61,267	72,070	87,873	35,565	{ 77,851* 72,122
B ...	37,685	14,729	{ 22,355 17,837 }	(One only)	11,243	
C ...	18,523	8,976	{ 11,654 11,426 }	(One only)	7,880	
D ...	(10,991) 8,337	4,796	{ 7,823 5,644 }	(One only)	3,575†	
E ...	11,798	3,650	4,737	9,742	3,539	5,093
F ...	4,783	2,764	{ 4,049 4,013 }	4,864	2,108	{ 2,633* 2,630
G ...	3,300	1,831	2,513	2,738	1,393	1,732*

\* Excludes children's non-fiction.

† Adult fiction only.

(c) *Adult fiction titles added from those listed in the May and October, 1960 issues of the B.N.B. (Total 461)*

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as percentage	Highest	Lowest	Median	Median as percentage
				per cent				per cent
A ...	306	167	229	50	378	94	{ 280 266 }	{ 61 58 }
B ...	319	132	{ 247 245 }	{ 53 54 }	212	166	(Two only)	{ 46 36 }
C ...	279	132	{ 184 178 193 169 }	{ 39 40 37 42 }	(One only)	112		24
D ...	226	71	{ 178 193 169 }	{ 40 37 42 }	(One only)	176		38
E ...	213	128	194	42	227	94	{ 133 130 }	{ 29 28 }
F ...	181	82	{ 173 169 }	{ 38 37 }	271	56	118	26
G ...	252	71	119	26	203	23	106	23

(d) *Children's book titles added from those listed in the May and October, 1960 issues of the B.N.B. (Total 325)*

GROUP	MUNICIPAL				COUNTY			
	Highest	Lowest	Median	Median as percentage	Highest	Lowest	Median	Median as percentage
				per cent				per cent
A ...	172	100	170	52	309	56*	{ 185 114 }	{ 57 35 }
B ...	242	95	{ 168 162 }	{ 52 50 }	201	177	(Two only)	{ 62 54 }
C ...	237	61	{ 155 152 }	{ 48 47 }	(One only)	194	60	
D ...	211	42	{ 99 87 }	{ 30 27 }	(One only) †			
E ...	178	54	122	38	109	39*	{ 80 71 }	{ 25 22 }
F ...	187	79	{ 157 110 }	{ 48 34 }	191	30*	80	25
G ...	132	45	74	23	198	20*	77	24

\* Excludes children's fiction.

† This library supplied children's book only through school libraries.

TABLE XX

Select list of children's books prepared for the Working Party by the staff of Hertfordshire County Library: 40 fiction and 90 non-fiction titles

GROUP	MUNICIPAL				COUNTY			
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Median as percentage</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Median as percentage</i>
				per cent				per cent
A ...	129	113	126	97	130	128	{ 130 129 }	{ 100 99 }
B ...	130	101	{ 118 117 }	{ 91 90 }	130	122	(Two only)	{ 100 94 }
C ...	118	81	{ 108 105 }	{ 83 81 }	(One only)		121	93
D ...	110	86	{ 100 97 }	{ 77 75 }	(One only)*			
E ...	130	52	104	80	127	66	{ 105 103 }	{ 81 79 }
F ...	105	66	{ 89 81 }	{ 68 62 }	106	55	85	65
G ...	92	49	61	47	124	60	77	59

\* This library supplied children's books only through school libraries.

TABLE XXI

Number of Titles of Periodicals Currently Received

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	2,898	842	(Two only)	285	160	231
B ...	516	63	{ 328 245 }	86	50	(Two only)
C ...	(671) 446	94	264	(One only)	140	
D ...	(300) 205	142	{ 205 185 }	(One only)	95	
E ...	(178) 130	28	{ 120 75 }	133	5	{ 77 19 }
F ...	175	22	123	100	7	45
G ...	162	50	{ 120 95 }	91	9	{ 51 32 }

## C. LENDING LIBRARY USE

TABLE XXII

### Registered Readers as a Percentage of the Population

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
	per cent	per cent	per cent	per cent	per cent	per cent
A ...	27.4	21.3	26.6	30.3	24.0	28.5
B ...	41.1	24.2	38.7	27.2	25.0	(Two only)
C ...	(56.5)	24.7	36.7	(One only)		28.6
D ...	42.9	22.7	34.9	(One only)		23.2
E ...	47.4	22.7	29.4			
F ...	42.9	26.7	33.0	42.5	22.6	37.2
G ...	67.6*	28.7	40.8	37.2	22.3	31.4
			39.9			24.1
			43.4	51.8	26.4	39.1
						37.5

\* This library puts no limit to the period of readers' membership.

*Note.* The period of validity of membership was two years in most cases and in about a quarter of the libraries was three years. The percentage of extra-district members was hard to define since most libraries admit to normal membership persons who work or study but do not reside in the area. Some towns in the middle of a rural area attracted about five per cent of their membership from other non-residents. The figures for readers used in the above table include non-resident readers, but the population figures used referred to the resident population only.

TABLE XXIII

### Annual Lending Library Issues per Capita

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	8.2	5.4	7.3	11.2	7.0	9.0
B ...	14.7	8.4	11.8	9.2	6.2	(Two only)
C ...	(18.0)	8.3	10.5	(One only)		9.3
D ...	14.5	7.3	11.7	(One only)		7.6
E ...	15.3	7.3	10.5			
F ...	13.1	8.5	12.9	12.7	6.4	9.7
G ...	14.2	9.6	11.8	13.3	6.4	8.9
			11.0			8.7
	18.1	10.4	12.7	15.6	8.1	11.3

*Notes*

1. Issues of children's books through schools have been excluded from these figures, although these form the main source of book supply for children in rural areas.

2. In smaller towns it is usually possible to provide service points which are easily accessible to the majority of the population and this affects the use of the library.

3. Other figures showed that from 30-35 books were issued annually per registered reader, that the number of annual issues per registered adult reader was between 30 and 40 and that the annual issues of children's books per registered child reader was between 17 and 25.

