A HISTORY OF THE PUBLIC LIBRARY MOVEMENT IN UTAH

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1971
A HISTORY OF THE PUBLIC
LIBRARY MOVEMENT IN UTAH

by

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A thesis submitted in partial fulfillment
of the requirements for the degree
of
MASTER OF SCIENCE
in
HISTORY

Approved:

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UTAH STATE UNIVERSITY
Logan, Utah

1971
ACKNOWLEDGMENTS

The author is grateful for the kind assistance of so many people throughout the time spent in researching and writing this thesis. I owe a debt to many whose kind words of encouragement inspired me to take the direction I did. I acknowledge the assistance of the staff of the State Library Commission, and especially Russell L. Davis, the director, whose enthusiasm for library work is contagious. Everett L. Cooley, curator of Western Americana at the University of Utah, and a member of the State Library Board, gave me valuable suggestions.

Professor S. George Ellsworth deserves special credit for guiding this thesis throughout, as do the other members of my graduate committee, professors Frederick J. Yonce and Ida-Marie Logan Jensen.

I am also grateful for the help given me by many individuals on the staffs of many institutions. Wherever I went, people were glad to offer their time and energy in my behalf. I am indebted to the staff of the Utah State University Library, especially Jeff Simmons and the staff of Special Collections; to the staff of the University of Utah Library, especially Edith Rich, Utah Library Association Historian, who gave me free access to the ULA collections; to John James and the staff of the Utah State Historical Society library; to the staff of
the Church Historian's Office; and to the staff in Special Collections of the Salt Lake Public Library. These people all made my research much more enjoyable and profitable.

I also wish to thank the professors under whom parts of this thesis were written in various seminars—Stanford O. Cazier, Frederick J. Yonce, and Leonard J. Arrington—for suggestions and words of advice and encouragement. I also owe a debt of thanks to students in those seminars whose advice was also helpful.

I should also like to thank Mary Turner Adams and Sheryl S. White of the Western Historical Quarterly staff for their encouragement, help, and advice.

My wife, Mary, deserves special credit for her work proof-reading and typing, and for correcting my sometimes-awful syntax, spelling, and punctuation. More than any others, she deserves credit for living and talking thesis with me for these eighteen months. She has been a marvelous sounding board, and has contributed much.

Nevertheless, I, alone, am responsible for this thesis and for any errors in fact or in judgment that may occur.

Max J. Evans
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ABSTRACT

A History of the Public Library Movement in Utah

by

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Utah State University, 1971

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The public library in Utah and its acceptance as a public institution is the subject of this thesis. For present purposes, public libraries will be defined as those open to all, those having general collections of books, and those which circulate their books among the public. This thesis does not treat church, school, college, industrial, medical, law, and special libraries, except as they functioned as public libraries.

Most of Utah's earliest public libraries were operated and supported by private individuals and organizations. As private support proved insufficient, however, cities and towns began to take up this responsibility. In the year of Utah's statehood, tax support from cities became available for public libraries. Eventually counties, the state, and finally the federal government became involved in support for libraries.

With financial support for libraries also came technical support and moral leadership, provided by
various agencies. Private groups, including the Utah Library Association and other professional and service groups, as well as state agencies such as the state school board and, recently, the State Library Commission, have been instrumental in the development of Utah libraries. The role of philanthropists in Utah's library history, and their impact, is also discussed.

(121 pages)
CHAPTER I
INTRODUCTION

On a drive through the towns of Utah, one sees several characteristics unique to "Mormon Country": the wide streets forming square blocks, the inevitable "meeting house," and the Lombardy poplars along the roads. Another feature that may not be unique to "Mormon Country," but is to be found near the center of nearly every Utah community, is the "Free Public Library."

Libraries have existed since men first began to read and write. But until recent times, their use has been limited to a small portion of the population. The public library—a library that strives to serve all of the people—is a relatively new institution. Its development is the result of techniques which made printing easier and books more available. Increased popular government and the emergence of universal education also help to explain the development of the public library.

The public library is a new institution. Its importance came to be realized only during the hundred years before the first settlers came to Utah.¹ By the middle of the nineteenth century, public libraries came

to be recognized as important to education, and began to receive tax support. In 1848 Massachusetts became the first state to authorize municipalities to tax themselves for the support of public libraries. 2

The Mormons—members of the Church of Jesus Christ of Latter-day Saints—who settled Utah were aware of the public library movement. Many were from New England, then the center of library activity in America. The Mormons had a tradition of education and learning based on their belief that "the glory of God is intelligence." They were instructed to seek wisdom "out of the best books." 3 They had plans for a university and for a library in Nauvoo, Illinois, their last headquarters before they came to Utah.

Brigham Young, Mormon leader from 1844 until his death in 1877, tried to perpetuate that tradition. In an oft-quoted section of his epistle of 1847, he encouraged Mormon immigrants to bring their books with them. 4 Once


3 The Doctrine and Covenants of the Church of Jesus Christ of Latter-day Saints, Sec. 93, verse 36; Sec. 88, verse 118.

4 Brigham Young, "General Epistle of the Twelve," Latter-day Saints Millennial Star (Liverpool, England), X (March 15, 1849), 85. Written at Winter Quarters (present-day Omaha, Nebraska), December 23, 1847.
established, the people of Utah received a grant from Congress to establish a territorial library.5

Just as civic-minded men in the East combined to establish libraries, the leaders in each of the settlements in territorial Utah incorporated public libraries. In this respect, the Utah public library movement paralleled that of the rest of the country.

But in the twentieth century, public libraries began, gradually, to rely less on groups, individuals, and donations for their support and more on cities, counties, states, and eventually the federal government. Utah was slow to accept this. By the middle of the twentieth century, the state began to lag behind the rest of the country in the quality of public library service. As late as 1956 Utah was the only state in the union without a state library.

How Utah's public libraries developed--how they adapted to changing conditions and changing ideas--is the story of this thesis. This is a history of public library development, not the history. It is limited to the growth of the library as a public institution. It is hoped that this history can serve as the frame for other histories of Utah's public libraries.

For present purposes, a public library is defined

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5Utah Territory, The Compiled Laws . . . (Salt Lake City, 1888), I, 47.
as one that is, first, open to the public, usually without cost; second, one with a general collection of books and other materials; and third, one that circulates its collection among the general public. This will exclude, for the most part, school, academic, church, private, hospital, industrial, and special libraries.
Brigham Young, second president of the Church of Jesus Christ of Latter-day Saints, instructed his people to take books with them when they settled in Utah: 1

It is very desirable that all the Saints should improve every opportunity of securing at least a copy of every valuable treatise on education—every book, map, chart, or diagram . . . to present to the General Church Recorder, when they shall arrive . . .

Many families did so. Some personal libraries were exceptionally well furnished. In 1849 Levi E. Riter's library had some three hundred books. William C. Staines, later territorial librarian had about nine hundred volumes. 2 Soon after their arrival in the Great Salt Lake Valley, the Mormon settlers opened schools, which also maintained book collections. 3 These early collections of books, however, cannot be considered public libraries, because they did not serve the general population.

Other organizations did attempt to serve the people as a whole. Some were supported by public (tax) money, but most library material was provided by private individuals and groups. An example is the bookseller who circulated

1 *Millennial Star*, X (March 15, 1848), 85.


books for a fee. There was one in Salt Lake City as early as 1855, an "out-of-the-way house . . . a 'variety store,'" with a second-hand collection which circulated books at ten cents a volume. 4 In 1873 a firm of booksellers --Campbell and Patterson--opened a circulating library. Subscriptions were one dollar a month, but non-subscribers could rent a book for one-eighth of its cost. 5 A private fiction library operated from the home of William C. Foster in Tooele from 1893 until his death in 1906. He rented books for twenty-five cents a month. 6

These rental libraries illustrate that a demand for books existed. It is surprising that each operated when public libraries were functioning in the same cities. These rental libraries failed to have much impact. Other libraries were more important. One, the Utah territorial library, was the first public library to be established in the territory. It served the people of Salt Lake City for forty years.

The territorial library

On September 9, 1850, as part of the Compromise of 1850, the territory of Utah was created in the area ceded

4William Chandless, A Visit to Salt Lake City (London: Smith Elder and Co., 1857), 243-44.

5Salt Lake Tribune, August 9, 1873.

6Mildred Allred Mercer (ed.), History of Tooele County (Salt Lake City: Tooele County Daughters of the Utah Pioneers, 1961), 103.
by the Treaty of Guadalupe Hidalgo (1848). Utah's first public library was created by section fourteen of the organic act creating Utah Territory. This act appropriated $5,000 to be spent by the governor or under his direction for the purchase of a library.\textsuperscript{7} The establishment of a territorial library for Utah was not without precedent. Territorial libraries had been established by Congress in Wisconsin, Iowa, Nebraska, and New Mexico.\textsuperscript{8} These libraries were to be used by federal appointees and territorial legislatures.

Although section fourteen of the organic act provided that the $5,000 be spent by or under the direction of the governor, President Millard Fillmore appointed Dr. John M. Bernhisel to buy the library. John M. Bernhisel was a University of Pennsylvania-trained physician who joined the Mormon Church in the 1830s. He came to Utah in September 1848, but returned to the East, leaving Salt Lake City in May 1849, to act as an agent to petition for statehood. When Utah became a territory instead of a state, Dr. Bernhisel's patient lobbying helped secure

\textsuperscript{7}Utah Territory, The Compiled Laws, (1888), I, 47.

the governorship for Brigham Young. 9

Bernhisel was enthusiastic about the library. He endeavored to get Congress to appropriate an additional $5,000, but this failed. He then tried to obtain one-half that amount, but this too was refused. But he promised, "at the approaching session of Congress I shall renew my efforts to procure another appropriation." 10 Soon after his appointment to purchase the library, Bernhisel went to New York City. He wrote Brigham Young from that city, telling of Young's appointment as governor (probably the first news of it to reach Utah). 11 He told of his plans to "ransack all the principal book stores of Philadelphia, New York, and perhaps of Boston; examine public libraries and the catalogues thereof, [and] consult literary and scientific men." 12

Bernhisel also prepared and issued a circular, "To Authors, Editors and Publishers of the United States," in which he asked for donations of books. 13 He based

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10Journal History of the Church of Jesus Christ of Latter-day Saints, located in the Church Historian's Office, Salt Lake City, November 9, 1850.

11Ibid.

12Ibid.

13Ibid., November 9, 1850, November 12, 1850.
his appeal on the commonly held notion that the people of Utah were in need of enlightenment. The circular stressed Utah's distance from civilization and reminded readers that Utahns needed books and education to become good citizens.  

By July of 1851 Bernhisel's work was finished; the volumes selected and donated were on their way to Utah. In 1854 Bernhisel was again chosen to act as agent to purchase books for the territorial library.

