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# APLAD

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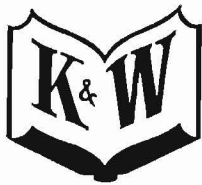
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# APLA

## BULLETIN

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The APLA Bulletin is the quarterly organ of the Atlantic Provinces Library Association representing every type of library serving the provinces of Nova Scotia, New Brunswick, Prince Edward Island, Newfoundland.

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## JUNE 1971, VOL. 35 NO. 2

# THE NEWFOUNDLAND LIBRARIANS' ASSOCIATION

MARGARET WILLIAMS

Over the years professional librarians in St. John's have felt the need of an association which would provide them with the opportunity to discuss, on a formal basis, mutual interests and problems and to work for improved library service in the province. A few had been fortunate enough to attend the conference of the Canadian Library Association and the Atlantic Provinces Library Association on a fairly regular basis and become active in the committee work of these associations. To the rest, association memberships meant only the payment of fees and the receipt of the official journals. Naturally therefore, many potential members of C.L.A. and A.P.L.A. remained unconvinced of the benefits of library associations in general. Some local organization was necessary to get these people interested but until recently the number of librarians in St. John's, and indeed in Newfoundland as a whole, was too small to support a viable library association.

It was in the spring of 1969 that the idea of a Newfoundland Librarians' Association began to evolve, the brain child of Donald Ryan, the University Librarian, and Colin Clarke, the Director of Public Libraries. Initially the plan was to form an association for professional librarians only. Because of local conditions, it was necessary to adopt a definition of "professional" which would recognize those who held certification from the Library Association (of Great Britain) as well as those with North American qualifications. A dinner meeting was held in May of that year and all those from university, public, school and special libraries who met the qualifications were asked to attend. The formation of a local association was heartily endorsed by those present, interim officers were appointed and a constitutional committee established.

By mid-autumn this committee had

drawn up a constitution and at a meeting in November and again in January 1970 the membership examined each clause in detail. Many amendments were made but while lengthy debate was often necessary, the final votes were usually unanimous. The Newfoundland Librarians' Association was legally constituted and its first full slate of officers was duly elected. The aims and objectives as given in the constitution were as follows:

1. To stimulate and foster interest in the use of libraries.
2. To recommend policies on library provision and development to the appropriate official body or bodies.
3. To provide facilities for the interchange of ideas between librarians and interested bodies.
4. To give professional advice and assistance to all engaged in library work to stimulate rapport, and encourage unity of purpose among all librarians.
5. To encourage all colleagues to join the Association.

The path ahead should be smooth sailing or so we thought. During our deliberations on membership eligibility, the fact that there is still a shortage of professional librarians in Newfoundland necessitated, it was felt, an amendment. A clause was inserted to provide eligibility for those staff members who, though not holding professional qualifications, were performing professional duties on at least a half-time basis.

As a result of this clause the Executive's first task was to define professional duties. Anyone who has tried to do this will realize how difficult it is. It was impossible to get

unanimity. Finally criteria for eligibility were drawn up and included provision for those employed in sole-charge libraries, both special and school, as well as those in university and public libraries whose duties were judged by their supervisors to be of professional character.

Meanwhile various standing committees were beginning to function. The Membership Committee was compiling a list of potential members whose eligibility was clear-cut. The Programme Committee drew up and had approved programmes for monthly meetings for the 1970/71 year which was entered with the hope that our time and energy would be spent at furthering the aims of the Association. It was not to be as simple as that. Though the Association had come into existence because librarians in the area felt the need to come together for mutual professional benefits as well as the promotion of library service, it was soon evident that a number of non-professional staff wished to become members. It was argued that these people needed the opportunity to meet with and hear discussions by those with library training. Naturally there were many librarians who agreed with them. However there was the matter of the constitution which had so recently been accepted. The question of a "library" association as opposed to a "librarians" association had been discussed at great length during the debate on the constitution. The members had favoured the latter. It should be pointed out that rather than excluding these people from the association merely because they did not meet the professional qualifications, it was felt that they would benefit more from associations set up in their own particular libraries. The public library staff's special interests would be different from those of the university library staff and would be better served by a separate body. As evidence it was shown that the School Library Council was meeting the specific needs of teacher-librarians far better than could the Newfoundland Librarians Association.

Nevertheless some felt that the Association should expand its eligibility to all

those working in libraries. A major activity during 1970/71 was the study and re-study of this question with committees appointed to review its various aspects. Finally at the January 1971 meeting a constitutional amendment was brought to a vote. This amendment said in effect that there should be two categories of membership — "Full" for those with professional certification and "Associate" for those actively interested in promoting the aims of the Association. While a majority were in favour of the change, it failed to get the two-thirds required by the constitution. A Reviewing Committee was thereupon appointed to re-study the whole structure of the Association and at the March meeting it recommended that the Association, as constitutionally structured, remain unchanged. The committee stated, however, that the aims and objectives should be differently implemented. If this were done, they argued, the needs of both professionals and non-professionals would be better served than in an open association.

Their recommendations included regular workshop/conferences to incorporate instructional courses for all types of libraries and library staffs throughout the province. Such conferences would not necessarily take place in St. John's and would, where possible, be arranged in conjunction with the Regional Libraries or the School Libraries Council. The committee also recommended that the Programme Committee have in its terms of reference the organizing of projects for the Association. Further recommendations included the discontinuance of regular monthly meetings but members would be encouraged to take an active part in one or more of the various projects being sponsored. In this way it was felt a greater number would become personally concerned with promoting the aims of the Association than by passive attendance at meetings. Programme meetings with short business sessions and committee reports should be held in the fall and winter and be open to all interested. The Annual General Meeting held in May would be closed. These recommendations were accepted in their entirety and will be acted upon by the new Executive.

In addition to its concern with structure, the Association had a number of very worthwhile programmes during the year. Two of these had the very necessary informational what-my-library-has-and-does-and-how-it-relates-to-others as their theme. Another gave much insight into library associations in general and C.L.A. and A.P.L.A. in particular. A programme on audio-visual media in the library as presented by experts in that field was particularly lively as professional librarians and professional A-V personnel gave their viewpoints. One meeting consisted of small discussion groups each of which considered a different topic. Two of the groups, the one a "Union Catalogue for St. John's" and the other "Centralized Processing for Schools" have decided to form themselves into committees to continue the study of certain points brought out during the meeting.