TABLE XXIV  
Adult Non-Fiction Issues per Capita

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	2·25	1·72	1·94	2·47	1·52	{ 2·08 2·01 (Two only)
B ...	3·57	1·12	{ 2·70 2·50 2·25 2·03 1·93 2·07	3·16	1·26	
C ...	(6·18)	1·68		(One only)	2·07	
D ...	5·06	1·17	(One only)	2·35		
E ...	4·08	1·50	2·97	1·42	{ 2·63 1·75 1·92	
F ...	3·35	1·30	3·50	1·61		
G ...	2·99	2·40	4·60	1·38	3·12	



TABLE XXV

## Books Obtained in Response to Readers' Requests

(a) *Volumes borrowed from other libraries per 1,000 adult issues (excluding books borrowed from within a library system).*

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	0.44	0.09	0.16	0.84	0.19	{ 0.48 0.35
B ...	1.12	0.40	0.63	(One only)	0.58	
C ...	2.56	0.57	{ 0.92 0.82 }	(One only)	0.96	
D ...	1.93	0.46	{ 0.87 0.84 }	(One only)	0.34	
E ...	1.54	0.44	0.83	2.25	0.26	0.56
F ...	5.35	0.40	{ 2.15 1.19 }	1.39	0.12	0.56
G ...	1.89	0.25	1.59	1.78	0.25	{ 0.98 0.66

(b) *Volumes borrowed from other libraries by libraries serving populations between 10,000 and 40,000*(i) *Totals, excluding books lent to branch libraries within the library system.*

GROUP	MUNICIPAL			COUNTY UNITS		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
E ...	522	113	201	531	55	144
F ...	1,032	111	{ 563 369 }	402	19	91
G ...	436	44	291	271	40	{ 88 79

(ii) *Volumes supplied to county library units from within the county library to meet readers' requests (excluding music sets and play sets).*

GROUP	COUNTY UNITS		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
E ...	2,167	550	{ 1,494 892 }
F ...	2,818	480	{ 1,127 906 }
G ...	3,743	465	{ 1,237 1,040 }

## Notes

1. The number of books borrowed from other libraries in answer to a reader's request depends on a variety of factors which include: the range of the library's own resources (if very large they will satisfy most requests, if very poor the serious reader may not bother to come to the library); the provision of staff able to encourage and assist the reader with special needs; the policy of the library regarding the purchase of specially requested books; and whether the library passes on to the reader all or part of the postal charges incurred in borrowing a book from another library or provides this service free.

2. There are normally fewer books immediately available in a county branch than in a comparable municipal library, see Table VIII, but our figures show that the readers at county branches obtain from outside the resources of their branch library many more books than do readers in comparable municipal libraries.

TABLE XXVI  
**Adult Non-Fiction Books on Loan as a Percentage of Total Adult  
 Books on Loan**

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	per cent 63·9	per cent 33·9	per cent 48·2	per cent 44·6	per cent 31·0	per cent 39·9 32·9 (Two only)
B ...	41·4	25·0	31·9	35·9	31·0	32·0 (One only)
C ...	48·3	23·7	32·8		(One only)	38·9
D ...	39·8	32·9	36·9		(One only)	
E ...	38·3	27·1	31·2	51·2	33·3	36·6
F ...	41·2	17·3	31·7	50·0	30·8	33·3
G ...	33·8	27·2	{ 32·6 } { 30·2 }	48·1	25·7	{ 36·4 } { 33·3 }

*Note.* The time taken to read a non-fiction book is frequently longer than that needed to read a novel. Consequently these figures give a truer indication of the proportion of non-fiction reading than do issue figures.

TABLE XXVII  
**Proportion of Total Stock and Stock in Various Categories on Loan at One Time**  
 (a) *Total lending stock*

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	per cent 35·4	per cent 25·3	per cent 30·3	per cent 34·1*	per cent 16·6*	per cent 28·2 27·5* (Two only)
B ...	36·6	23·8	{ 32·4 } { 32·0 }	26·1*	24·5*	
C ...	43·5	19·5	{ 28·3 } { 26·3 }		(One only)	20·2
D ...	37·2	19·4	25·3		(One only)	16·7
E ...	42·8	13·8	23·2	46·0	28·7*	33·8*
F ...	34·0	13·2	{ 25·3 } { 23·1 }	41·2	28·6	29·7*
G ...	34·3	13·6	26·4	46·6	24·6*	{ 33·2 } { 29·7* }

\* The figure for total stock includes reference books.

(b) Adult non-fiction: total adult non-fiction lending stock.

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
A ...	per cent 45.7	per cent 16.4	per cent 19.9	per cent 21.3*	per cent 8.6*†	per cent 17.5 15.7*
B ...	23.8	11.6	16.3		(One only) 14.6*	
C ...	36.6	13.4	19.8		(One only) 6.5	
D ...	24.1	11.7	17.1		(One only) 10.9	
E ...	26.1	5.9	13.4	38.2	8.0*‡	21.5
F ...	19.4	8.0	17.5	30.4*	14.3*‡	19.2†
G ...	17.2	7.7	10.7	35.5	11.8	20.4* 15.5

\* Total bookstock figures include reference books.

† Bookstock figures and figures for books on loan include children's non-fiction.

‡ Bookstock figure includes children's non-fiction.

TABLE XXVII

(c) Adult fiction: Total fiction lending stock at any one time.

GROUP	MUNICIPAL			COUNTY		
	Highest	Lowest	Median	Highest	Lowest	Median
A ...	per cent 46.9	per cent 26.3	per cent 46.5	per cent 52.6	per cent 32.1	per cent 35.6 35.2
B ...	57.8	30.3	38.2		(One only) 30.5	
C ...	60.6	27.2	53.8		(One only) 39.0	
D ...	89.2	24.2	43.6		(One only) 25.3	
E ...	68.3	29.1	54.6	50.2	31.4	44.7
F ...	56.0	15.2	55.4	61.1	31.2	47.8
G ...	49.4	28.8	46.7	66.6	32.9	48.9 45.0

TABLE XXVII

*(d) Children's books: Total children's lending stock*

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	32·3	24·5	29·4	40·9*	30·4	35·6
B ...	35·2	20·7	28·4		(One only) 65·5	33·6
C ...	49·0	17·1	29·0		(One only) 59·4	
D ...	35·7	20·7	31·7	—	—	—
E ...	44·8	16·8	23·7			
F ...	47·6	17·0	27·6	53·3	37·5*	41·9
G ...	27·5	6·5	29·0	49·7	22·3	28·5
			22·5	40·5*	16·2	35·2
			22·2			34·9

\* Children's fiction books only.

*Notes*

1. These figures help in estimating the number of books necessary to maintain an adequate selection on the shelf.

2. The smaller but changing county branch stocks are in greater use than the static stocks of municipal libraries, but the stocks of larger towns are used more than the dispersed stock of county libraries as a whole. These figures should, however, be read in conjunction with Table VIII.