Items for the territorial library started to arrive as early as April 1851, when a few papers and pamphlets came. They continued to come throughout the summer. William C. Staines was selected librarian in October 1851. He prepared a room in the Council House and opened the library in February 1852. It had over 3,000 volumes.

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15History of Brigham Young (Berkeley, California: MassCal Associates, 1964), 90. This is a photo-mechanical reproduction of the manuscript in the Bancroft Library.


17Millennial Star, XIII (July 15, 1851), 214; Journal History, May 2, 1851, September 1, 1851.

18Journal History, October 14, 1851; History of Brigham Young, 113; Deseret News (Salt Lake City), February 21, 1852.
books of the highest order, including the works of Shakespeare, Milton, Bacon, Virgil, Plato, Montaigne, Tacitus, Spenser and many other authors of the world's best literature. The library also contained the scientific works of Newton, Von Humboldt, and Herschel, and the treatises on philosophy included the writings of John Stuart Mill, Martin Luther, John Wesley, and Emanuel Swedenborg.

The territorial library operated from February 1852 until it closed in 1890. Throughout this period, it was financed by money appropriated by the Utah territorial legislature and by the federal government.

It served both as a public library and as a law library for territorial officials. The Utah Library Act stated that the library was for the use of the governor, legislative assembly, judges of the supreme court, secretary, marshall and attorney of the territory.

One writer regarded the territorial library as strictly

19Young, Library Journal, LX, 513-14.

20For the territory's role in financing the territorial library, see History of Brigham Young, 124; Utah Territory, Auditor, Report of the Auditor of Public Accounts, ... for the years 1855-1889, (Salt Lake City, 1855-1889); Utah Territory, The Compiled Laws ... (Salt Lake City, 1876), 109-10; Utah Territory, Laws ... (Salt Lake City, 1888); Utah Territory, Laws ... (Salt Lake City, 1890); librarians' report in Utah Territory, Journals of the Legislative Assembly ... for the tenth through thirteenth annual sessions, 1860-61--1863-64 (Salt Lake City, 1861-1864). For the role of the federal government, see Thomas G. Alexander, "The Federal Frontier: Interior Department Financial Policy in Idaho, Utah, and Arizona, 1863-1896" (unpublished Ph.D. dissertation, Department of History, University of California at Berkeley, 1965), 39-45.

21Utah Territory, Compiled Laws (1876), 109.
a law library. His evidence is the intent of Congress. For another writer the Utah Library was a public library and the law library a separate institution. The confusion arises over the fact that the law library has always been called the Utah Library, a name inherited from its predecessor, the territorial library. The territorial library was first called the Utah Library in 1852. The evidence indicates that the territorial library served as both a public library and a law library.

A public library must be open to the general public. The territorial legislature magnified the intent of Congress in this respect. When they passed laws to govern the library, they ruled that when the legislative assembly was not in session, the library should be open "for professional and scientific purposes by officers of the United States and of Utah Territory, and other citizens of Utah, where the librarian shall judge the public good may justify." It was open to the public, as shown by the fact that both Richard Burton and Jules Remy gained admission to the library. Remy wrote that it was accessible to everybody.

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22 Goodwin, 9.


24 Utah Territory, Compiled Laws (1876), 109. Italics added.

In 1872 the Deseret News reported that the librarian was dispensing interesting volumes to the reading public.26

A public library must not only be open to the public, but must have a general collection of books. When it opened, the Utah Library contained more than just law books. In 1860 when Richard Burton came to Utah, he found that the books were "principally those of reference, elementary, and intended for the general reader, such as travels, popular histories and novels."27 In 1871 the law collection embraced only eighty-three titles.28 This collection grew over the years,29 yet by 1885 the catalog listed twenty-nine categories, and law was only one of these.30

The library also circulated its books. In 1855

Brothers, Publishers, 1862), 235; Jules Remy and Julius Brenchley, A Journey to Great Salt Lake City (London: W. Jeffs, 1861), I, 188.

26Deseret News, September 18, 1872.

27Burton, 236.

28Territorial Papers, roll 6, 23-29.

29In 1871 alone the law collection was increased by 125 percent when six boxes of law books, costing $2,423.60, were sent West. Letter, Utah Supreme Court Chief Justice James E. McKean to Secretary of the Interior Columbus Delano, April 12, 1871; letter, Banks and Brothers, law publishers, to acting Interior Secretary B. R. Govan, June 7, 1871; letters, Governor George L. Woods to Delano, December 12, 1871 and January 19, 1872, Territorial Papers, roll 6, 21-22, 25-29, 44-66, 71, and 73.

30Utah Territory, Library, Catalogue of the Utah Territorial Library (Salt Lake City, 1885).
the legislature approved a resolution asking the librarian to "advertise in the Deseret News for books now out to be brought in." Burton reported that the library was open every Thursday, "when books are 'loaned' to numerous applicants." And the rules of the library, as printed in the catalog, 1885, made a provision for a fine of ten cents a day for an overdue book.

That the library was public, at least in concept, content, and policy, cannot be doubted; it was open to the public, it had a general collection and it circulated its books to its patrons. Utahns thought of the library as a territorial library in the sense that it would serve the entire population. The federally appointed officials, however, thought of it as an aid to their offices.

In the same year that it was opened, the territorial library became involved in the political controversy that was present in nearly all other aspects of Utah life. During September 1851, three "runaway" officials--federal appointees who stayed in Utah only a short time--suddenly left their posts and returned to the states. This

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31 Utah Territory, Acts, Resolutions and Memorials . . . (Salt Lake City, 1855), 389.
32 Burton, 236.
33 Utah Territory, Catalogue of the Utah Territorial Library.
34 Andrew Jenson (comp.), Church Chronology: A Record of Important Events Pertaining to the History of the
affected the library in two ways.

Soon after the arrival of the books, the territorial legislature had passed a resolution authorizing the governor to appoint and remove the librarian. However, when the legislature next met—after the runaways had fled—they passed laws to govern the Utah Library, making a provision that the "librarian shall be elected by the joint vote of the Legislative Assembly of the Territory." It seems unlikely that a Mormon legislature would take from Brigham Young his power to appoint, unless they anticipated, in view of the controversy, a time when a non-Mormon would be governor.

The departure of the runaways also apparently affected the book collection. After they were gone, Brigham Young found in the papers of Judge Broechus a letter from Secretary of State Daniel Webster addressed to Brigham Young telling of books to be sent to Salt Lake City.

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Church of Jesus Christ of Latter-day Saints (2d ed., rev. and enl.; Salt Lake City: The Deseret News, 1899), 43. They were Chief Justice Lemuel G. Brandenbury, Justice Perry E. Brochus, both of the supreme court of Utah, and Territorial Secretary Benjamin D. Harris.

35 Utah Territory, Acts, Resolutions and Memorials ... (Salt Lake City, 1852), 206.

36 Ibid., 98. The territorial library came to be called the Utah Library beginning with this act.

37 This is the position taken by H. L. Kirkpatrick in his untitled manuscript on the Utah territorial library, Utah State Historical Society, Ms. A-1382.
City with Brocchus. Brigham Young was unable to find more than one of six boxes supposedly sent. This mystery has yet to be solved. The missing volumes were all law books. The one box received in Salt Lake City apparently had no law books. It is possible that these five boxes never made it across the plains. On the other hand, they may have ended up in Judge Brocchus' personal library.

Upon their return to Washington, the runaway officials reported that government records, including the library, had been destroyed. These allegations, and others like them, together with mutual misunderstanding and distrust, resulted in the "Utah Expedition" of 1857-58. If government property had been destroyed, it was not evident in the library. When Governor Alfred Cumming arrived in Salt Lake City in the spring of 1858, he reported to Secretary of State Lewis Cass on the condition of government property. He had visited the Utah Library with Colonel Thomas L. Kane and found that it had not been destroyed as reported. He took an inventory of the books and learned that they were all there: "Mr. W. C. Staines, the librarian, has kept the books and records in most excellent condition." 39

38 Utah Territory, "Executive Record Book," Book A.
39 U. S., Congress, House, Executive Document no. 138, 35th Cong., 2d Sess., 1858, no. 11, 94; Brigham
In 1871 there was another clash involving the Utah Library and the federal officials. In answer to Secretary of the Interior Columbus Delano's request for a list of the law books in the territorial library, Utah's Supreme Court Chief Justice James B. McKeen acknowledged a delay in his reply, but blamed it on the territorial librarian. In a letter to McKeen, the U. S. District Attorney for Utah, Charles H. Hempstead, explained that the Utah Library had both law books and other volumes; the rules of the library allowed it to be open only one day a week and each individual could take out only one book at a time. He suggested, since the library was not open enough for the needs of the legal profession, that the law volumes be kept in a separate place, accessible to legal people and open daily. He cited an act which would allow $2,500 for territorial law libraries, and suggested that Utah take advantage of this.

This act provided for law libraries in Utah, Arizona, Idaho, Montana, and Wyoming. None, except Utah, had

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H. Roberts, A Comprehensive History of the Church of Jesus Christ of Latter-day Saints (6 vols.; Salt Lake City: Church of Jesus Christ of Latter-day Saints, 1930), IV, 387.

40 Letter, McKeen to Delano, April 12, 1871, Territorial Papers, roll 6, 21-22; Alexander, 43-44.

41 Letter, Hempstead to McKeen, April 22, 1871, Territorial Papers, roll 6, 33-35.
established a territorial library. Utah received the
appropriation on the grounds that the previous appropriation
had been for a miscellaneous library, not a law library. After learning of the appropriation, the Interior Department
made preparations for purchase and shipment of the books. But, because of the dispute over the management of the
library, the U. S. Attorney General suggested that the
proposed shipment of law books to Utah be delayed until
new laws could be passed at the next session of Congress.
When Interior Secretary Delano read McKean's charges,
"he directed Governor Charles Durkee to investigate.
Before he would deliver the volumes, he would have to
know whether federal officials could use the library."
Durkee failed to reply, but finally the department
shipped the books on the recommendation of William Hempstead,
who was then in Washington.

In the meantime, it was suggested that Governor
Woods appoint a new librarian. He explained, in a
letter to Delano, that that was not possible because
the legislature had passed a law in 1852 which removed

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42 U. S., Congressional Globe, 41st Cong., 2d Sess.
1870, 4879; Alexander, 41.