Two special committees were active throughout the winter months and a third was just getting started in late spring. The findings of a committee which studies air freight rates in Canada have already resulted in cash savings to the University Library. Rates have not been reduced as a result of its negotiations, rather it was discovered that "Specific Commodity Rates" which provide a lower rate for books as opposed to "General Commodity Rates" were already in existence. Apparently this was unknown to freight personnel both in

Toronto and St. John's. It is hoped that the study can be taken at least one step further. These rates now apply on west to east shipments only. We intend to work for reduced rates on our shipments to the west, especially binding which must go to Nova Scotia or Ontario.

Newfoundland is now the only province in Canada which has a sales tax on books. This the committee, which is co-sponsored by N.L.A. and the Newfoundland Teachers Association, discovered and will use as one of its many arguments in a brief to be presented to the appropriate provincial authorities during the summer or early fall.

A Jackdraws Committee has just begun work on compiling at least one Jackdraw on a Newfoundland topic. This was initiated as a result of a request from the publishers and enthusiastically received by the membership.

As the new association year begins it appears that the Newfoundland Librarians' Association has achieved a desirable degree of stability, that we now see more clearly where we are going. It is hoped it will accomplish much more in the year ahead than it has in the past. The recommendations of the Reviewing Committee should make it a busy one with ample opportunities for those who wish to take an active part.

Memorial University of Newfoundland is seeking a Social Science Librarian to assist in building the library collections in sociology, economics and other social sciences. We require a graduate library degree and a subject degree in a pertinent field, preferably on the graduate level. Salary with subject masters and no experience \$8,700. Academic status, one month's vacation with summers leave and sabbaticals possible.

Please send resume to Donald L. Ryan, University Librarian, Memorial University of Newfoundland, St. John's, Newfoundland.



# THE IMPACT OF UTOPIAN THINKING ON PLANNED SOCIAL CHANGE

## Part One

DAVID BRAYBROOKE

One way of looking at the social institution is to look upon it as a set of people continually acting in accordance with a specific system of social rules: prescriptions or rules of obligation (O-rules); prohibitions or rules of forbearance (F-rules); and rules of discretion or permissions (P-rules). In a typical social institution, all these sorts of rules appear, some of them formally or explicitly, and others informally or implicitly. Even when the formal rules make up a set free from contradiction, the whole "system" may be inconsistent to a degree, because the informal rules may work against the formal ones. But institutions vary in the degree to which inconsistencies can be tolerated; some institutions are loosely enough organized to tolerate a great deal of inconsistency. Institutions also vary in respect to the proportion of effective formal rules to informal ones. Informal rules, since they are inferred from actual observed practice, are effective by definition. In some institutions, most of the observed activity of the people involved can be explained as activity conforming to the formal rules; in other institutions, the formal rules are for the most part dead letters. The institutions operate in such cases according to informal rules in all important matters. Institutions vary furthermore in the extent — that is to say, the precision and detail — with which activities within the range of the institution are covered by their own rules (rather than by social rules or norms found in the surrounding society generally; or by no rules at all — spontaneously variable activity).

A large library — public or academic — seems to me to be an institution that falls at the rule-bound or rule-intensive extreme both as to the precision and detail with

which its activities are covered and as to the proportion of effective formal rules. I should judge that it would rank high among various types of institutions in respect to the consistency of its system of rules, taking formal and informal ones together. Thus, just as it is illuminating in some respects to study change in formal organizations as an approach to study change in social institutions generally, so it is illuminating to study change in a library in one's first approach to study change in formal organizations. The crucial features of such organizations lie more open to the eye in libraries. A library is an especially interesting institution to study if one wishes to identify the institutional features crucial to the intelligibility of current changes in the eyes of the people affected and crucial to the intelligibility of projections or Utopias offered in the way of guidance to rational planning for change.

The character of the system of rules found in any institution may be described from many different points of view; even the consistency of the system can be looked upon in quite different ways. Consistency is very commonly looked upon as a matter of having the rules consistently contribute toward producing some output variable, *U* in a desired quantity: information dispensed; or the social utility of graphic records. The desire as to quantity may specify a minimum, without specifying a maximum; it may specify both a minimum and a maximum; it may simply specify, "as much as possible". Given that a quantity of *U*, so specified, is desired, as things are set up, whether rightly or wrongly, and given that no other institution produces a sufficient quantity of *U*, we may say that a function of the institution is to pro-

duce U in the quantity desired of it. If we suppose that all the desired outputs of the institution have been consolidated under U, then we can say *the* function of the institution is to produce U in the quantity specified as the quantity desired. Then we have, it appears, a simple test for whether a given rule is best included in the system or not. The test is, does the rule contribute as well as any known alternative to the function of the institution, i.e., to producing U in the desired quantity?

There are, alas, notorious difficulties with this notion of function. Besides formal or manifest functions, informal or latent ones have to be allowed for in formulating the consolidated output variable U. It is not easy to tell especially as regards latent functions, when one has got a complete list; and if one does not have a complete list, the test applying U may be very misleading indeed: to get greater efficiency in producing the outputs that have been consolidated in U, one may sacrifice outputs and functions that were not included, and which turn out to be just as important to the people concerned, if not more so. Signs calling for silence increase the amount of information dispensed but reduce the amount of courtship and general sociability provided for. Moreover, latent functions raise, even more acutely than manifest functions, the questions, where does the desire come from, and by what right or authority? That an institution is producing an output U and the output is in demand does not by any means give a final answer to the question whether it ought to be doing so. Sometimes the answer to the question about the origin and authority of the desire substitutes necessity for desire; it is said that the surrounding society cannot survive or grow unless the function of producing U is performed. But for want of controlled experiments or unambiguous historical evidence it is notoriously hard to prove any such assertion of functional necessity.

There is another cluster of difficulties that beset the notion of function even when some agreement has been obtained on the identification and formulation of the consolidated output variable U. For the formu-

lation, though plausible and readily agreed to may turn out to be statistically ambiguous in ways hard to resolve. It is commonly suggested, for example, that the function of government, or perhaps of organized society, is to produce as much happiness for its citizens as possible. But reflection on the associated maxim, "the greatest good for the greatest number", quickly brings to light the fact that the happiness of a group of people is something that it is hardly desirable, or even intelligible, to increase if due attention is not given to a number of conflicting considerations, among them, the total advance; the proportion of people affected favorably; the number of people left or forced below a minimum floor of satisfaction; aspects of justice concerned with present claims and expectations. By disappointing expectations justified by present arrangements, a sudden movement to arrangements perfectly just in an abstract view may be very objectionably unjust itself<sup>o</sup>.