3. Other figures showed that the books on loan at one time were equal to 1-1½ volumes per registered reader.

**D. OTHER LIBRARY SERVICES**  
**TABLE XXVIII**  
**Service to Institutions and Specialised Groups**

		1	2		3		4	5	6	7	8	9			
Population Groups	No. of libraries in Group	Hospitals		Old People's Homes and Centres, Almshouses		Prisons		Approved Schools, Remand Homes, Probation Officers	Other Institutions	Housebound		Provision for Blind Readers	Other Special Groups	Libraries offering no services	
		Total	Agency	Total	Agency	Total	Agency			Total	With help of voluntary organisations				
			(Note 1)	(Note 2)	(Note 3)	(Note 2)	(Notes 2 and 4)			(Notes 2 and 5)	(Notes 2 and 6)				
<b>MUNICIPAL</b>															
A ...	3	2	1	3	1	2	2	1	—	3	—	1	—	—	
B ...	8	5	4	9	—	1	1	1	3	3	1	4	—	1	
C ...	8	5	4	8	—	1	1	1	—	6	5	5	2	—	
D ...	6	3	—	2	1	1	1	—	5	5	5	4	2	—	
E ...	7	1	—	5	—	—	—	—	—	1	—	3	—	—	
F ...	6	3	1	5	1	1	1	2	5	4	3	3	—	—	
G ...	5	3	2	4	—	—	—	—	1	1	1	2	—	1	
<b>COUNTIES</b>		10	9	6	10	1	4	3	2	5	6	4	6	2	—

*Notes*

1. An annual sum of 13s. 6d. for each of the average number of occupied beds is paid to the libraries by the Regional Hospital Boards.
2. In columns 2, 4, 5 and 8 the number of instances of services of different types is recorded, not the number of libraries offering any one of these services.
3. An annual sum of 7s. 6d. per prisoner is paid to the library by the Prison Commission.
4. These include: youth clubs, community centres, women's institutes, factories, fire stations and seamen's missions.
5. By subscription to or by acting as an agent for the National Library for the Blind, by subscription to Talking Books for the Blind or by paying postage on books borrowed from the National Library for the Blind.
6. Handicapped centre, T.B. patients, short-sighted readers, backward readers.

TABLE XXIX

Activities Relating to the Cultural Life of the Community and to other Functions of the Local Authority and the Local Education Authority.

Population Group	Libraries in Group	Local Collections		Gramophone Records lent	Choral or Orchestral Sets lent	Sets of plays lent	Illustration collections	Loans of Pictures		Loan of slides or films
		Printed items	Manuscripts					Art Reproductions	Originals	
MUNICIPAL										
A ... ..	3	3	3	—	1	3	1	—	—	2
B ... ..	8	8	4	5	(2 pay subscriptions)	4 (+ 2 pay subscriptions)	6	—	—	1
C ... ..	8	7	5	2	—	4	5	1	—	3
D ... ..	6	6	2	2	—	1	3	3	1	1
E ... ..	7	7	2	1	—	—	3	—	—	1
F ... ..	6	6	3	2	—	1	3	—	—	3
G ... ..	5	5	1	1	—	1	3	—	—	1
COUNTIES ...	10	10	1	1*	9 (2 for L.E.A.)	10 (1 for L.E.A.)	4 (1 not for the whole county)	—	—	—

\* Language and dramatic recordings only.

Population Group	Loans to Adult Classes	Micro-filming Local Paper	Filming Local events	Diary of Local events	Public Lectures	Film Shows	Record Recitals	Library Theatre	Art Exhibitions	Local Societies sponsored	Talks by Library Staff
MUNICIPAL											
A ... ..	1	1	—	—	1	1	2	2	1	—	3
B ... ..	4	1	1	—	2	2	—	—	—	1	4
C ... ..	3	—	1	1	1	1	2 (+1 providing concerts)	1	1	2	5
D ... ..	5	—	—	—	—	—	—	—	1	1	2
E ... ..	5	—	1	—	—	—	(1 providing concerts)	—	—	—	2
F ... ..	2	—	—	1	—	—	(1 Music Circle)	—	1	1	3
G ... ..	3	—	—	2	—	—	—	—	—	—	2
COUNTIES ...	10	1	—	—	3	—	—	—	—	—	Probably all

Population Group	Accommodation provided for		Citizens' Advice Bureau	Library Committee also controls	
	Adult Classes	Local Societies		Museum*	Art Gallery*
MUNICIPAL					
A ... ..	—	2	—	1	1
B ... ..	1	4	2	3 (1)	1
C ... ..	—	4	—	5 (5)	5 (5)
D ... ..	1	2	1	5 (5)	5 (5)
E ... ..	—	1	—	—	1 (1)
F ... ..	—	2	—	4 (2)	—
G ... ..	1	1	—	3 (3)	3 (3)
COUNTIES ...	4	—	—	Links with Museums in 4	—

\* The number of librarians who are also directors or curators of museums or art galleries is shown in parenthesis.



## E. STAFFING

### TABLE XXX

#### Occupied Posts

(a) Number of staff employed (excluding manual workers) in relation to the population.

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	one member of staff per:			one member of staff per:		
	2,456	3,311	2,523	2,918	4,966	<div style="display: inline-block; vertical-align: middle;"> <span style="font-size: 2em;">}</span> <div style="display: inline-block; vertical-align: middle;">                     3,475 3,600 (Two only)                 </div> </div>
B ...	1,706	3,679	<div style="display: inline-block; vertical-align: middle;"> <span style="font-size: 2em;">}</span> <div style="display: inline-block; vertical-align: middle;">                     2,458 2,463                 </div> </div>	3,486	4,001	
C ...	(1,266)	3,691	<div style="display: inline-block; vertical-align: middle;"> <span style="font-size: 2em;">}</span> <div style="display: inline-block; vertical-align: middle;">                     2,303 2,338                 </div> </div>	(One only)		3,645
D ...	(1,548)	3,788	<div style="display: inline-block; vertical-align: middle;"> <span style="font-size: 2em;">}</span> <div style="display: inline-block; vertical-align: middle;">                     2,653 2,699                 </div> </div>	(One only)		2,309
E ...	(2,307)	4,446	2,911	2,333	4,367	<div style="display: inline-block; vertical-align: middle;"> <span style="font-size: 2em;">}</span> <div style="display: inline-block; vertical-align: middle;">                     2,974 3,500                 </div> </div>
F ...	2,328	3,261	<div style="display: inline-block; vertical-align: middle;"> <span style="font-size: 2em;">}</span> <div style="display: inline-block; vertical-align: middle;">                     2,517 2,687                 </div> </div>	2,451	5,487	3,552
G ...	2,076	2,754	2,677	1,779	4,238	3,000

(b) Posts occupied by qualified staff (including persons qualified by the Library Association's Registration Examination to hold A.P.T. I posts) as a percentage of total staff.