43 Alexander, 41-42.

44 Letter, Attorney General A. T. Akerman to Delano,
April 27, 1871, Territorial Papers, roll 6, 38-42.

45 Alexander, 43-44.
the governor's authority to appoint the librarian.\textsuperscript{46}
The governor must have changed his mind, because in 1872 the \textit{Deseret News} reported the existence of two territorial librarians: one was "the \textit{bona fide} and legally-appointed librarian," the other "the gubernatorial one."\textsuperscript{47} The article was about some missing law books which had been found in the possession of C. M. Hawley, Jr., who had been appointed by the governor as librarian. The paper reported that Mr. Hawley did not function in his office because Mr. Lyon was at his rightful place at the library.\textsuperscript{48}

John Lyon was appointed by the legislature and Hawley by the governor; this question—who should appoint the librarian?—remained alive nearly as long as the library existed. As late as 1884, Governor Eli H. Murray recommended that the "present laws . . . be repealed, in order that the proper custodian may take charge [of the library]."\textsuperscript{49}

In 1874 another attempt was made to separate the law books from the general collection. Judge Philip

\textsuperscript{46}Letter, Governor Woods to Delano, July 21, 1871, \textit{Territorial Papers}, roll 6, 68-69.

\textsuperscript{47}\textit{Deseret News}, September 18, 1872.

\textsuperscript{48}\textit{Ibid}. Kirkpatrick thinks that these "found" books were the ones missing after Judge Brocchus' departure. See above, pages 14-15. This is unlikely—it would have been twenty years since they disappeared.

\textsuperscript{49}\textit{Utah Territory, Governor, Annual Message to the Legislature} (Salt Lake City, 1884), 14.
H. Emerson, an associate justice for Utah who held his court in Provo, requested, in a letter to Secretary of the Interior Columbus Delano that the law library be moved to Provo from Salt Lake City for his court. Delano sought the advice of the U. S. attorney general, who, not unexpectedly, expressed the opinion that the library should remain at the seat of government in Salt Lake City. This attempt to move the library did not go unnoticed. The legislature responded by passing, at their next session, a law that allowed the library to be moved anywhere—"provided, it shall not be removed from Salt Lake."

In 1884 Governor Murray thought the library should be primarily a law library. He proposed a separation of the "supreme court" and the public libraries.

Four years later, there was an effort to abolish the Utah Library altogether. "A bill providing that the books in the custody of the territorial librarian shall be transferred to the University of Deseret was read

50 Letter, September 5, 1874, Territorial Papers, roll 6, 76-77.

51 Letter, Attorney General George H. Williams to Delano, November 14, 1874, Territorial Papers, roll 6, 79-87.

52 Utah Territory, Compiled Laws (1876), 110.

53 Annual Message to the Legislature (1884), 14.
and filed for third reading." The bill was not passed at that time. However, in 1890 the legislature created a board of control, consisting of the governor, secretary, and the justices of the supreme court, and gave it the mandate to sort out and "deliver to . . . the University of Deseret such books and articles . . . as they may consider more useful to the University library than to the Territorial Library." The general (non-law) collection was turned over to the University of Deseret in February 1891. At the time of the split, the law library retained 4,381 books; the university library was given about 3,500 volumes.

When the territorial library became exclusively a law library, it ceased to be a public library, that is, one that serves the population as a whole. Thus, it falls outside the scope of this study. It had been a public library in concept, content, and policy, as noted above; whether it had been in practice a public library is another matter. The following by Jules Remy regarding the library is probably true: "unfortunately, as may easily be conceived, the majority of the Saints

54 Deseret News, February 29, 1888.
55 Utah Territory, Laws . . . (Salt Lake City, 1890), 99.
56 Utah Territory, Governor, Annual Message to the Legislature (Salt Lake City, 1892), 7; Warrum, I, 690.
do not properly estimate these advantages as they ought to do, hence they are of little use to anybody, save a few studious individuals and travellers."

Whether the people failed to appreciate the library, as Remy suggests, or whether the frontier experience allowed no time for the enjoyment of a library, or whether the Utah Library failed to attract patrons because it was under-financed, open only a few hours weekly, and used as a political pawn, is open to question; its failure as a public library was probably the result of a combination of all these factors.

In any case, had the Utah Library been a successful, viable institution, there would have been no need for other libraries to be established in Salt Lake City. It is sad that the Utah territorial library, the only one with tax support, was such a failure at gaining patronage that private, non-tax-supported organizations had to fill the gaps.

Church-operated libraries

Among the earliest non-tax-supported libraries in Utah was one operated by the Seventies. The office of Seventy is a priesthood office of the LDS church. Its members are chiefly responsible for missionary work. They were interested in a library as early as 1845 when

57 Remy, I, 188.
the Mormons were still in Nauvoo, Illinois. Missionaries were instructed to collect books from all lands. The church newspaper promised that if they did, they would have "the best library in the world."\textsuperscript{58} After Utah had been settled, the Seventies built a "Hall of Science" in Salt Lake City. It was financed by the donations of the members.\textsuperscript{59}

There is no record that the Nauvoo library was brought to Utah and housed in this building. "In the precarious days during the expulsion from Nauvoo, this library must have disappeared, for there is no trace of it in early Utah."\textsuperscript{60} Yet the Seventies intended that their hall should house a library, for by 1856 they had "framed a constitution for a library."\textsuperscript{61} This attempt must have been short lived, because in August 1862 the Seventies' leadership announced that the library would be revived. They called for the return of books previously taken, and they asked for donations of books. Plans

\textsuperscript{58}Journal History, December 15, 1844, December 24, 1844; Times and Seasons (Nauvoo, Illinois), V (January 1, 1845), 762-63, VI (February 1, 1845), 797.

\textsuperscript{59}Deseret News, November 2, 1850, January 18, 1851, May 17, 1851; Jenson, 52.


\textsuperscript{61}Letter, R. L. Campbell to F. D. Richards, \textit{Millennial Star}, XVIII (May 24, 1856), 332.
were made to locate the library in the Seventies' Council Hall. 62

In January 1864 the Seventies' Library and Reading Room was incorporated by the territorial legislature. 63 The language of both the announcement and the charter makes it clear that the library was open to the public.

One would expect that "Salt Lake City, as the most populous and leading town in the Territory was most likely to lead the way in this respect [library organizing]," yet "it was not until 1864 that the Seventies' library was a success there." 64 Yet no records of the Seventies' library after 1869 can be found.

In many communities outside of the capital, public libraries were established. Like the Seventies', many began as church libraries. Libraries were founded under the direction of the Sunday schools, Mutual Improvement Associations, or Relief Societies of the Mormon church in Smithfield, Brigham City, Hyrum, Tooele, Provo, American Fork, and Perry. 65 At least one was established by a

62Deseret News, August 20, 1862.
63Utah Territory, Acts, Resolutions and Memorials . . . (Salt Lake City, 1866), 180.
64McNiff, 106-7.
65Young, Library Journal, LX, 514; The History of Smithfield ([Smithfield], 1927), 58-59; Lydia W. Forsgren (comp.), History of Box Elder County, 1851-1937 (n.d.), 199-201, 204; Women's Exponent, III (June 1, 1874), 2, VI (June 1, 1877), 2; Emma N. Huff (comp.), Memories
protestant church. The Reverend G. W. Martin, a Presbyterian minister in Mt. Pleasant, kept a library in his home which served the whole town.66

Library associations

The 1850s saw the beginning of libraries established by groups of civic-minded men who formed library associations. Among the first of these were several established outside Salt Lake City.

The Mount Nebo Literary Association was founded in 1853 at Nephi. Gifts of books, pamphlets, and mathematical instruments were solicited for the new organization.67

By 1854 Provo had "a small Library, 120 volumes, and 200 more [were expected] from the states." Mormon apostle George A. Smith told of efforts to "establish similar and other institutions in sundry other small cities."68

One such small city was Lehi. A library organization

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66 William Mulder, Homeward to Zion: The Mormon Migration from Scandinavia (Minneapolis: University of Minnesota Press, 1957), 283.

67 Deseret News, July 30, 1853.

68 George A. Smith, letter, February 28, 1854, Millennial Star, XVI (June 24, 1854), 397.
was established and the city council "appropriated seventy dollars for founding a public library . . . ." In spite of this, the library failed to materialize. 69

It is not surprising that libraries in the 1850s had a high mortality rate. No town had been established for ten years--ten difficult years when books were necessarily secondary to the mundane tasks of making a living--when the threatened invasion by Johnston's Army threw even the strongest institutions into chaos.

During the decade before the coming of the railroad, more library associations were founded. Their libraries lasted for a few months or a few years. No Utah library established before 1869 survived until statehood. Many towns saw two or three or more of these associations come (with high expectations) and go (unheralded). 70 In the 1860s the territorial legislature granted charters to fifteen library associations. Permission was thereby granted to sell shares and lend books subject to the by-laws of the organization. 71 One organized in Salt


70 A difficulty with research in this period is that a new library got full press coverage, but a failure usually went unnoticed. It is hard, therefore, to know exactly how long a library operated.

Lake City was the Deseret Reading Room, sponsored by the Deseret News. It was to have opened in 1863 in the lower room of the Council House, and was to be supported by subscriptions. With two free libraries in town at that time (the Seventies' and the Territorial), a subscription library did not have much appeal.

Outside of Salt Lake City, library associations were incorporated in the 1860s at Alpine, American Fork, Beaver, Coalville, Deseret, Fillmore, Lehi, Moroni, Nephi, Ogden, Provo, St. George, and Tooele. None of these cities was able to maintain a library for more than a few years. Some made more than one try to sustain a library. The St. George Library Association was incorporated in January 1864 by local leaders of church and community. Yet by 1873 it had become necessary to reorganize the association. The association turned the library over to the city's "young mens and young ladies' improvement associations" three years later.

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72 Deseret News, June 18, 1863.
73 Warrum, I, 386; Young, Library Journal, XVI, 514; Utah Territory, Acts, Resolutions and Memorials (1866), 179, 194, 180-83, 215.
74 Utah Territory, Act, Resolutions and Memorials (1866), 182-83.
76 Ibid., 468-69.
The people of Lehi had a similar experience. A library was first established in 1854, and in December 1865 the Lehi Library Association became incorporated. It was a stock company; the members paid $5.00 a share per year. The library occupied a small room in the meeting house. The books were available to all for a small fee, and "they were in constant use ... very few volumes remained [on the shelves]." The books in the Lehi library were turned over to the Young Men's Mutual Improvement Association, who moved it to the basement of the old city hall. They added many volumes, but later put the collection into storage where, for a number of years, it was unavailable.