I thought briefly that in addition to its other advantages as an object of investigation for a student of social change, a library was one of those institutions for which the consolidated output variable can be defined without running very far into the difficulties about identifying the function or explaining how it is imposed on the one hand or the difficulties about resolving statistical ambiguities. But I am afraid that one must recognize that even both sets of difficulties arise in formidable array. Whether one seeks to define the function of a library in terms of its providing a conveniently accessible store of books and audio-visual materials or in terms of its supplying information as expeditiously as possible, there will be some trouble about functions left out of account. Maybe it is not really a function of a library to promote among undergraduates but is it not a function of a library to increase the use of books — and of better books rather than worse ones — in the population it serves? And to increase the proportion of the population that it serves which uses its facilities?

<sup>o</sup>For a review of these points, see Nicholas Rescher, *Distributive Justice* (Indianapolis: Bobbs-Merill, 1968).

A library confronts precisely the same problem of statistical ambiguity as confronts a government dealing with the happiness or welfare of a whole population: how to weigh, in measuring the consolidated variable  $U$ , total gains against distribution against minimum service to every client against some sort of equity principle against present claims. It has, besides (like a government), to consider the present instructions of the authority under which it operates — the people; or the people's representatives; or the board of trustees.

While I do not think, therefore, that a library escapes major difficulties about defining the output variable  $U$  (which in turn would define its function), I think I can make good use of the notion of function in saying something about changes in a library. For one important kind of change that I wish to talk about is precisely a change in function; and even if two formulations of function are each difficult to resolve, taken separately, what is at issue in changing from the one formulation to the other may be tolerably clear in outline. Such, I think, is the situation with respect to the change from defining the function of a library in terms of storing and supplying books and other materials to defining its function in terms of supplying information.

However, before I begin canvassing the sorts of change that a library may experience I would like to say something about the intimacy with which the rules of an institution affect the people who act within it.

It is easy to see that having become habituated to acting under certain rules, people become liable to be upset by changes in them just because the changes upset habits; the rules have been around and in force for some time, and people have adapted to their presence. People are also liable to be upset by changes in the rules because the changes remove familiar aspects of the world from the scene — both the rules and what people do in conforming to them. These familiar aspects are cherished in part because whatever is

pleasant about them has been discovered and appreciated. They are also cherished because, being familiar, they contribute to the intelligibility of the surrounding world. I mean this quite literally: the world for librarians on the job is a world in which borrowers bring in overdue books and librarians assess appropriate fines or a world in which books when oversized *belong* in the 5th floor alcove.

But the intimate effect of rules goes deeper than these general considerations about habituation, familiarity, and intelligibility suggest. The rules that make up a social institution are the same rules that define the roles of the people who are, assigned parts in the institution. For a role from the point of view both of a person performing it and of the fellow-participants playing different roles, is circumscribed by certain rules — I-rules requiring the role-performer to do certain things and requiring fellow-participants to do certain others in reciprocation; F-rules forbidding the role-performer to do certain things and forbidding fellow-participants to do certain others; and P-rules, for example, give the role-performer permission to do various things according to his discretion. These obligations, prohibitions, and permissions shape the activities of the role-performer so far as to become important features of his self-knowledge: he is, in his own view, the person who does those things within those rules. The prospect of a change in rules may therefore involve a most alarming threat to one's person and self-knowledge, besides a threat to his skills and employment.

I wonder if as a result of the comparative precision of a library's rules and an associated tendency to work with a relatively high proportion of O-rules and F-rules and a relatively small proportion of discretionary or permissive ones, librarians do not take their rules too seriously, attaching more importance to them than people working in other institutions. (Very likely other sorts of people — among them university professors taking books in and out — do not take the rules seriously enough.) There are library schools where students are asked to

take as matters of ultimate importance centimeter differences in the position of various entries on catalogue cards. There are libraries in which cataloguers have so far lost a sense of proportion in their attachment to rules that they insist on the unique merits of every last detail in a classification number, at no matter what cost in number of books catalogued, and regardless of the fact that several variations in the number might be regarded as equally correct and other variations as near-misses that would serve well enough to keep track of the book in question.

Obviously changes in rules that run against rule-attachments so deep and fixed as these are going to be extremely painful and difficult to manage. One way of minimizing such pains is to move people about from role to role within the system — as much as possible from department to department — so that their sense of what is right and proper, and especially their sense of what they personally are committed to do, does not become too tightly bound up with any one role and the rules associated with it. But even this provision is not likely to be easily operable if the library is not organized to make transfers relatively unthreatening. To put it as simply as possible, responsibilities must be so divided that every department has *some* jobs similar to each job in any other department.

The provision for continual transfer will go only part of the way toward loosening the attachment of people acting within an institution to the rules and roles of the institution. Even if a given person transferred through the whole range of roles, there would be some common features to be attached to; and in practice, of course, even a very energetic program of repeated internal transfer will give an individual only experience limited to a small number of the roles available, and these rather similar to one another. Hence rule-attachments, with its deep roots in intelligibility self-esteem, will always in practice be present as an important constraint on planned change — especially if the planners are at all responsive to the desires of the participants. I

shall not try to say how important it is compared to other constraints, like limits on funds and inherited staff.

Since I have assumed that a social institution is full of activity, I can hardly suggest that change in every sense is absent from it: some books come in and other books go out; the librarians change from receiving the books on the one hand to stamping out on the other. But one can easily imagine an institution continually repeating — day by day, or in longer cycles — the same activities. The changes that figure in such repeated patterns submerge beneath the persistent pattern. Once the rules (and hence the patterns) are fully adapted to treating the repeated demands on the organization and its parts efficiently, no changes of the repeated patterns are necessary. The institution settles into what Schumpeter, speaking of a whole economy, called "circular flow".

The institution may even grow — in principal, grow indefinitely — without changing its rules; and growth, of course, in an important sort of change. Day by day, year by year, the library adds more books, more staff, more facilities. This growth might occur quite smoothly, even with big rates of growth (10% per annum). In practice, of course, the process is not a smooth one, chiefly because the factors to be combined cannot be smoothly increased in constant proportion. The library grows beyond the capacity of its present building; staff and operations have to be rearranged constantly to fit less and less happily into continually more confining space. But this problem about keeping the proportions of factors constant is not difficult to understand or — in principle — to deal with once it has been isolated, confusing as it may be from moment to moment to the people involved with it. One can imagine a library built and organized on modular principles and growing smoothly by adding modules.