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	per cent 29·5	per cent 17·2	per cent 21·4	per cent 33·3	per cent 20·4	<div style="display: inline-block; vertical-align: middle;"> <span style="font-size: 2em;">}</span> <div style="display: inline-block; vertical-align: middle;">                     per cent 28·5 25·6 (Two only)                 </div> </div>
B ...	41·7	12·1	24·0	26·0	17·1	
C ...	43·6	9·1	<div style="display: inline-block; vertical-align: middle;"> <span style="font-size: 2em;">}</span> <div style="display: inline-block; vertical-align: middle;">                     25·9 24·4                 </div> </div>	(One only)		27·3
D ...	38·1	21·1	<div style="display: inline-block; vertical-align: middle;"> <span style="font-size: 2em;">}</span> <div style="display: inline-block; vertical-align: middle;">                     26·1 23·1                 </div> </div>	(One only)		13·0
E ...	28·6	9·1	19·0	40·0	12·5	<div style="display: inline-block; vertical-align: middle;"> <span style="font-size: 2em;">}</span> <div style="display: inline-block; vertical-align: middle;">                     28·6 23·1                 </div> </div>
F ...	37·5	8·9	<div style="display: inline-block; vertical-align: middle;"> <span style="font-size: 2em;">}</span> <div style="display: inline-block; vertical-align: middle;">                     32·4 26·1                 </div> </div>	40·0	12·5	23·1
G ...	30·0	16·7	25·0	40·0	15·4	25·0

*Note.* To assess the adequacy of the provision of qualified staff, Table XXX (b) should be read in conjunction with Table XXX (a).

TABLE XXXI  
Established Posts

(a) Posts for Chartered Librarians as a percentage of total staff.

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	per cent 26.9	per cent 18.7	per cent 25.2	per cent 31.6	per cent 12.8	per cent 28.5 25.6
B ...	43.8	17.8	{ 26.9 } { 24.1 } { 30.3 }	30.1	17.1	(Two only)
C ...	43.6	13.7	{ 25.9 } { 30.8 }	(One only)	36.4	
D ...	38.1	19.6	{ 25.0 } { 20.0 }	(One only)	30.4	
E ...	28.6	15.4	{ 32.4 } { 26.1 }	33.3	12.5	{ 28.6 } { 23.1 } { 25.0 }
F ...	37.5	11.1	{ 28.6 }	28.6	16.7	
G ...	37.5	16.7	28.6	40.0	15.4	25.0

(b) Posts A.P.T. I upwards, i.e. for Chartered Librarians and holders of the Library Association's Registration Examination, as a percentage of total staff.

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	per cent 33.9	per cent 30.8	per cent 33.6	per cent 47.9	per cent 26.7	per cent 39.3 35.6
B ...	52.0	17.7	{ 36.0 } { 34.5 } { 36.4 }	30.1	28.6	(Two only)
C ...	43.6	18.1	{ 35.3 } { 31.2 }	(One only)	36.4	
D ...	38.1	21.0	{ 30.8 } { 27.3 }	(One only)	30.4	
E ...	28.6	15.4	{ 32.4 } { 26.1 }	50.0	12.5	{ 38.5 } { 29.6 } { 25.0 }
F ...	37.5	22.2	{ 28.6 }	40.0	16.7	
G ...	37.5	16.7	28.6	40.0	20.0	30.8

*Notes*

1. Since April, 1961, the Registration Examination of the Library Association has been recognised as sufficient qualification for A.P.T. I posts. (Chartered Librarians have passed this examination and an examination in a foreign language, and have also satisfied other requirements as to age and length of experience in libraries). A.P.T. I posts have been included in the figures in Table XXXI (a) if they were occupied by Chartered Librarians, in the knowledge that in most cases the posts were being considered for upgrading.

2. Having regard to the changes which have been taking place in the grading of A.P.T. I and II posts, it is advisable to read Tables XXXI (a) and (b) in conjunction. The totals in Table XXXI (b) include posts on A.P.T. I which were, until April 1961, intended to be held by chartered librarians but can now be held by trainee librarians who have passed all their qualifying examinations.

TABLE XXXII  
Specialist Posts

Population	Reference Librarians		Commercial and Technical Librarians		Music, Gramophone, Local History, etc. Librarians and Archivists		Childrens' and Schools' Librarians		Total	
	A.P.T. I-III	Over APT III	A.P.T. I-III	Over APT III	A.P.T. I-III	Over APT III	A.P.T. I-III	Over APT III	A.P.T. I-III	Over APT III
113	Under } Municipal ... ..	6	—	—	—	—	9	—	15	—
	40,000 } County ... ..	—	—	—	—	—	1	—	1	—
	40,000 } Municipal ... ..	93	2	3	—	22	90	1	208	3
	to } County ... ..	—	—	—	—	—	—	—	—	—
	100,000 } Municipal ... ..	73	14	10	—	22	72	4	177	19
	to } County ... ..	4	—	—	—	2	13	—	19	—
	300,000 } Municipal ... ..	10	4	7	2	15	21	1	53	10
	to } County ... ..	9	—	3	1	3	26	3	41	4
Over } Municipal ... ..	17	3	13	4	9	2	2	1	41	18
500,000 } County ... ..	10	3	1	2	2	—	28	7	41	12
Totals ... ..	222	26	37	9	75	3	262	17	596	66*
Total Public Library posts ... ..									4,205	784

\*Proportion of all posts over APT III held by specialists in the above categories—8·5 per cent.

Notes

1. This table is based on information supplied to the Library Association by public libraries in England and Wales, in December 1961.
2. There were, in addition, a number of posts temporarily graded below APT I because the present occupiers of the posts were not qualified librarians.