The Tooele Library Association seemed to have a strong beginning. It started in February 1864 and was incorporated by the legislature in January 1865. The association assessed its members enough to provide a librarian's salary and to pay expenses. By 1867 its future looked sanguine. "Our library association is alive and prospering, and our library now contains near

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77 Utah Territory, Acts, Resolutions and Memorials (1866), 194.
78 Gardiner, 101-4.
79 Ibid., 104.
80 Mercer, 103; Utah Territory, Acts, Resolutions and Memorials (1866), 179.
four hundred volumes of choice works, to be increased
ad infinitum in years to come." 81 It remained open
until 1878, when debt put it out of business. 82

The Provo Library and Reading Room Association was
founded in 1870. It maintained a circulating library and
sponsored public lectures. 83 It was still operating two
years later, 84 but must have failed, because in the winter
of 1885-86, a free library opened in Provo. Since there
was no definite source of income, it too closed after a
few months. 85

In Ogden, several efforts were made to establish a
library. The Ogden City Library Association was incorporated
in January 1864, and was organized the following June. 86
In August 1868 the Ogden Literary and Debating Society
Library Institution was organized. The following March
its name was wisely changed to the Ogden City Library
Society, and a reading room was opened to the public. 87

81 Eli B. Kelsey, letter of March 14, 1867, Millenial
Star, XXIX (May 4, 1867), 284.

82 Mercer, 103.

83 Huff, 112.

84 Jensen, 222.

85 Ibid., 223.

86 Utah Territory, Acts, Resolutions and Memorials
(1866), 181; Deseret News, June 15, 1864.

87 Milton R. Hunter (comp. and ed.), Beneath Ben
Lomond's Peak: A History of Weber County, 1824-1900
It is not entirely clear whether the Library Society replaced the Library Association, or whether they both operated at the same time.

The confusion is compounded by the announcement in 1874 that "an Ogden City Library Association has been organized and formed the nucleus for a library . . . .".[88]

The other two associations must not have been in operation at that time, because "the Ogden Junction strongly advocates the necessity and benefit of a public library and reading room . . . [and] a good lecture-hall."[89]

The old Ogden City Library Association must have been revived to establish a new library. However, its success had not improved: in March 1876 "the Ogden Library was closed and the books put in storage . . . .".[90]

Later attempts were made to establish a library in Ogden. In the 1880s a small reading room opened, but was soon abandoned "due to lack of interest and funds."[91]

Beginning in 1892 a library was moved from room to room in the Ogden City Hall.[92]

The library situation in Ogden is typical of that in

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[88] Women's Exponent, II (April 1, 1874), 164.
[89] Ibid.
[90] Hunter, 509-10.
[92] Ibid.
other cities. The problem is recognized by a contemporary, when he writes, the "'Odgen [sic] City Library Association' [is] known only by name . . . ."93

By 1900 Ogden had taken advantage of the legislation which allowed cities to levy taxes for support of libraries. The city later used a Carnegie grant to build a fine building and become permanently established.

Summary

After more than thirty years of trying--and failing--to maintain libraries by contributions, the people of Utah learned that a steady source of income is necessary for permanent library service. Of all the libraries established in Utah before the coming of the railroad, none survived to statehood. The only one that was in operation as late as 1890 was the only one with government support--the Utah territorial library.

Chapter three compares the success of those libraries instituted in Salt Lake City after 1869 with those discussed in chapter two.

93Franklin D. Richards, letter, The Contributor, III (January 1882), 117.
The frontier era ended in Salt Lake City soon after the arrival of the railroad in 1869. A growth in population, stimulated by the ease with which European converts to Mormonism and others could travel to the city from eastern ports; an improved economy, a result of the mining industry made possible by the railroad; and a large, important, permanent non-Mormon ("Gentile") population, all distinguish post-railroad Salt Lake City from the capital before 1869 and from the rest of the territory until statehood.

Salt Lake City's libraries between 1869 and 1896 were not much different from those in frontier Utah. Both the Mormons and the Gentiles continued to establish libraries under the direction of existing church, fraternal, social, and educational groups, or they established library associations. Most of these libraries, like earlier ones, also failed within a short time. The libraries in the post-railroad era differed from those in the frontier era only by an increase in the number of efforts made, and by the ability of some groups to learn from and build upon the failures of others, and the cooperation that developed between groups. There may be
something to the Turnerian belief that the frontier breeds individualism. The Mormons, of course, cooperated with each other, but their cooperation was of an independent type. They wanted to be self-sufficient, which meant, in terms of libraries, that each ward would have a library. The fact that the church newspaper, the Deseret News, wanted to open a library at a time when the Seventies of the church, as well as the territory, operated libraries in Salt Lake City indicates a lack of cooperation—or at least a lack of correlation. This independence carried over into the post-railroad period.

Then the Gentiles came, and finding themselves outsiders, worked together more efficiently and got things done. With the Mormon tradition of education and enlightenment, it is ironic that Utah's first permanent public library would be established by Salt Lake City's non-Mormons. Not that their varied religious beliefs made the difference; they did not. But the Gentiles succeeded while the Mormons failed. This chapter tells why.

Mormon efforts

Library associations continued to be organized in Salt Lake City after the coming of the railroad. A literary organization, the Scandinavian Association, assembled a "right good library" in Salt Lake City in 1869 to serve Mormon converts from Scandinavia. It
lasted nearly five years.\textsuperscript{1}

In 1871 a group of prominent Mormons in Salt Lake City established the Library and Lecture Association and Reading Room. They opened a room in Morgan's Commercial College, where they had books on the history of the Latter-day Saints, church publications, and general literature and daily papers. "The payment of $5 will secure the privilege of the use of the Library, and a free ticket to the Reading Rooms for twelve months."\textsuperscript{2} The report of its organization is the first and last to be heard of the Library and Lecture Association and Reading Room.

The Seventies' library had long since been forgotten, but LDS wards and stakes continued to sponsor libraries. In Salt Lake City, "The First Ward Free Library' [had] a handsome assortment of valuable works ... maps and charts" in 1872.\textsuperscript{3} Other wards in the city also had libraries.\textsuperscript{4} A stake library opened in downtown Salt Lake City in November 1887. Three-month membership certificates, costing fifty cents, made five hundred

\textsuperscript{1}Mulder, 225.
\textsuperscript{2}Deseret News, March 8, 1871
\textsuperscript{3}Women's Exponent, I (December 15, 1872), 108.
\textsuperscript{4}Ibid., V (February 15, 1877), 140.
volumes available to their holders. The Salt Lake Stake Library operated at least into the following year when it was "doing great good among the people." It existed in some form until 1897, when the books became part of the Salt Lake Public Library.

The library of the University of Deseret is not really a public library and technically should not come under the sub-heading "Mormon efforts." Yet it is typical that the university should open its library to the public; at least two other public libraries—-not counting ward libraries—were operating in the city when it opened. The university library had between two and three thousand volumes. Most belonged to the principal, John R. Park. In October 1874 they were made available to all, from a library room in the council house. In 1876, when the university moved to the Union Academy building, the library was still open to the public.

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5 Ibid., XVI (December 1, 1887), 100; Millennial Star, XIIIX (December 26, 1887), 819.
6 Women's Exponent, XVI (April 1, 1888), 164.
7 John M. Whitaker, papers, Western Americana Collection, University of Utah Library.
8 Ralph V. Chamberlin, The University of Utah: A History of its First Hundred Years, 1850 to 1950, ed. Harold W. Bentley (Salt Lake City: University of Utah Press, 1960), 110-11; Deseret News, October 21, 1874; Salt Lake Daily Tribune, October 21, 1874.
9 Salt Lake Daily Herald, November 22, 1878.
Gentile efforts

Although the Mormons were active in establishing libraries, the city's non-Mormon population must not have received much benefit from Mormon efforts. Non-Mormon newspapers advocated the establishment of libraries at the time Mormon libraries were in operation. In the fall of 1872, it was proposed that a circulation library be opened in Salt Lake City especially for the benefit of the miners in town. Although lectures, schools, and other cultural activities were generally unsuccessful among this group, it was felt that a library would be liberally patronized by the miners and the transient population. 10

Most of the libraries established—like the one proposed in 1872—were instituted for the use of Gentiles by Salt Lake City's prominent non-Mormons. They too formed associations; these associations, like those of the Mormons, also had a high rate of failure. But when new associations were formed, they built upon the remains of the defunct.

What was to develop into Utah's first permanent public library began when a group of women established the Ladies' Library Association. This group comprised wives of prominent non-Mormons—including Governor

10 Utah Mining Journal, November 22, 1872.
George A. Woods' wife and the wife of Chief Justice C. M. Hawley.  

The ladies opened their library in December 1872 in a cozy, carpeted room over the First National Bank. It had about four hundred well-selected volumes to start with, including some standard histories, the latest popular works, works of Dickens, Shakespeare, and other celebrated authors, and those of a number of poets. The association asked for donations: "all who so make themselves doubly welcome by taking one or more interesting books with them." Nearly one hundred books were thus added the first day.  

The Ladies Library Association was supported by the proceeds of a lecture series as well as by donations of books, money, and physical quarters. On at least one occasion, the members made "personal solicitations to capitalists and businessmen, asking either a donation or a monthly subscription." It also received wide support from the press. Notices of the work of the association appeared in most Salt Lake City newspapers.

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11 Goodwin, 9, 17-18.  
12 Utah Mining Journal, December 16, 17, 1872.  
13 Deseret News, March 19, 1873. This drive resulted in subscribers and in the donation of books and money. The library also received a discount on books and on rent for its quarters. It also raised money by charging an admission fee of twenty-five cents. Salt Lake Tribune, May 27, 1873; Utah Mining Journal, January 10, 1873.
from 1872 to 1876, including the Mormon Deseret News. An article in the Mormon Women's Exponent encouraged the use of the library.14

Nevertheless, in October 1875 the ladies were forced to ask that Salt Lake City take over the operation of the library. Despite the support of Episcopal Bishop Daniel S. Tuttle in this request,15 the city did not then take over the library. The following year the association called all books in from circulation, put them in storage, and closed the doors.16 Utah cities, by the 1870s, were not yet willing to be responsible for maintaining public libraries.

Another active library group was the Masonic Grand Lodge in Salt Lake City, which established a library for its members in 1872.17 This was not a public library, but supplied only the brotherhood with Masonic literature, with books on the Mormons and Utah, and with treatises

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14See for example Salt Lake Tribune, December 3, 1872, March 14, 1873, May 27, 1873, August 9, 1873, September 5, 1873; Utah Mining Journal, December 3, 1872, December 16, 1872, December 17, 1872, January 10, 1873; Deseret News, March 19, 1873; and Women's Exponent, IV (August 1, 1875), 36.

15Goodwin, 21; Salt Lake Tribune, November 7, 1875.

16Salt Lake Tribune, May 3, 1876; The Free Public Library of Salt Lake City (pamphlet issued by the Salt Lake Public Library, 1955).

17The information about the Masonic library is taken from Goodwin, 23-44.
on mining and chemistry. At first, the Masonic library was maintained by voluntary contributions and was housed in the Masonic Hall. The grand secretary of the lodge served as librarian.

The people who were leaders in Salt Lake City Masonry and those active in the Ladies Library Association came from the same group. They were prominent non-Mormons: men or wives of men active in Utah's non-Mormon political, business, and social life. A close connection existed between the two groups. It is not surprising, therefore, that when the Ladies Library Association was looking for some other group to take up their work in 1875, the Masons began to think of opening a general library. In 1877, two years later, and one year after the Ladies Library Association library had closed, the Masonic Public Library was opened. Its success is largely due to its good start. Already in possession of the Masonic collection, the library also received the books that had been in the Ladies Library Association library. A committee solicited $2,500 from the citizens of the city, part of which was used to buy another 804 books.