A more confusing sort of change is that involving changes of rules. Such a change may, of course, occur in the absence of any tendency toward growth. The perfect adaptation presupposed by circular flow is

rare, so institutions are typically always changing rules experimentally with a view to performing their functions more effectively. Or so the leaders who insist upon the changes say and believe. Very frequently, I suppose, the leaders are operating more blindly than they realize; for they may not wait for a full assessment of one experiment before they move on to the next, and they may move on to the next without convincing evidence as to its prospective advantages. Of course there are cases — for setting up the rules of a library one way rather than another; just as there are arguments for organizing a college curriculum and its provisions for kinds of teaching one way rather than another. But I wonder if decisions on both subjects do not suffer from an excess of hypothetical arguments and a great scarcity of solid evidence collected from observation. Is the choice, for example, for or against the so-called divisional plan for organizing a university library based on more than individual librarians' subjective fondness for one line of argument rather than another? On fashion, perhaps, rather than evidence?

Among the changes in rules introduced in attempts to improve the functioning of a social institution, there may thus be a greater number that are insufficiently motivated; and insufficiently attended to make sure of their effects. Process toward better functioning and more perfect adaptation is likely to be haphazard in such connections; and the amount of confusion is likely to be considerable, and considerably enhanced if growth is going on simultaneously, but not going on smoothly. I do not mean to imply that changing the rules is unjustified if the change has such effects; changing the rules may be justified even if the main or only result is confusion, since confusion is useful to a point. It forces people to rethink their roles, and it loosens their attachment to rules in favor of an improved sense of proportion regarding the rules. They are likely as a result to be readier to make needed changes when needed changes come along; and meanwhile they will invoke the rules with less rigidity. Nothing is more understandable or human than the belief, because we have always done something in a cer-

tain way that is the only way to do it; but few beliefs signify a more pathetic abdication of human powers.

It is certainly possible, both in principle and in practice, to introduce changes in rules without making any changes in the functions of an institution. A library may vary between opening at 9:30 and opening at 10:30 without changing its functions. But if we are to count latent functions in reckoning the sorts of output to be consolidated under U, we have to be ready for unanticipated changes in these functions occurring as a consequence even of apparently minor variations in the rules; indeed, such changes may occur from small beginnings even in the manifest functions. Whether a city library is to stay open past 9 o'clock in the evening may make an important difference in the character and demands of its clientele, and hence in the sort of service it renders the population as a whole.

Moreover, functions are continually being changed by design, not merely as consequences, anticipated or unanticipated, of changes in rules. At one extreme one is inclined to think of the character of U, the consolidated output variable, being changed by arbitrary external demand from the authority controlling the institution. But perfectly arbitrary demands must be very rare: If the external authority has a new function to be performed, the function will almost always be assigned to an institution already performing some similar function. It is reasonable for a university administration to ask the university library (rather than, say, the coaching staff) to take charge of a lending collection of phonograph records; by adding this subfunction the library will only be generalizing its present function of keeping printed records and keeping track of them.

A change of function I suppose may sometimes bring in only trivial changes in rules; and a change of rules may be very pervasive and substantial even when it is not accompanied by a change in function. But changes in function, even relatively unimportant ones, are more interesting than

mere changes in rules from at least one point of view. They do as a matter of logic affect the intelligibility of the whole institution, by changing the test by which its performance is to be assessed. It is no longer (consolidated) U that the rules and activities of the institution must produce in the quantity desired, but (consolidated) U'; something logically distinct.

A range change in U — from U to U' — would be very bewildering, especially for people within the system, but I am supposing that changes in function, whether imposed or not, generally take the form of generalizing a function already present. U' is typically a more *general* concept under which U falls. Thus a coal distributor takes on the distribution of oil and becomes a dealer not just in coal, but in fuel; or a firm of sword makers begins to make razor blades and garden shears in addition to swords, and thus becomes a producer of cutting instruments. So libraries move from the function of keeping books and supplying them for use to the more general func-

*(This paper was originally presented at a Colloquium on "Libraries and Change", held at the Graduate School of Library Science, State University of New York at Albany, on April 23 - 24, 1970. Partici-*

tion of storing and supplying information in no matter what recorded form. If the generalization concept is no harder to understand than it is in these instances, the threat that change in function poses for the intelligibility — the rationale — of the whole institution is held in check by this feature of the change, that it is a generalization of present function. Moreover, this convenient and reassuring feature is kept in force by economic and technological considerations: The resources and skills that an institution now has limit the new functions which it is reasonable to assign it, or reasonable for it to take on, to those which can readily figure as generalization of present functions.

Having said something about the character of social institutions, considered as systems of rules, and something about the character of the various sorts of changes which social institutions are liable to undergo, I am now ready — a little later than I had hoped — to talk about Utopias and the guidance they offer for planning changes in institutions.

*pants included members of the School faculty, Mary Lee Bundy, Louis A. Dexter, Jesse Shera and D. Braybrooke. The paper is being presented in two parts in successive issues of the Bulletin.)*

Memorial University of Newfoundland is seeking a Head of Reference to supervise 3 professionals and 4 clerks in extending reference service to 6,000 students. Areas of responsibility also include public relations, orientation, government documents, interlibrary loans. Person selected must be capable of supervising young, active staff with new ideas.

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Salary: Depending upon qualifications and experience, but not less than \$10,000 per annum. Usual perquisites including one month's annual vacation and 2 months additional leave every fourth year.

Apply: Donald L. Ryan, University Librarian,  
Memorial University of Newfoundland,  
St. John's, Newfoundland.