TABLE XXXIII

## Staff in Relation to the Number of Full-Time Service Points

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	10.0	7.3	8.8	5.7	1.8	{ 4.5 3.4
B ...	11.1	3.8	{ 9.1 8.3 }	2.0	1.8	(Two only)
C ...	18.3	6.1	{ 9.1 8.5 }	(One only)		2.9
D ...	19.0	5.1	{ 6.4 6.0 }	(One only)		4.6
E ...	11.0	2.3	7.0	10.0	1.7	{ 4.3 3.7
F ...	7.4	4.5	{ 7.1 5.7 }	11.0	1.6	3.3
G ...	7.0	4.0	6.0	10.0	1.7	4.0

*Notes*

1. In defining service points for this purpose we counted branches open between 10 and 30 hours a week as half, centres staffed by trained library staff but open less than 10 hours a week as a quarter, and mobile libraries as full-time service points.

2. The provision of service from fewer and larger branches by municipal libraries, compared with county libraries (see paragraphs 100 and 101), is reflected in these figures.

3. Other figures showed that the relationship of the number of staff to the number of lending library issues varied from one member of staff to 18,000 issues in a city library offering a variety of specialised service to one member of staff to 34,000 issues in the smallest municipal libraries. Except for one small county which undertook a good deal of bibliographical work, county libraries averaged one member of staff to about 30,000 issues, but their staffing figures took no account of voluntary help in village centres.

TABLE XXXIV

**Number of Staff who Resigned Over Three Years  
as a Percentage of Present Occupied Posts**

*(a) Qualified Staff*

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	per cent 70·0	per cent 58·8	per cent 62·5	per cent 76·0	per cent 29·6	per cent 53·8 44·4
B ...	52·9	0	25·0	133·3	63·2 (One only)	33·3 (Two only)
C ...	150·0	0	66·7			
D ...	66·7	0	40·0	(One only)	125·0	66·7 50·0
E ...	300·0	0	25·0			
F ...	75·0	0	0	200·0	0	100·0
G ...	100·0	0	0	200·0	0	50·0

*(b) Unqualified Staff*

GROUP	MUNICIPAL			COUNTY		
	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>	<i>Highest</i>	<i>Lowest</i>	<i>Median</i>
A ...	per cent 40·3	per cent 34·8	per cent 39·6	per cent 69·2	per cent 42·6	per cent 51·1 43·5
B ...	131·6	47·1	52·2	42·5	18·5 (One only)	62·5 (Two only)
C ...	84·0	30·0	58·8			
D ...	90·9	8·8	40·0	(One only)	0	90·0 30·0
E ...	140·0	9·1	44·4			
F ...	70·6	25·0	50·0	100·0	14·3	66·7
G ...	100·0	20·0	42·9	233·3	0	33·3

*Notes*

1. A number of libraries commented that staff "wastage" of this order seriously impaired the standard of service which they could offer.

2. All county libraries, all municipal libraries serving over 40,000 population and eleven of the eighteen serving under 40,000 reported that some members of their staff had attended full-time schools of librarianship.

3. Most of the libraries reported that they had in-training schemes (some very short) for new members of staff, but less than half provided any systematic training for other staff. Three authorities have introduced trainee schemes which included attendance at a full-time school of librarianship on full pay, in order to attract suitably qualified recruits.

## F. OTHER INFORMATION OBTAINED FROM LIBRARIES

### 1. Library service—general policy and problems

In addition to the statistical information which is summarised in the preceding sections, library authorities were also asked to answer the following questions on the area served, on their general policy of provision and on problems encountered:—

(1) What are the special characteristics of the area or areas served (e.g. industrial, residential, urban, rural) which affect provision and what is the extent to which they affect it?

(2) What other library facilities are there in the area? (e.g. university, special and other public libraries). What co-operation is there with these libraries?

(3) (a) State any general priorities, policies and procedures you adopt in stock maintenance, including reference to acquisitions, withdrawals, replacement and binding.

(b) How much professional staff time is spent on an average each week on stock selection and maintenance for (a) adult, (b) children's books? Give the designation and grading of the staff responsible.

(c) What is the policy regarding periodicals?

(4) Is there need to place emphasis on any particular department or on any class of readers? Are there any special local interests to be provided for? If so, please specify.

(5) What are the authority's commitments under any regional or national subject specialisation scheme in terms of Dewey numbers, and what are their holdings under each? What is the allocated and actual additional expenditure? How far are you meeting your commitments?

(6) Has the library's stock any unusual features, e.g. large donations or bequests of books, or any special collection kept separately from the main body of the stock?

(7) Does the library provide—

(a) Collections of books on loan to adult classes?

(b) Sets of choral and orchestral music? If so, give number of sets in stock.

(c) Sets of plays? If so, give number of sets in stock. Are these part of a regional scheme?

(d) An illustrations collection? Please indicate size.

Give the estimated average expenditure under each heading over the last three years.

(8) Is there a separate local history collection? If so, give the approximate number of volumes in it, and of other material, if appropriate.

(9) To which extent does the price of a book have effect on book selection?

(10) (a) What is the policy in respect of applications for books not in stock? In what circumstances is it decided to buy or borrow the book or reject the request?

(b) What charges, if any, are made to the reader for obtaining books through the Regional Bureau?

(11) Specify the readers' needs and demands which present expenditure does not enable the library to meet effectively (e.g. students, old people, adult classes, foreign readers, readers with specialised subject needs).

What increase in present book expenditure is required to meet these needs?

(12) Has the library any problems apart from those caused by insufficient expenditure? e.g.:

Heavy demand for new popular books, with subsequent overstocking.

Heavy demands for popular fiction of particular types (Westerns, Romances, etc.)

Demand for expensive books subsequently unused.

Difficulties of regular stock editorship and weeding.

(13) Does the library participate in any organised local scheme for providing technical and/or commercial information to industry?

(14) What restrictions and charges, if any, does the library place on the reservation of books by any readers? (Include restrictions on the number of books which may be reserved). County Libraries should include information on the postal loan service.

(15) Does the late return or non-return of books or other library material pose serious problems? What is your policy on fines for overdue books for (a) Adults, (b) Children?

(16) What book lists, bulletins or bibliographies do you produce? State frequency of publication and whether comprehensive or selective and annotated. Are subject lists provided in conjunction with stock editing? Do you prepare subject lists regularly and/or on readers' requests? Are the titles limited to books in the library's stock?

## 2. Additional information on staffing.

Apart from the statistical information on staff which has been summarised, libraries were asked to specify the number of posts on their staff establishments on each professional grade and to indicate their policy of appointing specialist librarians at their central and branch libraries. Other questions on staff included the following:—

How many members of the present staff studied full time at library schools?

Does the authority grant leave of absence to staff attending Schools of Librarianship, with pay or without pay?