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18 Edward W. Tullidge, History of Salt Lake City (Salt Lake City: Star Printing Company, 1886), appendix, 18-19.

19 No newspaper noted its opening. It opened on September 1, 1877, the day following Brigham Young's death, and the papers were full of that news.
In addition, they received seventy-two books by donation.20

Although the Masons were far from unanimous in their support of the public library—about one-tenth actively supported it and the debate regarding it continued throughout its existence—they did provide sponsorship, quarters, and a librarian.21

Another group which helped support the project was the Ladies Literary Club, founded in 1877. The members of this group came from the same element as the Ladies Library Association and the Masons. The Ladies Literary Club held a fund-raising campaign in 1880, in which $130 was collected for the benefit of the Masonic library. Beginning in 1886 the club donated $30 annually to help support it.22 In 1885 the general collection was separated from the Masonic collection, and the public department was incorporated by the territory. The Grand Lodge held all of the stock.23 By 1889 dissatisfaction over the library was so great that efforts were made to divide the library among the different lodges. Instead, it was agreed that the public library

20 Goodwin, 30.
21 Ibid., 37-40.
22 Katherine Barrette Parsons, History of Fifty Years Ladies Literary Club (Salt Lake City: Arrow Press, Inc., 1927), 82.
should be turned over to a general library association. The Masonic Public Library became the Pioneer Library in April 1891.24

The Masonic library, though more successful than any other library association up to that time, was also plagued by the necessity of soliciting donations for its maintenance. The general body of Masons was unwilling to use lodge funds to support a library for outsiders. When its assets were transferred to the Pioneer Library, the Masonic Public Library had but $22 cash in its accounts. The money and the books were given in exchange for stock in the Pioneer Library.25

The Pioneer Library Association was incorporated in 1891 by the same men who had led the movement to maintain the Masonic Public Library.26 Pressure within the local brotherhood—from Masons who thought they should get out of the library business—forced them to make this move. But the Masons retained control. Of 568 shares of outstanding Pioneer Library stock, the Grand Lodge held 500. In January 1892 the Masons relinquished some of their control of the Pioneer Library. Four new directors were elected, three of whom were

\[24^{\text{Ibid.}}, 39, 42.\]
\[25^{\text{Ibid.}}, 59.\]
\[26^{\text{Ibid.}}, 42-44, 46.\]
non-Masons who replaced Masons on the board. 27

The Pioneer Library had the books and the experience of both the Ladies Library Association and the Masonic Public Library upon which to build. But it was merely a joint stock company like those incorporated in the 1860s. With no firm provisions for continued maintenance, it had to rely on donations.

In 1892 the Ladies Literary Club held a fall carnival --the "Kirmess"--to help the Masonic library. This event was well advertised and promoted; the Salt Lake Tribune allowed the ladies to edit and publish a special "Kirmess" edition. Nearly $3,100 was raised and about 2,000 new books were purchased. 28 The Ladies Literary Club again helped in 1895 when they sponsored a lecture which earned $120 for the library. 29

But times were changing. In 1893 the Salt Lake City Council agreed to appropriate $1,000 annually to help support the Pioneer Library. The Pioneer Library received monthly payments during 1893-94 and for the first three months of 1895, when the payments stopped. 30 From April 1895 until December 1896, when it was turned

27 Ibid., 46, 48-49.
28 Parsons, 82-83; Salt Lake Tribune, June 8, 1893, June 11, 1893, June 12, 1893, June 19, 1893.
29 Parsons, 83.
30 Goodwin, 49.
over to the Salt Lake Public Library; the Pioneer Library
was maintained by "library receipts" (donations, fines,
and gifts).³¹

Built upon the work of the previous Masonic and
Ladies Library Association libraries, the Pioneer Library
was Salt Lake City's only public library for six years.
But it still had to solicit funds to remain in operation.
It often resorted to limiting hours and cutting salaries
to reduce expenses,³² since no legal provisions existed
at that time to allow local governments to maintain
public libraries. This was soon changed; at the first
session of the state legislature in January 1896, a bill
authorizing cities to levy taxes for the support of
public libraries was introduced. This bill had the
approval of the Pioneer Library Association, and the
Ladies Literary Club lobbied for its passage.³³ The
bill was passed in March 1896. It gave first and second
class cities the authority to establish public libraries
and levy a tax of one-third of a mill for their support.
This act became law on January 1, 1898.³⁴

³¹Ibid., 51.
³²Ibid., 50-51.
³³Warrum, I, 575; Parsons, 84.
³⁴Utah, Laws . . . (Salt Lake City, 1896), 144-47.
Salt Lake City was Utah's only first-class city. Logan,
Ogden, and Provo were second-class cities. Provisions
were not yet made for the rest of the state.
In the meantime, the people of Salt Lake City began preparing to open a tax-supported public library. A petition with one thousand signatures was required before the city could act. Signatures were obtained\(^35\) and in June 1897 the city council passed a law levying a tax "to defray the expenses of establishing and maintaining a public library and reading room 1/3 mill on the dollar."\(^36\)

When the city council met to choose a library board, they were disrupted by a dispute over the number of Mormons on the board. The Mormons claimed discrimination. After the discussion, it was agreed that one change—a Mormon for a non-Mormon—would be made. This gave the Mormons three of the nine seats. It was then decided that the matter should stand.\(^37\)

This done, arrangements were made to get the Pioneer Library for the city. Christopher Diehl, a former grand secretary of the Utah Masons and one of the founders of the Masonic library, was elected to the city council in 1897. "He introduced and secured the passage of an ordinance providing for the transfer of the Pioneer Library to the city."\(^38\) In November the library board met for the

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\(^{35}\)Parsons, 83.

\(^{36}\)A copy of the act is found with Salt Lake Public Library, Minutes of the Board, November 1897-June 1906, Salt Lake public library, Special Collections.

\(^{37}\)Salt Lake Tribune, November 17, 1897.

\(^{38}\)Warrum, I, 575.
second time. A committee was appointed to confer with the officers of the Grand Lodge and the trustees of the Pioneer Library Association to discuss the transfer of the Pioneer Library to the public library.\textsuperscript{39} The conference was held a fortnight later, but no decision was made because W. F. James, representing the Grand Lodge, had no authority to act. They agreed to meet again a week later.\textsuperscript{40}

When the matter was put before the Grand Lodge, it caused some division. The Grand Lodge owned five hundred shares—eighty-five percent—of the Pioneer Library stock. Some Masons wanted to donate all the shares to the city. Others wanted to see the association disincorporated and the assets returned to the lodges. Still others wanted to sell the five hundred shares to the city for $1,000. Nothing was done and the matter was sent to a committee,\textsuperscript{41} where it was decided that the city could have the library if it would also assume the debts. The Pioneer Library Association owed $2,000 back rent for the library rooms. It also owed its librarian $400 back pay. The city wanted to pay $500, but was willing to give as much as $750 for the library. The second conference between the library board and association representatives also ended without

\textsuperscript{39}Minutes of the Board, November 29, 1897.
\textsuperscript{40}Salt Lake Tribune, December 12, 1897.
\textsuperscript{41}Goodwin, 52-53.
agreement. 42

Within a few days a compromise was reached. The owners of the rented rooms agreed to cancel one-half of the back rent. The city agreed to pay that sum plus the librarian's salary. The Grand Lodge then turned over their five hundred shares of Pioneer Library stock. An additional ninety-two shares, not owned by the Masons, was also given to the city. 43 For $1,400 the city received a library worth $24,000. 44 This included around 10,000 books and a small amount of cash. 45

The board had planned to ask the city council for a plot of land upon which to construct a building. Until they could do that, they petitioned the city for a room in the city hall. Accordingly, arrangements were made, a room prepared, and the library opened in February 1898. 46

42 Salt Lake Tribune, December 19, 1897.
43 Minutes of the Board, December 21, 1897; Goodwin, 54-55.
44 Salt Lake Tribune, December 21, 1897.
45 Minutes of the Board, December 21, 1897; the number of books is given as 9,667 in "History of the Free Public Library of Salt Lake City," typescript, Special Collections, Salt Lake public library, and as 9,831 in "Mayor's Annual Message" (pamphlet), January 31, 1899, as quoted in Goodwin, 58.
46 Salt Lake Tribune, December 21, 1897; Minutes of the Board, January 18, 1898, February 10, 1898.
Summary

Until 1896 there was no official support for public libraries in Utah. During the frontier period, libraries were organized by associations. All failed. After the frontier ended in Salt Lake City, associations still tried to support public libraries; only those willing to cooperate with other groups had any success, and they usually failed. The Pioneer Library was deeply in debt when rescued by the city. Without some sort of official help, it would not have survived.
CHAPTER IV
PUBLIC SUPPORT FOR LIBRARIES

The library act of 1896 provided the legal basis for tax-supported libraries in first and second-class cities. Third-class cities and towns received the machinery to establish libraries by subsequent legislation. Private support did not abruptly cease at that point. Clubs, church groups, and library associations continued to establish and maintain public libraries in their cities. Many of these groups then began to work with public agencies. During the period from 1900 to 1930, many new public libraries were firmly and permanently established. Private efforts continued.

The work of non-government groups never ceases. What they do is often the groundwork for later government actions. Such was often the case with Utah's public libraries in the early part of the twentieth century. For example, beginning in 1903, a book club in Provo established a library. By 1906 the city had appointed a board of trustees and provided the group with space in the courthouse. The books, however, were furnished by donation, and not from tax funds.¹

A group in Tooele also established a public library;

¹Jensen, 223-24; Huff, 112.
the Tooele Lyceum Company purchased the Old Opera House in 1904. Part of its purpose was to house the company's public library. Private groups were active elsewhere in the state. By 1914 libraries without tax support operated in at least seven Utah towns, including Moroni, Mt. Pleasant, Orangeville, Panguitch, Huntington, Grantsville, and Vernal. By 1916 fifteen towns had libraries without tax support and by 1918 there were sixteen. Most of these independent libraries became public-operated institutions; in 1918 tax-supported libraries out-numbered those without public financing by more than two to one.

Another example of how public libraries grow from private efforts is the case of Lehi, where the KIA operated the public library until, in 1910, the city levied a tax for its support. The Brigham City library began in the same

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2Mercer, 103.