# INTRODUCING - - - NEWFOUNDLAND PUBLIC LIBRARY SERVICES.

## FAITH RANDELL

*(Editor's Note: Several issues ago we stated our wish to introduce, through the pages of the Bulletin, various libraries and library systems operating within the Atlantic Provinces — particularly the smaller organizations unknown to so many of us but providing unique kinds of service to special groups. Response so far has encouraged us to establish a new column, which we hope APLA members will make a continuing feature of the Bulletin. Let us know who and why you are.)*

On Friday, May 7, 1971, the Gosling Memorial Library, Duckworth Street, St. John's, was officially closed by the Premier of Newfoundland. The Gosling Library was the first library set up by the Newfoundland Public Libraries Board under the Commission of Government's Public Libraries Act, passed in January 1935. The Act provided for the appointment of a Public Libraries Board whose duty was to "establish, conduct and maintain a public library or libraries in St. John's and in other places in Newfoundland as the Board may deem expedient and maintain travelling or circulating libraries if the Board shall deem it expedient". The Board was to report to the Commissioner for Public Utilities. Prior to that time, the only public library service in Newfoundland was, surprisingly enough, a service to the outports, founded in 1926 by the Bureau of Education with the help of a grant from the Carnegie Corporation of New York. Known as the Travelling Library it consisted of an administrative centre in St. John's and a bookstock from which boxes of books were dispatched on request.

The newly appointed Board therefore undertook as its first task the setting up of a library in the capital city of St. John's, and in January 1936 the Gosling Memorial Library was opened. Its original bookstock

included a collection of some 1800 volumes given by the widow of William Gilbert Gosling, author and former mayor of St. John's; the Legislative Library collection, which had now passed under the control of the Board; and a gift of 1000 volumes from Lord Rothermere. In May 1936 the Board took over the management of the Travelling Library, and in the same month a children's department, with an initial stock of 750 volumes, was opened in the Gosling Library. By the end of the fiscal year (then June 30) the total bookstock of the St. John's library had reached 11,000, while the Travelling Library collection numbered over 12,000.

During the first twelve years of its existence, the Gosling Library occupied the top floor of the Museum Building on Duckworth Street. One large room housed adult circulation and reference services and also the children's department, with island bookstacks doing duty as semi-partitions. A fully partitioned area at the front end between two stairways served as workroom and office, while a smaller section at the rear was partitioned to provide two tiny washrooms. The public area was bright with daylight pouring down through two large skylights. These later posed a problem for the Board when, during World War II, blackout regulations came into effect in St. John's. For a time, the Library conformed by closing early enough to avoid turning on the electric lights, but as the days grew shorter, it was realized that a better solution would have to be found. The result was a pair of binged ceilings, which, daily before dusk, library staff were obliged to manoeuvre into place under the skylights by means of a hand-operated rope and pulley device. In the morning the operation was reversed. As the rope proved to be somewhat rough on the tender hands of female assistants, the purchase of work-

gloves for staff use was authorized. Another interesting sidelight of library service in St. John's in wartime was the training of staff in the use of the stirrup-pump in case the building was hit by enemy fire-bombs. As it turned out, their valour was never put to the test.

The Gosling Library was only the beginning of a network of Newfoundland public libraries envisaged by the Board but circumstances for many years prevented the establishment of regional systems throughout Newfoundland. However, one outpost library opened in 1937 as the result of the philanthropy of a former resident of Catalina and the interest and support he aroused in that community during a visit home from the United States. In 1938 the Joseph Clouter Library of Catalina applied to the Public Libraries Board for help, and the Board agreed to provide an annual grant. Encouraged by this fine example, the Board drew up a five-year scheme for the setting up of a system of "regional" libraries, whereby larger towns which organized a library board and provided premises and operating expenses, would be assisted by the Public Libraries Board with an initial bookstock, an annual operating grant, and an annual book-fund. This plan was submitted to the Commission of Government in 1940, but it was not approved until March 1942. In August 1942 the first Supervising-Librarian of Regional libraries was appointed and sent to Toronto for training. He returned in June, 1943, and set up headquarters in a small area squeezed from the already crowded space occupied by the Gosling Library. The first five-year plan was successfully implemented, and by March 31, 1947, twenty-five libraries outside St. John's were established, with a total bookstock of over 23,000 volumes. While some of these libraries served several communities by means of deposit stations, no regions in the true sense of the word were as yet set up, and although the Board in later years prepared and presented several plans for regional organizations each of which was to have at least one professional librarian, the necessary approval and financial support were not forthcoming, and the pattern of community libraries, some with branches and/or deposit

stations, but many without, continued. Early in 1948 the Department of Health and Welfare, which occupied the lower floors of the Museum Building, moved to a new location. The space vacated was renovated for library use, and in February the Gosling Library and Regional library headquarters moved downstairs. (The top floor was redecorated to house a new Museum.) The Gosling adult library now occupied the ground floor. The children's department, on the lower ground floor, had its own entrance, and far more space than before. The cataloguing department and the Regional library headquarters were on the same floor as the children's department, and also gained space by the move. In addition, there was storage room in the basement. The Travelling Library however remained in its old premises on Queen Street, until 1961, when the Union Bank Building next door became vacant and was made available to the Board. Into it were transferred the administration offices, the technical services, the regional headquarters, and the Travelling Library, now part of the regional system. Only the Gosling public services remained in the Museum Building.

Meanwhile, more and more towns and communities were setting up libraries under the regional system, while the Gosling Library continued to build up its collection, placing special emphasis on Newfoundland materials. Financed almost entirely by the provincial government, the Gosling Library was the main public library not only for the city of St. John's but also for the whole of Newfoundland, lending books and providing reference service to anyone in the province upon request.

In 1965 the St. John's Municipal Council for the first time included in its budget a grant for public library service, mainly as the result of the efforts of the local branch of the Federation of University Women. The grant was for the specific purpose of setting up and maintaining two children's branch libraries in the city. These were opened in 1966, and immediately the circulation of children's books in St. John's nearly doubled, even though the combined bookstock of the new branches



was less than two thirds of the stock in Gosling children's department.

In 1967 more libraries sprang up, many of them as centennial projects. Unfortunately, the project was often a building only, with no provision for a bookstock. The Board did its best to provide books for as many new libraries as possible, but as its budget had not been geared to meet such unexpectedly heavy demands, it was obliged to refuse, or postpone, aid to some communities. The Arts and Culture Centre in St. John's, the most impressive centennial project in the province, was built to include public library services. The Centre opened in the spring of 1967, but not until January 1969 was the new library opened to the adult public. This library replaced the Gosling as the major reference and circulation library for city and province, while Gosling Library continued to serve the downtown area as a branch. The children's department of the new library opened in September 1969.