Is it possible to have a qualified librarian on duty at every service point whenever it is open? If not, please indicate what are the staffing arrangements.

Is there a Readers' Advisory Service staffed separately from the counter in the central lending library and at branch libraries?

How many staff hours a week are given to the Readers' Advisory Service at the central library and at branch libraries?

To what extent is there a definite division of duties between professional, trainee professional and non-professional staff? Do you think that further division is desirable?

What is the duration and frequency of any organised in-training provided for new staff, other junior staff and for senior staff?

What are your methods of staff communication, e.g. bulletins (giving frequency), instructions, meetings?

The Working Party was also supplied with an analysis of the tasks performed in the central lending library, a large district library and a small branch library in the Manchester City Libraries and at the headquarters of the Yorkshire (West Riding) County Library. Each analysis indicated the grade of staff appropriate for each task and the number of hours spent annually on each task. These analyses were undertaken by the staff of the Manchester City Libraries and the Research Group of the West Riding County Library Staff Association.

## 3. Premises.

Information on premises (apart from expenditure on buildings) was given under the following heads.

### (1) Number of Library Buildings or Service Points

- (i) Central or Headquarters Library.
- (ii) Regional or District Libraries.
- (iii) Branches open 30 hours a week or more.
- (iv) Branches open 10–30 hours a week or more.
- (v) Staffed Centres open less than 10 hours a week.
- (vi) Voluntary Centres.
- (vii) Mobile Libraries (a) single vehicles.  
(b) trailers.

**(2) Description and size of library buildings**

Details of all library premises in categories (i) to (iv) above related to population and size of area served and of accommodation provided. Library authorities having more than six library buildings to select a typical example in each of these categories. Counties to describe one or more of the branches referred to in their answers to the questionnaire.

**(3) Policy**

Population of groups or community units for which it is policy to provide:—

- (i) full-time branches;
- (ii) part-time branches;
- (iii) staffed centres;
- (iv) mobile service.

Distinguish between policy relating to service points within densely populated urban areas and to service points for communities in rural or fringe areas.

**(4) Deficiencies**

- (i) Buildings in which library service is being hampered by inadequate premises, stating the main deficiencies;
- (ii) Further service points needed to give adequate coverage.

**(5) Proposed new buildings**

Information concerning new buildings which it has been agreed in principle to provide.



## APPENDIX III

### STANDARDS FOR PUBLIC LIBRARY BUILDINGS

Extracts with comments from (a) International Federation of Library Associations. *Standards of public library service—library premises*. (Memorandum approved in principle at Warsaw, 1959) and (b) Library Association. *Public library buildings: the way ahead, 1960*.

#### I. GENERAL

##### International Federation of Library Associations Standards

*Every library should provide space to accommodate and display the books from which readers choose those they take home, space to read on the premises and to study a suitable selection of reference books and periodicals for both adults and children. In the smaller branches these may well be accommodated in a single room provided it is big enough for several types of user not to interfere with one another. In larger branches and smaller central libraries the adult lending department, the adult reference and reading department and the children's department need separate rooms each with separate staffing while it is open. In the larger central libraries, in addition to the separate reference library and reading rooms, special departments will be necessary, e.g. local history and archives collections, commercial, technical and other subject departments, gramophone record libraries. In all but the smallest libraries space for lectures, meetings, classes, story hours, exhibitions and so on will be a great asset to the community.*

*In all buildings, even the smallest, there must be accommodation, apart from the public rooms, for (a) book storage, (b) storage of materials and equipment, (c) staff work space and office space, (d) staff rest room, (e) some facilities for the staff to make tea and eat their meals. In the smallest places some of these may be combined but the facilities must exist.*

*As a general principle the smaller the population served the greater must be the space for books and readers and the working accommodation per thousand of population. The smallest full-time library should have 6,000 volumes on the shelves at any time if readers are to have reasonable choice and if the collection is to cover the many and various matters of general interest. This would be needed if only 4,000 people are served ( $1\frac{1}{2}$  v. per head) but would suffice for 6–7,000 (1 per head).*

*When applying the factors given below the following general principles must be observed:—*

- (i) In the case of a branch, or the only library for a community, base your calculations on the total population it can serve, including those living maybe some distance away but for whom it is the nearest library. But in the case of an urban central library (i.e. where there are branches) take the total population of the city (ignoring branches)—this is to allow for central services and administration, special departments, stacks, etc.*
- (ii) Have regard for the future. Is population likely to increase? Build for at least 20 years ahead. This is not allowed for in the factors. If possible the site should permit the future extension of the building and the plan should make this possible.*

##### Library Association Standards

The Library Association endorses these standards and notes that "the newspaper room is a relic of the past and a great waste of space today."

##### Working Party's comments

(1) The various departments in larger libraries need separate areas, but not necessarily separate rooms.

(2) The need for a library to provide adequate storage accommodation should be emphasised, particularly in view of regional subject specialisation schemes.

(3) While it is difficult to build for twenty years ahead, sites should, if possible, allow for expansion and buildings should be planned with this possibility in mind.

## II. TOTAL FLOOR AREAS

### International Federation of Library Associations and Library Association Standards

*(Note—all factors are per thousand of population.)*

*Total floor area (including lobbies, corridors, storage and work space but not allowing for lecture halls, meeting rooms, etc.):—*

*Population served—10–20,000—allow 450 sq. ft. (42 sq. m.) per 1,000.*

*Population served—20–35,000—allow 420 sq. ft. (39 sq. m.) per 1,000.*

*Population served—35–65,000—allow 375 sq. ft. (35 sq. m.) per 1,000.*

*Population served—65–100,000—allow 335 sq. ft. (31 sq. m.) per 1,000.*

*Population served—over 100,000—allow 300 sq. ft. (28 sq. m.) per 1,000.*

### Working Party's comments

(1) Very few of the newly built or proposed branch libraries in our survey serving populations between 10,000 and 35,000 reached these standards. Several branch libraries serving populations under 10,000, however, considerably exceeded the standards proposed for branches serving 10,000 to 20,000. Two new libraries planned for populations over 35,000 were on a higher scale than the standards suggested for their population groups.

(2) We do not think that the overall scale of provision can be reduced to the extent indicated as the population to be served increases. While the scale of provision in lending libraries may be reduced in relation to population, there is need for space to house larger reserve stocks, larger reference and local history collections and often also a Commercial and Technical Library and other special departments and auxiliary services.