5Twelfth Report, 1918, 95.

way. In 1913 the "MIA Library and Reading Room" was given to the city.7

Kanab is probably the best example of a total community effort. The Ladies Literary League took the lead, but the whole community provided support. The Kanab library received money and books from dances, book showers, operettas, and plays. It also borrowed money from the local bank and received some money from the city in 1917. The city assumed total responsibility in 1918.8 Tremonton and American Fork are among other cities where private groups turned their libraries over to city governments in the 1910s. In Tremonton the Economic Club (a women's club) also helped raise $3,000 to construct a building for the library.9

A local ladies group operated a public library in Spanish Fork for four years, until the city voted a tax in 1925.10 The local American Legion post in Fillmore sponsored the first library in that city.11 People in

7Forsgren, 202
9Forsgren, 203-4; Shelley, 84.
11LaPreal B. Swallow, "History of Fillmore City Library, January 24, 1925 to April 1, 1969," 1-4, typescript, kept by ULA Historian Edith Rich.
Monroe, Delta, and Park City had established libraries without tax support in the 1920s and 1930s. Libraries operated in the towns of Sandy, Magna, and Bingham Canyon without tax support until 1939, when the new Salt Lake County Library absorbed them.

Groups of individuals met to establish libraries where a need was felt. As tax-supported libraries began to fill the vacuum, these groups became fewer. Yet in recent times—long after legal provisions for library support had been made—groups continued to organize public libraries. Such was the case in Gunnison in 1943. In the little community of Alton, forty miles east of Cedar City, a library was established in 1950 as a 4-H project.

The beginnings of government support

The efforts of independent groups and individuals

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15 Alton J. Keaton, "A Library for Alton, Utah," ULA Newsletter, XV (September 1953).
began to decrease as cities and towns assumed responsibility for libraries. The first provision for public support was the act of 1896, as stated above. Later legislation expanded this act. Laws passed in 1907 increased the legal tax limit for first and second-class cities, and granted towns and third-class cities authority to operate public libraries. 16 Subsequent legislation alternately raised and lowered the tax limit, and defined and clarified the role of the city council with regard to public libraries. 17

But one of the most important things done to encourage the growth of the library movement was the establishment of a state agency.

In March 1907 the state legislature established a Library-Gymnasium Commission. This act gave cities the authority to raise taxes for the construction of either a library or a library-gymnasium combination. 18 More importantly, the act created the post of secretary, whose job it was to travel the state and encourage cities to develop libraries and give assistance. The commission's first secretary was Howard R. Briggs, an energetic propagandist for the movement. He envisioned

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16 Utah, Laws . . . (Salt Lake City, 1907), 20, 111-12.

17 See for example Utah, Laws . . . (Salt Lake City, 1909), 13-14; Utah, Laws . . . (Salt Lake City, 1911), 93-94, 103-4; Utah, Laws . . . (Salt Lake City, 1915), 157-69, 188, 193-94; Utah, Laws . . . (Salt Lake City, 1919), 248-49.

18 Utah, Laws (1907), 80-81, 111-12.
the library-gymnasium as the center of community culture, recreation, and education. Driggs felt that it would complement the temperance movement; it would serve as an alternative for saloons, and would create "a home for street boys." No gymnasiums were built in connection with libraries, but as a result of the Library-Gymnasium Act, together with professional help on a state level and the work of local groups, many towns, including Eureka, Garland, St. George, Cedar City, Tooele, and Vernal, "voted to tax themselves for library purposes." By 1909 libraries were also being planned in Sandy, Murray, Kanti, Coalville, Huntsville, and Forest Dale. During the four years after the creation of the Library-Gymnasium Commission, the number of libraries in the state increased from three to fifteen.

In 1911, however, Governor Spry recommended that the work of the Library-Gymnasium Commission be absorbed by the state school board. Accordingly, the Library-Gymnasium Act was repealed, and the state board of education

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20 Thomson, Utah Libraries, III, 10.
21 Driggs, Improvement Era, XII, 510-16.
23 Ibid.
was given the responsibility to promote the establishment of libraries and gymnasiums in Utah. The school board was given authority to hire a secretary and other "expert help." Driggs remained as secretary and Mrs. K. M. Jacobsen served as library organizer until 1914, when she was succeeded by Mary E. Downey. Their job was to encourage and help community libraries. For example, the people of Richmond asked Howard Driggs to come in 1912 to explain the library legislation. An election was then held and a public library approved. A building was constructed and the library opened in the fall of 1914. Before it opened, however, the Richmond library was again visited. State library organizer Mary E. Downey spent two days there in the spring of 1914, to help prepare for the opening.

The state library organizer encouraged all but the smallest towns to organize libraries. By 1914

24 Utah, Laws (1911), 94; Utah, Revised Statutes ... (Salt Lake City, 1933), 777.
26 Tenth Report, 1914, 41; Eleventh Report, 1916, 144.
27 [Maggie Merrill], "Brief History of the Richmond Library," on file in the Richmond Free Public Library.
28 Letter, Howard E. Driggs, April 9, 1914, to Dr. John A. Widtsoe. Widtsoe papers, Special Collections, Utah State University Library.
eighteen towns had tax-supported libraries; in 1916 twenty-five; in 1918 thirty-six; and by 1920 ten more had been added.\textsuperscript{30} By the 1920s public support for public libraries was generally accepted. Most people recognized that "maintaining a free library through association proved to be unsuccessful," and they gave that responsibility to the cities.\textsuperscript{31} However, private efforts in behalf of libraries did not altogether cease. Instead of organizing new libraries, groups sought to aid and guide existing tax-supported libraries. Much of this type of work was carried out on a local level. For example, the Ladies Literary Club in Salt Lake City proposed that the city commission increase the tax levy from one-third of a mill to one-half in 1924. The tax was raised to four-tenths of a mill, and the club takes the credit for this increase.\textsuperscript{32}

Other groups supported the library movement on a general, rather than strictly a local basis. The Utah Federation of Women's Clubs promoted interest "through their few traveling libraries scattered over


\textsuperscript{31}Warrum, I, 386.

\textsuperscript{32}Parsons, 84.
The Utah Library Association was founded during those years. In 1912 Esther Nelson of the University of Utah Library, Joanna Sprague and Julia T. Lynch of the Salt Lake Public Library, and Howard Driggs planned a meeting and invited librarians from around the state. Forty-six responded and formed the Utah Library Association. The purpose of the organization was "to promote the library interests of the State of Utah." More specifically, it sought to have libraries established according to American Library Association standards. The role of the ULA in the years before 1930 is not of major importance. Its influence was mostly on the moral-support level. The ULA held meetings and sought to help train librarians. After 1930 it began to help bring Utah’s libraries up to ALA standards. The role of the ULA, and of other groups, in the modernizing process will be treated in a later chapter. In its early years, the effect of the ULA on the public library movement was small.

Summary

Throughout the first three decades of the twentieth century, private groups and individuals still attempted to establish and operate public libraries. Yet gradually

33 Eleventh Report, 1916, 146.

they came to realize that enthusiasm and idealism alone were not enough. A steady and substantial source of funds was necessary for success. Most private groups were unable to provide this. As a result, library work became accepted as a legitimate function of local government in Utah. Many of Utah's present public libraries were established during the period when government support first became important.
At the time library legislation encouraged the establishment of public libraries, another movement was under way which also had important effects. Library philanthropy, giving large sums of money for library purposes, usually by an individual, played a major role in the library movement of the early twentieth century.

As practiced in Utah, library philanthropy was closely related to public efforts. Though philanthropy is a form of private support, it should not be compared with library associations, working on the local level and endowed chiefly with enthusiasm.

The significance of library philanthropy is demonstrated by this comparison: In the seven years following the Library-Gymnasium Act, the state appropriated little more than $4,000 for public libraries. During the same period $125,000 was given by individuals.\(^1\) As these figures indicate, library philanthropy played a major role in the creation of many of Utah's libraries.

A desperate need for library buildings existed in the United States at the beginning of the century. Few public libraries had their own buildings; most

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\(^{1}\)Tenth Report, 1914, 42. These figures fail to consider money spent by cities and towns.
were located in basements of city or county halls, in old houses converted for library use, in businesses and other unusual places. Such was the case in Utah--schools, private businesses and homes, churches, old buildings, and extra rooms in public buildings served as library quarters. In 1900 not one of Utah's few public libraries had its own home. By 1920 virtually all twenty-five buildings constructed for libraries were the result of gifts--library philanthropy.

When the Salt Lake Public Library opened in 1898, it occupied rooms in the city hall, but the library board asked the city for a plot of ground upon which to erect a building. The request was denied. Instead, in 1900, the library received a gift from John Q. Packard. Packard came to Salt Lake City in 1875, after a career as a "forty-niner" and as a carpetbagger in Louisiana. He developed important silver mines in Utah and had become wealthy. In October of 1900 Packard "deeded

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3The single exception is the Sprague branch of the Salt Lake Public Library, built in 1914 in Sugar House.

4Salt Lake Tribune, December 21, 1897; Minutes of the Board, January 18, 1897.

a lot one hundred feet by ten rods, south of the Alta club, to Salt Lake City for a library building spot; he also promised to build thereon a building to cost about $75,000, providing the city would maintain it for a library. The city accepted the great gift." The building was completed and opened five years later. The cost, for building and stacks, was $85,000. The value of the lot was $30,000.

Of more significance to Utah's libraries were the philanthropic efforts of Andrew Carnegie. Andrew Carnegie was a Scottish-born industrialist who made his fortune in the steel mills of the East. He was the prophet of the "Gospel of Wealth." He believed that the wealthy should use their money for the improvement of others. Of his personal fortune, estimated at approximately $400 million, he personally gave away over $311.5 million. After his Carnegie Corporation was founded in 1911, it

6 The Improvement Era, IV (November 1900), 78-79.

7 "History of the Free Public Library of Salt Lake City."

8 The standard biography has been Burton J. Hendrick, The Life of Andrew Carnegie (Garden City, N. Y.: Doubleday, Doran and Co., Inc., 1932). This has been superseded by Joseph F. Wall, Andrew Carnegie (New York: Oxford University Press, 1970), based on Carnegie papers held by U. S. Steel Corp.

gave another $21.7 million for various philanthropies. 10

Beginning in 1886, Carnegie gave money for the construction of library buildings throughout the English-speaking world. 11 He donated over $43 million for this purpose; $41 million of it was spent in the United States. 12 There were about 1,680 Carnegie libraries built in the United States before the end of World War I. 13 An evaluation of the Carnegie library program, begun in 1916, recommended that libraries could be better served in other ways. 14 Consequently, the program of building public libraries was not resumed at the close of the war. The year 1917 virtually marks the end of Carnegie giving for library buildings. 15

It was fairly easy for a community to get a Carnegie library. The mayor, city council or some other official governing body had to make the request. No requests were accepted from churches, clubs, or other unofficial

10Robert M. Lester, Forty Years of Carnegie Giving (New York City: Charles Scribner’s Sons, 1941), 7.

11Bobinski, AIA Bulletin, LXII, 1361.

12Lester, 6, 93.

13Bobinski says that there were 1,679 (AIA Bulletin, LXII, 1361), but Lester says 1,681 (93).