In the past year or two the Board has at last been enabled to advance along the lines of regional library development planned so long ago. The first professional librarian to head a particular region was appointed in January 1970, and the Western Region with headquarters at Corner Brook is now an accomplished fact. At least one other region will be sent up in the present fiscal year, with headquarters at Grand Falls. Meanwhile community libraries not included in established regions will continue to be served directly from the St. John's headquarters, and smaller communities without libraries will still be served by boxes of books from the Travelling Library. Two bookmobiles

are in service, one in the Western Region, and one serving part of the Avalon Peninsula from headquarters in St. John's. More bookmobiles are to be provided this year.

The Board, which for many years was comprised entirely of members living in St. John's, now includes members from all major areas of the province, and has authority over all public library service in the province, supported by regional and local library boards and/or committees. It reports to the Minister of Education — a change made some years ago. Centralized purchasing of books and library supplies, and centralized cataloging and processing of books, are provided for all public libraries in the province (now numbering more than seventy). Adult non-fiction acquisitions to the main library are reported periodically to the National Library, Ottawa, and new additions to the Newfoundland Collection to Miss O'Dea of the Centre for Newfoundland Studies, Memorial University Library. Total bookstock is over half a million volumes — about one book per capita of the province's population.

The Gosling Memorial Library with which this account of Newfoundland Public Library Services began, is still flourishing, despite the official closing on May 7. Moved out of the building it had occupied for over thirty-five years, it is now housed in the new City Hall, an appropriate setting for the library bearing the name of a celebrated St. John's mayor. A comparatively small branch library now, it will, we hope, nevertheless continue to provide valuable service to downtown St. John's.

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## CONTRIBUTORS

*Miss Margaret Williams* is Assistant Librarian, University Library, Memorial University of Newfoundland. *Mrs. Faith Randell* is Head of Technical Services, Newfoundland Public Library Services. *Professor David Braybrooke* is a member of the faculty of Dalhousie University in the Dept. of Philosophy. *Mrs. Hope Bridgewater* is Children's Librarian, Halifax City Regional Library.

## THE RABBIT HOLE

"... down went Alice after it, never once considering how in the world she was to get out again." Alice in Wonderland.

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The Rabbit Hole is a regular feature of the APLA Bulletin. We invite contributions from readers and we offer contributors the same latitude (and longitude) as the Rev. Dodgson afforded Alice. Any reader who feels himself falling through the earth and approaching the Antipathies is urged to put it all down on paper and send it to the attention of the Editor. "Perhaps (you) shall see it written up somewhere."

An issue concerning censorship came up in Nova Scotia recently. This was a particular incident involving a children's book, *Epaminondas*, and a request to a Nova Scotia Library that it be removed from its shelves. This statement concerns black people and white people in Nova Scotia and with particular reference to children's literature, but the implications go far beyond the local scene.

I would not be in favour of removing *Epaminondas* from library shelves in Nova Scotia. In this story a mischievous little boy makes mistakes; I don't find it racist. It has its equivalent in the Silly Jack stories — Silly Jack being a stupid white boy.

It is very important to hold fast to the principle of "freedom — to read" for all sections of the population. A public library should be a library for *all* the people and it is wrong for one person or a group to pressure a library to remove materials from its shelves; other people of the population, who pay taxes, too, might wish to read the book which others seek to remove. Even when a patron complaining about a book feels someone has been "hurt" by its material, the book should still remain on the shelf, for books represent all aspects of our human lives and pain, suffering and violence must be represented as well as love, joy, and peace. Children should be taught how to handle all aspects of life — not try to flee or hide or pretend evil doesn't exist.

*Epaminondas* or *Little Black Sambo* are both stories about young boys who could be of any race, and I do not find them racist. However, I have found other books in both children's or adult's library which are racist. Just one word such as "nigger" might be used contemptuously; in some books black people are depicted in a negative way in a sentence or paragraph; in other books black people are depicted as

one of the characters — usually as a servant, often stupid, often servile, never showing a sense of rebellion because of being oppressed. To begin to purge all the books which contain such racist sentences, paragraphs, or character stereotypes, it would be necessary to organize a gigantic bookburning. It would remind me of Nazi Germany when all books not adhering to the Nazi dogma were to be purged; or to a Communist Police State where all new books must follow the official government line or books of the past are used to legitimize the present government; or of South Africa where books which show black people as full-blooded humans are banned and where those books upholding white supremacy are encouraged.

I do not believe we should start purging libraries in Nova Scotia of any books — not even of that one small picture book, *Epaminondas*. Banning books even by those who believe in civil rights democracy, justice for all, is based on the premises that one can't trust people, that one must keep guard for them, that one must "protect" them from reading "repugnant" ideologies in books. The best way to see justice done to all in a public library is to have no banning of books and instead to encourage libraries to buy books which will satisfy as wide a range of the population as possible.

Up to a few (especially ten) years ago most books in children's literature were written from the "white man's" view, all the pictures were of white people, all the culture and civilization described in books were shown as emanating from white people. Black people were usually shown as "problems", as humorous idiots, as "things" to be dismissed quickly from a civilized mind — in short, they were not shown to be fully human. I certainly did not wish my son to grow up with such a negative view-

point. On the other hand, there was in the same cultural heritage which I taught to my son a wide stream of liberal principles, stressing a deep belief in human equality, human brotherhood, a belief that we were all God's children, a belief that racial hatreds and divisions were evil. There is a large tradition of such "good beliefs" represented in the books in our libraries.

Children of *all* races here in Nova Scotia should have the opportunity of reading that black men and women in America who suffered so greatly were at the same time often heroic and were a great people, a noble people. Only now, after so many years, are books being published which reveal black people as heroic and as noble throughout such dreadful suffering. Books now reveal a black man who rebels against being treated as subhuman as good and in the right. These books are only now coming into our libraries. It is for this reason that I say it is the wrong tactic to now try to ban books such as *Epaminondas*. If we ban such a book because of pressure from one race, what do we say to the white person who complains about the hostility and hatred of white supremacy expressed in books written by black authors? If we say to all it is a matter of policy to have *all* kinds of books in the library and we say so to *all* patrons, then it will surely be much easier to keep all these new books by black authors on the shelves and also much easier to keep ordering such books by Negroes in the future.

Gone are the days, I hope, when the dictates of supremacy prevent a full presentation of history on this continent or prevent an honest portrayal of black people. Now there are more honest and truthful books for all races. But it would be a backward step if minority groups try to purge books of the past from our library shelves. I hope instead such minority groups will concentrate on the new, honest books coming out and instead of putting pressure on libraries to ban books, will concentrate on asking for *more* books and magazines about black people being put on library shelves.