(3) We doubt whether any standards of general applicability can usefully be laid down, except perhaps strictly as minimum standards, for libraries serving populations over, say 65,000. The areas for which existing or proposed branch libraries will give an effective service will affect the catchment area of the central lending library and the locale of the town (particularly its distance from other and larger reference libraries) will affect the need for reference library service.

(4) We consider that it may be reasonable to build on a more limited scale than that recommended when a library service is being provided for the first time, so long as provision is made for subsequent extension.

## III. FLOOR AREAS OCCUPIED BY VARIOUS DEPARTMENTS

### International Federation of Library Associations Standards. (The Library Association's recommendations coincide with these)

*The proportion of the total area occupied by adult lending departments, reference and reading rooms and children's departments will vary considerably, according to size, from as much as 90–95 per cent in the small one room branch to as little as 25 per cent (in the very large central library with special departments, offices, storage stacks, etc.). The library in the medium group (i.e. serving between 35,000 and 65,000) should offer a minimum 100 sq. ft. (9.3 sq. m.) per 1,000 population for the adult lending library and 75 sq. ft. (7 sq. m.) for reference and reading rooms.*

*In a medium sized library an allocation of 50 sq. ft. (4.6 sq. m.) per 1,000 population for the children's department will be reasonable but it should be remembered, on the one hand, that it is most desirable that the children's library should be big enough to hold a school class and to secure this in a smaller place will require a higher allocation per thousand. On the other hand, as children should not be required to go long distances to the library, it is seldom in a larger urban area that a children's library will have to serve the children from a population of more than 30,000; consequently even in the central library of a large city a room of 1,500 sq. ft. (140 sq. m.) will be sufficient.*

### Working Party's comments

(1) We consider that, even excluding the space occupied by special subject departments, the proportion of 25 per cent of the total floor space to be devoted to adult lending departments, reference and reading rooms and children's departments in large

libraries is too low. Except for the largest city libraries, it is doubtful whether the proportion should fall below 40 per cent. Variations in local conditions, such as the level of service required from the reference library, make it difficult to give any figure for general application.

(2) As the population to be served increases the lending library normally becomes proportionately smaller than the reference library, but the exact sizes needed for the two departments will depend on local conditions. Our enquiries have shown that in some areas the suggested allowance of 100 square feet per 1,000 population for the adult lending department in libraries serving 35-65,000 population is inadequate.

(3) It is becoming increasingly necessary to provide space where children can do their homework and other forms of study with access to a good range of books. The suggested maximum size for a children's library (1,500 square feet) should be considerably increased to allow for this type of provision. In large cities the main provision for children may not be in the central library.

(4) Since there is a limited number of worth-while children's books available and since there is no reason to display large numbers of duplicate copies, we think that the optimum shelf capacity for all children's libraries except the smallest might be between 4,000 and 6,000 volumes. If allowance is made for the lower bookcases necessary this will give a children's department of 1,000-1,500 square feet, with additional study space provided for the larger populations and to allow for class use.

#### IV. SHELVING

##### **International Federation of Library Associations Standards**

*Shelving (both for open access and storage) should be provided on the basis of 1,350-1,500 volumes per 1,000 of population.*

*In the medium sized library there should be open access shelving (to which readers enjoy free access) for 1,000 volumes per thousand of population.*

*In smaller libraries more will be needed and the minimum for a full time library should be 6,000 open access volumes. Where it is not possible, as in smaller part time libraries, to provide this open shelf space, frequent exchanges of stock, e.g. from a central or headquarters library, should be arranged so as to ensure that in the course of time readers will see a wider selection. Such exchanges are valuable even in larger libraries.*

*Conversely the larger libraries will usually display a smaller proportion on open shelves because, for example, it is undesirable to have over-large open-shelf lending library stocks as these tend to confuse readers and are difficult to keep attractive. The maximum desirable is between 40,000-45,000.*

*In the medium sized library the total open shelf space will be allocated approximately 60 per cent to adult lending department, 20 per cent to reference department and reading room and 20 per cent to children's department. In the smaller branch libraries the reference collections may be smaller if there is ready access to a larger central reference library.*

*There must always, even in the smallest library, be some book shelving, not in the public room, for reserve and other less used book stocks. The proportion of such "reserve" shelving to the total will increase according to the size of the library, the smallest having about 10 per cent reserve.*

##### **Library Association Standards**

The Library Association agrees with the general principles expressed by the International Federation and recommends that medium sized libraries (i.e. serving 35-65,000 population) need open shelf space for 600 volumes per thousand population in the adult lending, 175 in the reference department and 190 in the children's department.

##### **Working Party's comments**

(1) While we agree that a large open shelf lending library stock may confuse readers and is difficult to keep attractive, we consider that readers at a central library want to see as many books as possible, old and new, standard and topical. Instead of limiting the number of books to which the public has access there is much to be said for

making more books directly available by dividing the stock (e.g. into popular and serious sections or into subject departments) or by planning the bookstock as a public department to which readers have access for reference as well as for lending purposes.

(2) As we have already said (section III comment 4), the provision of books for children cannot be directly related to population and this consideration limits the usefulness of an overall standard for books on open shelves in relation to the population.

## V. SEATING ACCOMMODATION

### **International Federation of Library Associations and Library Association Standards**

*The medium sized library should provide seating accommodation on the basis of about four seats per thousand (one in adult lending—normally subject to a maximum of 50 seats—about two per thousand in the reference library and reading room, between 1 and 1.5 in the children's department—subject to a maximum of 50). Again this ratio must be greater for the smaller library and may be less in the larger.*

#### **Working Party's comments**

(1) We consider that the standard of seating for the reference library and reading room will be fully justified in areas where there is a large student population, but that it may be too high in other areas. There may sometimes be a need for making separate provision for researchers engaged in protracted work. We think that the suggested scale of seating for lending libraries in the 35–65,000 population group, even with a maximum of 50 seats, may not always be needed. The scale suggested for children's departments, or an even higher scale, will however be needed if provision is to be made for study and for class use.

(2) Much of the seating in the lending area can take the form of bench seating, which may be supplemented by stacking chairs for occasional use.