15Bobinski, Carnegie Libraries, 159-60.
organizations. The site for the building was chosen and purchased by the city, and the community had to agree to support the library at ten percent of the amount of the Carnegie grant per year. The amount of money Carnegie donated for the building was based on the town's population: usually about two dollars per capita.

People requesting the libraries either praised their town's virtues or deplored its vices. Either was held to be justification for a library. In fact, many communities applied for a library building without realizing the problems of operating one. Some were anxious to get something for nothing. Others wished not to be outdone by neighboring communities. Carnegie tried to eliminate this rivalry. He ordinarily refused grants to towns of under 1,000 population, and urged them to join together to build their libraries. Local pride, however, prohibited cooperation in most cases.

The construction of Carnegie libraries in Utah

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16 Ibid., 37-38, 203.
17 Ibid., 40-43.
18 Ibid., 5.
19 Ibid., 101.
20 Ibid.
21 Ibid., 45.
followed the pattern of the rest of the country. Carnegie spent $255,470 to build twenty-three libraries in Utah over a seventeen-year period. 22 Most of them were small. 23

When one community received a Carnegie library, others in the area would request one, not to be outdone. 24 This may also have been true in Utah, but the pattern is not clear. A map of the state, showing the locations and dates of grants received, indicates that they followed the Wasatch Front. 25 This is not startling, because that is where most of Utah's population is located. Only in southern Utah are the dates indicative of a pattern: Cedar City, 1912, St. George, Beaver, and Parowan, all 1913, and Panguitch, 1915. The rest of the state does not show a clear pattern, but Carnegie buildings must have contributed to the general interest in libraries. Even towns that never requested Carnegie buildings were probably stimulated in their efforts.

Only one Utah community failed to receive a grant after it had applied. Bountiful's request was withdrawn,

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23 Sixteen cost $10,000 or less, five cost between $10,000 and $20,000 and two cost $25,000 each.

24 Bobinski, Carnegie Libraries, 35.

25 See figure one, page 63.
Figure 1. Locations of Utah Carnegie libraries, and dates of grants.
no reason given.²⁶ At least fifteen communities, which received no Carnegie money, also supported libraries before 1920.²⁷ Seven of these planned to apply in 1918. Their requests probably would have been granted if Carnegie's gifts had not stopped by then.²⁸

Utah received its share of Carnegie money—perhaps more. It was twenty-seventh of the forty-eight states in the amount of money received, and sixth among the eleven western states.²⁹ And it was twenty-second in the country and fifth in the West in the number of buildings constructed.³⁰ But Utah ranked a high ninth in the nation, behind three western states, in the amount of money received per capita.³¹

The efforts made by Carnegie helped create a large number of small, independent libraries in Utah. These efforts came at a time when many libraries were being

²⁷Ibid., 194-95.
²⁸Ibid., 194-95.
²⁹They were American Fork, Logan, Mcab, Nephi, Park City, Payson, Pleasant Grove, and Vernal (Twelfth Report, 1918, 96). American Fork received a grant in 1919. The rest apparently made no formal requests to Carnegie.
³⁰Bobinski, Carnegie Libraries, 16-17.
³¹Ibid., 19.
³¹Ibid., 18. Utah averaged $50.10 per 100 population. Wyoming was first in the nation, Colorado third, and Washington fourth.
organized. The Carnegie movement helped to keep these new libraries going. There were forty-three public libraries in Utah by 1920. Of the twenty-three which received Carnegie grants, twenty are still operating. Of the twenty which did not receive Carnegie grants, only eleven are in existence today. The mortality rate for Carnegie libraries was thirteen percent. For non-Carnegie libraries it was forty-five percent.

The Carnegie movement was not alone in the perpetuation of Utah's libraries. Some communities would have gone ahead without Carnegie money and established and maintained libraries and constructed buildings—indeed, some communities did just that. But these were larger towns better able to support libraries. Carnegie constructed buildings in towns which, experience has now shown, had a tax base too small to support a library. They were built at a time when there was much civic pride and community interest. Without Carnegie, these small libraries would have died out; the presence of Carnegie buildings

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32 The Twelfth Report, 1918, 95, lists thirty-six public tax-supported libraries and says there were sixteen other cities that had libraries but no tax support. The present author has been able to identify four of these non-tax-supported libraries. Three more were founded in 1919.

33 This information was abstracted from various sources such as state school reports, local histories, journal articles and others. See bibliography. Current figures are from the American Library Directory, comp. Eleanor F. Steiner-Prag (26th ed.; New York: R. R. Bowker Company, 1968), 839-43.
kept them going.

In Garland, for example, officials complained that their Carnegie library building required large expenditures. They felt that their old quarters had served them better.\(^{34}\) This town now has a population of less than 1,200; the library has less than 5,000 volumes; and it spends less than $500 a year on new books—figures well below standards.\(^{35}\)

This emphasizes one of the criticisms leveled at the Carnegie movement: money was given for buildings, but not for books. If a building cost $10,000 (ten of Utah's buildings cost just that), the city would be required to spend $1,000 for its support each year. But a building of that size would require expenditures of $100-$200 annually for repairs, alterations, and insurance; $100 for replacing and binding books; $100 for a janitor's salary; $200 for heat and lights; and $400 for a librarian. The total operation cost, $900-$1,000, would leave little or nothing for the purchase of new books.\(^{36}\) Most Carnegie buildings opened with a lot of public interest, but, because new books were

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\(^{34}\) Bobinski, Carnegie Libraries, 165.

\(^{35}\) American Library Directory, 840.

not rapidly added, interest soon lagged.37

There were other critics. Some thought that Carnegie was building bookless monuments to his own name. Mr. Dooley said: "A Carnegie library is a large, brown-stone, impenetrable buildin' with th' name if th' maker blown on th' dure. Libry fr'm th' Greek wurruds, libus, a book, an' ary, seldom--seldom a book. A Carnegie library is archytechooor, not lighthooor."38

The labor movement also criticized him. They thought his money was "tainted," particularly because of the events at Homestead, July 1892.39 But more important, he was criticized because he failed to provide books and professionally-trained librarians. "The making of a library is the librarian . . . . An ardent, energetic librarian could make a good library in spite of handicaps."40

Even in larger cities, library gifts sometimes

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37 Ibid., 153.
40 Alvin Johnson to Bobinski, cited in Bobinski, Carnegie Libraries, 159.
retarded later development. In Salt Lake City the Packard Building was built on the condition that it would be used only for library purposes. By 1940 the library had outgrown the Packard Building, but the city was reluctant to construct a new building, partly because of this provision. The library remained in this inadequate space until 1960, when it was recommended that the old building be sold. The city attorney ruled that that was not legal. Instead, when the new library was built in 1964, the Packard Building became the Hansen Planetarium and Space Science Library—under the nominal control of the library board.41

While library philanthropy has been criticized, it has had some good effects. One of its most important functions was that it encouraged communities to tax themselves to support their libraries.42 In many cases, it was indirectly responsible for changes in the tax structure which would allow for a library tax. This was true in Utah where "the law was changed to give power to cities to levy a higher tax for libraries when Provo City, Utah, was refused a Carnegie gift because


of low maintenance potentiality."43

Although difficult to measure, the libraries started and encouraged by philanthropists must have had some effect on many people. Twenty years of library giving helped to sell libraries to the country.44

It is now believed that libraries in small towns cannot be effective without pooling with others in county or regional systems. However, by the 1920s county, regional, and extension libraries were only just beginning. Gifts to autonomous municipal libraries were not only logical but necessary.45

Free public libraries would have grown and gained acceptance without Carnegie, but it would have taken a much longer time.46 This is probably also true in Utah; libraries would have been established without outside benefactors. This does not mean that library philanthropy was not appreciated or needed. In some places, it was very much needed. In other towns, however, libraries were established where it was (and is now)

43 Bobinski, Carnegie Libraries, 44. This must have been the 1907 act which gave second-class cities the authority to raise their library tax to one mill. Utah, The Compiled Laws . . . 1907 (Salt Lake City, 1908), 377; Huff, 112.

44 Bobinski, Carnegie Libraries, 190-91.


46 Ibid., 184-85.
impractical to support them. The worst thing about library philanthropy is that it helped set up a series of small, autonomous libraries in towns where it has become difficult to consolidate.

Summary

The period from 1900 to 1930 was an era of expansion in the number of public libraries in Utah. Library legislation, which provided legal authority and taxation for libraries, and library philanthropy, which provided physical quarters, are responsible for this proliferation. The number of libraries--the quantity--has never since increased so rapidly. But concerted attempts to improve quality had to await the depression and war years, 1930-1945.
CHAPTER VI

TOWARD A MODERN SYSTEM

The number of public libraries in Utah increased at a phenomenal rate from 1900 to 1920. During the decade of the 1920s, however, the number of new libraries established began to decrease. The crucial stimuli for library organizing had been removed; towns could no longer expect to receive a free building from Carnegie and the state school board no longer had full-time library organizers in the field. While the number of libraries being established was decreasing, interest in improving the quality of library service was increasing. By the end of World War II, efforts were made to bring Utah's libraries up to accepted standards. Most of these efforts were of a private nature--clubs, individuals, and professional groups--rather than publicly sponsored. By 1945 interest had shifted from quantity to quality in library service.

New buildings in the post-Carnegie era

Of the twenty-five buildings in Utah built for library purposes before 1920, only one, a branch of the Salt Lake Public Library, was built from tax-payers' money; one was a gift of John Packard; the rest were built with Carnegie grants. When Carnegie giving ended, towns had to rely on their own resources. They had
become accustomed to taxing for library support; then they had to accept the responsibility of building their own quarters also. Only one library building was constructed from the time Carnegie grants ceased until 1930; the Spencer branch of the Salt Lake Public Library opened in 1921.¹ Many cities without Carnegie grants used schools, abandoned buildings, city halls, and rented stores for their libraries.²

By 1930 libraries had gained more acceptance. People recognized the necessity for buildings in quality library programs, therefore, cities began to build library quarters.³ The advantage of locally-built libraries, as opposed to gifts, is that the people tend to be more realistic about what they can afford. Small

¹"History of the Free Public Library of Salt Lake City."


towns usually did not undertake a library building. Those that did failed. Library buildings came to be recognized as an important part of library improvement, but this recognition also involved the realization that if a town was too small to finance a library building, it was too small to support a library. The population served by a library was recognized as one of the most important criteria of a modern system.

County library systems

County libraries began when people recognized that larger populations could support better libraries. They were also started to serve people in rural areas. Since only incorporated cities and towns could raise taxes for a library, rural areas had no publicly-supported library service. If the people in these areas had libraries, it was because of library associations. Many library associations in unincorporated communities in Salt Lake County operated before 1939, when the county library was established. The Garfield Women's Club had a library. When, in 1916, they asked the county commission for $250 to assist them, they were refused; the county attorney ruled that the county could not legally make such donations.  