My hesitation in presenting these views against the censorship of *Epaminondas* at the time was the worry that I might appear to be supporting controversial books such as *Little Black Sambo* which some hold to be very insulting to black people while at the same time doing no intense work into obtaining more books depicting minority races in Nova Scotia. I support the view that Nova Scotian libraries should be more sensitive to the needs of different races here in this City or province. Books emphasizing French culture should be purchased in all areas, not just in areas where French Acadians live; there should be translations of French Canadian books or magazines in every library but I see very few of them.

The thought immediately arises, of course, that Canadians don't write enough books. We should have more translations of French-Canadian thought into English for the mass of people using a public library, but such translations, as far as I know, are done on a very limited scale.

Canadian libraries depend to a large extent on the originality and creativity of the Americans. The Americans have not only written books about the English tradition on this continent, but also many on Jewish life, Negro life or Indian life which are of immense value to people here. I would for instance, know very little about Jewish life in North America, if I hadn't read American books on this subject.

This does not alter the fact that we still want more and better Canadian books. But even if future production in Canada eventually results in our book selection being possibly 50% Canadian, I would certainly hope that we would never become so narrow-minded and chauvinistic that we would not eagerly obtain the best from other countries, especially from the United States, where the English, Negro and Jewish cultures are so vital and interesting, and in many ways applicable to our life in Canada.

HOPE BRIDGEWATER

## LETTERS TO THE EDITOR

Dear Editor:

I have read with interest the article by Mr. Harrison on the School of Library Service at Dalhousie University which appeared in the March issue of the APLA Bulletin.

In this economic wonderland of the 70's with its budget cutting, inflationary costs and unemployment it is small wonder that administrators of training institutions question where they are going. They are not alone in the dilemma.

As the Chairman of the Committee responsible for the now proven inaccurate Needed Library Schools survey, I am only thankful that Library School directors, faculty and students cannot take legal action against the producers of such a misleading document. Yet the information we gathered was given in all sincerity, and indeed was often clarified by a statement to the effect that the indicated needs for future librarians was, if anything, too modest. Librarians were not the only optimists in the 60's. An examination of the entries under Teachers - Supply and Demand, in the Readers' Guide to Periodical Literature itemizes articles on the teacher shortage up to August 1970.

What happened? Why did we need so many librarians up until 1970 and then suddenly we had more librarians than jobs? Since I have yet to read a satisfactory explanation of the paradox from economists, I scarcely think that those of us who are not specialists can offer a solution. But to meet these peculiar conditions we should consider a two fold approach. First, we must maintain standards, and secondly we must adapt our services and training institutions to the times.

I would like to suggest to Mr. Harrison that while it is discouraging to be training students in librarianship without the assur-

ance of a job at the end of the course, there are still valuable services which the Dalhousie School of Library Service can provide to the profession. For the want of a better term perhaps the school could undertake to provide "Refresher Courses" for the librarians who are in the field. Workshops have proved extremely valuable already, and it seems to me that if we could adopt the policy of other professions and enable our "practioners" to return to their training institution it would prove a great boon to librarianship as a whole. Surely this is as legitimate a service as training the student for a job in the first place. If such a policy were adopted I would like to suggest further, that while specialization of topics for refresher courses is naturally to be expected in some degree, there should be general courses on the more intangible aspects, such as responsibilities, ethics, personnel problems, etc.

Maybe the results of the Needed Library Schools survey were misleading, but if they did anything to assist in the establishment of the Dalhousie School, I shall feel that our efforts were not in vain.

Yours sincerely,

Mary E. Cameron,

Chief Librarian,

Halifax City Regional Library.

Dear Mr. Harrison:

In regard to your recent article in the "Rabbit Hole" section of the March 1971 APLA Bulletin, I would like to make a suggestion as to which direction your School of Library Service should take in the 70's. I am sure your school is already doing an admirable job but I believe that the nicest thing you could ever do for the Atlantic Area would be to train school librarians.

I realise that you have been offering courses in children's literature and this summer plan to add more on the literature of young adults. However, I do think that much more could be done along this line — such as courses in the administration of school library media programs, the production of educational materials, school reference service, school library supervisors and so on.

In the Atlantic Area, the government is beginning to recognize that school libraries just might possibly be important and money is being loosened from the purse strings for this purpose. However, we do not have enough trained personnel in the individual schools nor on a local, regional or provincial level. As yet there are not many school library courses being offered in any of the accredited schools in Canada and I think

that this is a crying shame. Courses are being offered in various schools of education for the training of teacher librarians but the professional school librarian is being sadly neglected in Canada. The person who is interested in an administrative school library position has to go to the United States for training. Could your school not help alleviate this problem? I think it would be an admirable aim which would fulfill a desperate need at present.

Thank you for asking what we think. I am sending a copy of this letter to the APLA Bulletin Editor for inclusion in a subsequent issue.

Yours sincerely,  
Barbara Hamm,  
Education Librarian,  
Memorial University.

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### *People in the News*

Mr. Claude Potvin and Mrs. Edith Button have been appointed, respectively, Regional Librarian and Ass't. Regional Librarian of the Albert-Westmorland-Kent Regional Library, Moncton, New Brunswick.

Miss Edith Clare, Head of Technical Services Halifax City Regional Library, has been invited by the National Librarian to serve as a member of the Task Group on Cataloguing Standards. Miss Clare is one of two public librarians in a group of fifteen chosen to examine and make recommendations for cataloguing procedures in Canada.

Mr. Norman Horrocks has taken up his position as Associate Professor and Assistant Director in the School of Library Service, Dalhousie University. Mr. Horrocks is a Fellow of the Library Assoc. of the United Kingdom and has been involved in various aspects of library service in Great Britain, Australia and United States. He came to Dalhousie from the faculty of the Graduate School of Library and Information Sciences, University of Pittsburgh. Mr. Horrocks is the newly appointed editor of the *Journal of Education for Librarianship*, the official publication of the Association of American Library Schools; he has also been appointed Chairman of the A.L.A. Library Education Division Committee on Equivalencies and Reciprocity of Qualifications.

### *New Library*

A new regional library at Stephenville, Nfld. was officially opened Feb. 7, 1971. The renovation and furnishing of a former school building was the joint undertaking of the local Kinsman Club and the Public Libraries Board. 80% of the funds provided by the former. Significant contributions to this project have been made by Mr. Cook,

librarian for the Western Region, and Gilbert Higgins, Chairman of the Stephenville Library Committee.