## VI. BRANCH LIBRARIES

### **International Federation of Library Associations Standards**

*Branch libraries should be set up in rural areas where there are more than 500 people unable readily to use a larger library within two miles and in the case of a town or city branch where there are more than 5,000.*

*Where there are between 500 and 1,000 people living or regularly frequenting a place it needs a part time branch in premises of which the library has exclusive use. A full time library is required wherever there are 4,000 people for whom the place is a natural social centre, excepting that in urban areas it will normally be unnecessary and undesirable to provide branches to serve less than 15,000–20,000.*

#### **Library Association Standards**

The Library Association considers that the smallest rural communities can be given the best service by mobile libraries, but that where there are 1,000 people living or regularly frequenting a place, it needs a part time library in its own premises. A full time branch is required whenever there are between 4,000 and 5,000 people for whom the place is a natural social centre. In urban areas, while the most economical unit is one serving 15,000 to 20,000 people, branches should be reasonably accessible, normally within a mile of every reader.

#### **Working Party's comments**

We have given our views on the provision of branch libraries in paragraphs 103 and 104.

## VII. ADDITIONAL RECOMMENDATIONS BY THE LIBRARY ASSOCIATION

- (i) The interior of a library should be planned first.
- (ii) Libraries should be sited where people meet—shopping and traffic centres—and where people see them—not tucked away in back streets. Libraries should not be put in parks and other open spaces.
- (iii) Entrances should be at street level to enable passers-by to see in.

(iv) Provision should be made where possible for the parking of prams, cars and cycles.

(v) If the road is very busy, a safer entrance may be provided for children at the side or rear.

(vi) An open space in front and/or alongside will add distinction and help to make the building stand out from its neighbours and improve the access of light and air.

(vii) Unless the site is restricted or land is very dear, and except for the larger central library, a single storey building is to be preferred.

(viii) Recommendations on shelving and on architectural detail such as lighting and flooring are also given.

#### Working Party's comments

(1) Although a site which is not central will normally cost less, the reduction of use because of its inaccessibility will mean that its purchase is a false economy. Where it is possible either to erect a library with the recommended floor areas on a site which is not fully satisfactory or to erect a library on an excellently placed site which is so restricted that the building may fall short of the standards by up to one third, the latter alternative is to be preferred.

(2) Not all these recommendations will be practicable, and some not aesthetically satisfying, in a busy town centre.

### APPENDIX IV

#### PUBLIC LIBRARY SERVICE IN WALES

##### A. PROPORTION OF WELSH-SPEAKING TO NON WELSH-SPEAKING POPULATIONS IN LOCAL GOVERNMENT AREAS IN WALES

<i>Name of authority</i>	<i>Total population aged three and over</i>	<i>Welsh-speaking population aged three and over</i>	
		<i>(a) Number</i>	<i>(b) Percentage of total population</i>
<i>County Councils</i>			
Anglesey ... ..	49,156	37,101	75·5
Breconshire ... ..	52,855	14,851	28·1
Caernarvonshire ... ..	116,932	79,886	68·3
Cardiganshire Joint Library*	51,460	38,524	74·8
Carmarthenshire ... ..	161,099	120,939	75·1
Denbighshire ... ..	166,336	57,923	34·8
Flintshire ... ..	142,882	27,216	19·0
Glamorgan ... ..	1,169,943	201,145	17·2
Merionethshire ... ..	36,585	27,775	75·9
Montgomeryshire ... ..	42,107	13,603	32·3
Monmouthshire ... ..	422,411	14,435	3·4
Pembrokeshire ... ..	89,326	21,835	24·4
Radnorshire ... ..	17,619	790	4·5
<i>County Boroughs</i>			
Cardiff ... ..	243,246	11,545	4·7
Merthyr Tydfil ... ..	56,244	11,169	19·8
Newport ... ..	102,608	2,221	2·2
Swansea ... ..	159,344	27,947	17·5

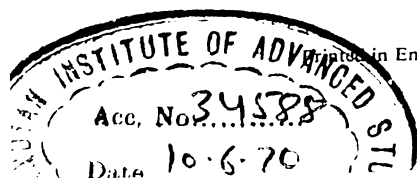
\* With Aberystwyth.

Name of authority	Total population aged three	Welsh-speaking population aged three and over	
		(a) Number	(b) Percentage of total population
<i>Non-County Boroughs</i>			
Bangor ... ..	13,378	8,773	65·6
Barry ... ..	39,890	2,278	5·7
Caernarvon ... ..	8,642	7,594	87·9
Colwyn Bay... ..	22,435	6,097	27·2
Conway ... ..	10,757	4,529	42·1
Flint ... ..	13,008	2,114	16·3
Llanely ... ..	28,859	16,755	58·1
Llanidloes ... ..	2,285	484	21·2
Montgomery ... ..	921	64	6·9
Neath ... ..	29,552	3,927	13·3
Port Talbot ... ..	48,552	9,481	19·5
Rhondda ... ..	95,846	23,233	24·2
Welshpool ... ..	6,008	607	10·1
Wrexham ... ..	33,577	4,460	13·3
<i>Urban Districts</i>			
Aberdare ... ..	37,535	12,729	33·9
Buckley ... ..	7,326	395	5·4
Holywell ... ..	7,998	2,165	27·1
Llandudno ... ..	17,326	4,180	24·1
Machynlleth ... ..	1,821	1,254	68·9
Mold ... ..	6,573	1,244	18·9
Newtown and Llanllwchaiarn	5,276	648	12·3
Penarth ... ..	19,985	1,068	5·3
Pontypridd ... ..	33,904	3,245	9·6
Rhyl ... ..	20,803	3,714	17·9
<i>Parishes</i>			
Coedfranc ... ..	8,756	2,498	28·5
Esclusham Below ... ..	2,586	462	17·9
Llanely Rural ... ..	18,337	12,689	69·2
Llantwitfadre ... ..	4,197	671	16·0
Rogerstone ... ..	5,615	128	2·3
Whitchurch ... ..	26,031	1,885	7·2

### B. PUBLICATION OF BOOKS IN WELSH

	1957	1958	1959	1960	1961
<i>Adult Non-fiction</i>					
Biography ... ..	10	5	4	7	6
Travel ... ..	2	5	4	13	10
Poetry ... ..	10	9	12	12	12
Religion and Philosophy	14	13	13	11	14
Language and Literature	21	23	17	22	22
Music ... ..	1	2	1	5	5
Science and Agriculture...	0	1	1	4	2
Total ... ..	58	58	52	74	71
<i>Fiction</i> ... ..	4	13	12	19	7
<i>Children's Books</i> ... ..	47	19	20	45	28
<i>Pamphlets</i> (of less than 32 pages) ... ..	12	5	3	3	3
TOTAL ... ..	121	95	87	141	109

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