### *Library School Workshop*

The Dalhousie University School of Library Service held a workshop on Regional Public Library Service, March 26 - 28, 1971. Co-directors Eleanor Brown, freelance library consultant, and Frederick White, librarian of Vancouver Island Regional Library Service led sessions on the Changing Role of the Public Library in Today's Society; on Library Systems versus Municipal Libraries; the history of regional systems in Canada; bookmobile services; public relations; regional library organization. The workshop attracted a registration of 75 library personnel from all four Atlantic provinces.

### *Camping Conference*

*The following report was received from Aileen Barker and Julia Callaby, 'secretaries' of a recent 'conference under the stars'.*

The first Nova Scotia Provincial Libraries "camping conference" was held June 15 - 20 at Smiley's Park near Brooklyn, Hants County. Its purpose was to collect together junior professional librarians in Nova Scotia to discuss mutual experiences and problems. It was also felt that the camp would give us all an opportunity to become acquainted - difficult at larger conferences, such as APLA, where the program is not usually aimed at the every-day library situation, and which more junior staff cannot always attend.

Stanley Squires, of Cape Breton Regional Library, and Cathy Ayers, of Annapolis Valley Regional Library, sent a notice to each regional Chief Librarian who, it was hoped, would pass the information on to

her staff. The large majority of Chief Librarians acknowledged the letter and informed us of the arrival of new staff. None expressed any form of disapproval. Miss Letts and Miss MacQuarrie at the Provincial Library encouraged the whole idea of a camping conference and co-operated in every way.

Food was provided (with costs shared) and each person was instructed to bring a sleeping bag, eating utensils, and to make arrangements to share a tent and stove. We were fortunate to have perfect weather — 85° from Friday night through Saturday and Sunday; with a river nearby to cool off in when one became sun-baked!

Five regional libraries and the provincial library were represented. There was no official agenda, no minutes were kept, no officers appointed. We simply sat under a shady tree and exchanged ideas. It was an exploratory sort of session and took in a wide range of topics.

As a result of our discussions, we arrived at the following resolutions:

1. That greater communication between the individual regional libraries is needed. We felt that the regional libraries in Nova Scotia have a great deal in common and each could profit from the experiences and programs of the others. It would be desirable for the staff members of one region to visit as many other regional libraries as possible.
2. That greater communication is needed between the Chief Librarians and the more junior members of their staff. It was recognized that in some regional libraries, the staff works together as a team, while in others new staff members are not consulted or asked to contribute ideas. Chief Librarians should hold staff meetings and inform their professional staff of the decisions and issues discussed at Board meetings. Librarians should also be shown such things as professional journals, news letters from other libraries, and be told

about new developments in the library world beyond their own library.

3. That there should be a greater liaison between the various regions and the provincial library, and vice versa. The staff of the Provincial Library should visit the regions on a regular basis, and also as many staff members as possible from the individual regional libraries should have an opportunity to visit the Provincial Library. At the moment, usually only the Chief Librarian visits the Provincial Library, and the more junior staff are unaware of the exact function and organization of the cataloguing and reference departments, as well as the Teachers' Library.
4. That workshops and conferences in general be held in different regions, rather than Halifax. In spite of the difficult travel arrangements for many, it would give everyone an opportunity to see that region in operation, to meet its staff and to exchange opinions.
5. That there be some form of news sheet or newsletter, which could include such things as profiles of new librarians coming to Nova Scotia, positions available, new programs undertaken by a region, and news items of general interest, for example the opening of new branches, bookmobiles, etc. A suggestion was made that each year one person be responsible for the newsletter, using the region's printing facilities, and asking for contributions from other regions, Dalhousie Library School, Provincial Library, etc.
6. That a mailing list of all professional staff members in the various regional libraries be available (and perhaps be included in the newsletter). One of the problems in organizing the camping conference arose from the fact that no one knew who was on the staff of the other libraries. Although five regions and the Provincial Library were represented, five other regions were not represented; in some of the latter

cases we were told by the Chief Librarian that junior staff had been hired, but were not due to start work until later in the summer. We are still unaware of the names of junior staff at the libraries which did not reply.

7. That the next meeting would be held during the third week of August, with as central a location as possible. We are going to explore the possibility of using a camp site near Tatamagouche. We hope that invited guests and as many junior librarians as possible will attend.

We also discussed future conferences, perhaps held in youth hostels in winter,

etc., and talked about forming an official organization. It was felt very strongly that more representation was needed before this could be discussed seriously. Hopefully this will be a major topic at the next and following meetings.

The whole atmosphere of the meeting was relaxed and casual, enabling an easy exchange of ideas, many of them extremely practical. Several of us returned home with quite good ideas for library programs and publicity. From a financial point of view, the average cost per person was less than five dollars. (This did not include gasoline, and some people travelled quite a distance). It is hoped that future meetings will be just as economical and productive.

## In Tribute

With the death early in May of Dorothy Cullen, the Atlantic Provinces Library Association has lost one of its most faithful and hard-working members. A native of Prince Edward Island, Dorothy graduated from Prince of Wales College and Dalhousie University, and held a Bachelor of Library Science degree from Pratt Institute. For over thirty years she worked in the Prince Edward Island Libraries System, serving as Director since 1956.

Dorothy was one of the early members of the Maritime Library Association, now the Atlantic Provinces Library Association. She edited the Bulletin from 1944 - 1952, and was President twice, first in 1952 - 53, and again in 1961 - 62. She was active in the national association also, serving on both

the Council and Executive of CLA.

It would be relatively easy to enumerate a list of accomplishments of someone who was a loyal and willing worker in the library field for over thirty years. But this would not give the essence of Dorothy Cullen. She worked hard and faithfully for the libraries on the Island, was interested in library work throughout the Atlantic Provinces, and as a friend and colleague to all who worked in this area, gave freely and willingly of her time and help. In 1967 she was awarded the Canadian Centennial Medal, and this spring, an honorary Doctor of Laws Degree from the University of Prince Edward Island.

Dorothy's loss will be felt keenly by all her library friends in the Atlantic Provinces.





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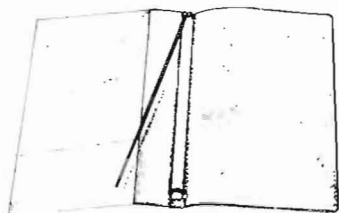
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