4 Twelfth Report, 1918, 96.
5 ULA, Scrapbook, I, February 20, 1916.
That same year, 1916, state library workers began to seek solutions to the problem of rural populations. Instead of a library for each town, as earlier advocated, they began to think in terms of county systems: "county traveling libraries . . . would be the ideal thing, with a library at the county seat and traveling libraries going to every school and community center. . . . We hope to get a county law through the next legislature."6

A law which allowed counties to establish libraries was passed in March 1919. It was recognized as one of the best in the country at the time. Utahns were optimistic about county libraries. They felt county libraries would attract more Carnegie money, put libraries and branches in small towns, and provide cooperation between libraries and schools.7 The law provided for libraries in counties where the people petitioned and voted for them. The county commission could then levy taxes up to one mill for their support.8 Between May 1919, when the county library law took effect, and August of that year, ten counties established libraries: Cache, Grand, Iron, Morgan, San Juan, Tooele, Uintah, Wasatch, Washington, and Wayne.9

7Thirteenth Report, 1920, 54-55.
8Utah, Laws (1919), 245.
9Thirteenth Report, 1920, 54.
The law had two important provisions.¹⁰ One required not only that the library be open to all citizens of the county, but that the library make the books convenient for people residing outside of the city where the library was located. This has largely been ignored; people away from the site of the library have, until recently, generally received no library service. The other provision required that the county librarian be qualified and able to meet the state board of education's certification requirements. Up until that time, many libraries were "manned by 'librarians' of various and sundry qualifications." They were given a position because they needed the job.¹¹ The county library law was an attempt to change this by setting standards of training for library personnel.

The purpose of the county law was to consolidate resources and serve rural populations. In practice, however, rural populations were taxed to support a library in the county seat, but they received little benefit from it. Of eleven county libraries established before 1930, only three had branches in other cities; the San Juan County Library had its headquarters in Monticello and a branch in Blanding. Iron County consolidated the existing libraries in Cedar City and

¹⁰Utah, Laws (1919), 247.
¹¹Tyler, "Salt Lake County Library," 2.
Parowan (each had a Carnegie building). The Beaver County system took the mandate seriously, making its books available to people in other towns. It made the existing Beaver City Library its headquarters, and opened branches in Minersville and Milford—towns without pre-existing libraries. In addition, the Uintah and Washington county libraries sent books into their counties by parcel post, and in Cache County books were circulated in the schools.¹²

Counties that would benefit most under this system—those with large populations in unincorporated areas—did not establish county systems for many years.¹³ The Salt Lake County system was established in 1938; Davis County, 1946; and Weber County, 1966. Others, notably Utah and Box Elder counties, still have no county-wide systems.

Counties without a county library, in the meantime, had to rely on small municipal libraries, or on the efforts of library associations. Bingham Canyon, Magna, Sandy, and Midvale, in Salt Lake County, each "claimed to have a public library... [but] it was found that none were worthy of the name."¹⁴

¹²ULA, Scrapbook, I, July 24, 1927; Sixteenth Report, 1926, 98.
¹⁴Tyler, "Salt Lake County Library," 2.
After 1919, when ten counties took advantage of the county library law, progress was slow. The state library organizer (by the 1920s, a part-time office), encouraged small municipal libraries to unite into county systems. In 1926 fifty public libraries were in the state, including eleven county systems. Four counties had no tax-supported libraries, but "Daggett and Rich [were] each too small, probably, to support a library."\(^{15}\) Mosiah Hall, the state library organizer in 1928, tried to promote county libraries in Rich, Box Elder, Davis, Utah, Summit, Sevier, Millard, Sanpete, Piute, and Kane counties. The purpose was to get many poorly-financed units into a single well-financed one.\(^{16}\) Such small libraries "would greatly benefit from such action. . . . Efforts to establish local libraries [are being made] but because of the small amount of funds available the movement is apt to fail."\(^{17}\)

Much of the opposition to county systems came from rural areas—away from the county seats. To people in these areas, a county library meant a tax to benefit the people in town. Or, it meant loss of autonomy for their own local library. To allay such fears, a plan was worked out "according to which the libraries in any county may

\(^{15}\)Sixteenth Report, 1926, 97.

\(^{16}\)Utah, State Superintendent of Public Instruction, Seventeenth Report for the Biennial Period Ending June 30, 1928 ([Salt Lake City], 1928), 129.

\(^{17}\)Eighteenth Report, 1930, 66.
share in the distribution of county funds in proportion to the population served. This would remove the fear of undue central control which in some counties has been the chief objection to the establishment of a county library system. . . . Libraries in the counties of Box Elder, Cache, Davis, Millard, Sevier, Sanpete, and Summit would benefit from such organization."\textsuperscript{18} This plan was counter-productive. It is true, it would benefit the libraries in these counties; they would have their portion of the county library tax returned. But it worked against the establishment of effective county libraries. County libraries were established to take advantage of a large population. This plan weakened the county library and helped perpetuate the small autonomous library. In Cache County, for example, a county system was established in 1919. Yet within the county system were three incorporated towns with their own libraries. The county library had no branches and served Logan and, technically, people outside these other three towns. It received its support from the whole county, except that part of the county's library money which was returned to certain towns.

The Cache County library is only one example of the county libraries established in those years. Like most, it was a county system in name only. The first truly

\textsuperscript{18}Nineteenth Report, 1932, 76.
modern county library system did not come to Utah until 1939, when the Salt Lake County Library was organized.

Salt Lake County had libraries in two of its incorporated cities: Salt Lake City and Murray. The rest of the county either had no library service or was served by inadequate library associations. In the school year 1938-1939, the superintendents of the Granite and Jordan school districts headed a drive for a county library. They obtained the required signatures on a petition and campaigned for the approval of the proposal. In 1939 the Salt Lake County Library opened with a budget of $34,000 and a staff of four professionals. It has since opened branches throughout the county, initiated the use of bookmobiles, developed a multi-media center, and has cooperated with the schools.

It took twenty years after the library law was passed before a modern county system emerged. The drive for quality in libraries was slow and painful, but ideas about library standards were emerging.

Library standards develop

Beginning in the 1920s, and lasting until the end of World War II, was a drive to improve the quality of Utah's libraries by bringing them up to local and national

19 Tyler, "Salt Lake County Library," 1.
20 Ibid., passim.
standards. Various groups—public and private—began to encourage towns with libraries to improve their service. Until this time, they had encouraged libraries to be established in small communities. Now, they realized that small libraries could seldom raise the funds necessary to support a quality library program. The tax base was too small.

The state school board began to think in terms of standards for libraries in 1925 when Mosiah Hall was appointed part-time secretary of public libraries. "The standard for a library is 1 1/2 volumes per person in the average community. The smaller the community, the larger the ratio of books should be to population." In Utah, the ratio was one book per person. Utah's average circulation, however, was above the national average: "4 1/2 volumes per capita for the entire state," compared to the United States average of two per capita.

Most of Utah's libraries in the twenties exceeded the standards set by the American Library Association with regard to all things except financing. Most fell short of the $1.00 per capita needed for adequate support. That was their biggest weakness. Low budgets were caused by more than an inadequate legal tax base. Few libraries

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22 Ibid.
received the full amount allowed by law, because they had not yet received full public acceptance. 23

Mosiah Hall, library secretary of the state school board tried to bring libraries up to standards by making librarians aware of their deficiencies. His success was rather limited, largely because he was only a part-time worker, and because he had no real authority. His only device was the use of persuasion.

Hall and the state school board also attempted to improve the quality of librarians. They began to recognize that "the making of a library is the librarian. . . . An ardent, energetic librarian could make a good library in spite of handicaps."24 The state school board attempted to require that all librarians--public and school--be certified. They would have to meet minimum standards of education.25 School librarians must now be certified, but no certification is yet required for public librarians.

Beginning in the 1920s, the Utah Library Association also endeavored to bring Utah's libraries up to standards. Their emphasis was on consolidation and centralization. In 1925 Utah was praised for having a large number of

23 Ibid.
county library systems (eight). However, members of
the ULA began to think in terms of a state library
organization. A central state library was the theme
of the 1927 ULA Convention. The system then in practice
was called "extravagant and ineffective," and "unfair
and undemocratic." The ULA campaigned to create a state
library through which rural populations could be more
effectively served. "In cities or counties with less
than 5,000 people individual libraries are uneconomic.
... the wise thing to do would be to contract for
library service." At that time, ten counties had less
than 5,000 people.

The ULA also tried to improve service by urging the
state to hire a full-time library organizer. They also
urged the state to develop standards by comparing Utah's
libraries to those of other states. And they, too,
recommended to the legislature a plan for the certification
of librarians similar to that for teachers.

In 1936 the Utah State Planning Board made a survey of

26 Deseret News, June 30, 1925.
27 ULA, Scrapbook, I, October 7, 1922; October 2,
1926, July 23, 1927.
28 Salt Lake Tribune, July 24, 1927.
29 Ibid., July 24, 1927, October 2, 1926.
Utah's libraries, and compared them with other states.\(^{30}\) Among the greatest problems noticed were low appropriations and poorly-trained librarians.\(^{31}\) The planning board set standards and made comparisons; they recommended that library service be available to everyone. Yet "in spite of the fact that many people in the state get no library service, there is a duplication of facilities in many districts."\(^{32}\) The planning board recommended that one dollar per capita be the minimum revenue for libraries; Utah averaged thirty-one cents. Libraries should have owned one and one-half to three books per capita; Utah's libraries had less than one. And circulation should have been between seven and ten books per capita per annum; Utah's was three and two-thirds.\(^{33}\)

Because many small libraries had small incomes, small book collections, and few potential patrons, the planning board recommended regional libraries. These regional libraries would serve no less than 40,000 people and would have a budget of not less than $25,000. The planning board also recommended, first, that the state

\(^{30}\)Utah, State Planning Board, A Modern Library System, with Local, State, and National Plans (Salt Lake City: Utah State Planning Board, 1936).

\(^{31}\)Ibid., 15-19.

\(^{32}\)Ibid., 6,11.

\(^{33}\)Ibid., 3, 15.
assume the responsibility for statewide library service. Second, the state should provide money to supplement local funds. Third, a federal library agency should be established. Fourth, federal aid should be provided for local libraries. Fifth, librarians should be certified under state laws. And sixth, all state library resources should be coordinated.\footnote{Ibid., 3-5.}

By the mid-1930s, agreement had been reached regarding the direction library service should take. The standards of the state school board, and those of the ULA, were those of the state planning board.\footnote{Utah Library Association, Utah Library Planning Committee, Report Submitted to the Utah State Planning Board, 1936 ([Salt Lake City], 1936); Eighteenth Report, 1930, 67.} These progressive and important proposals for improved library service would have to wait, however. When they were proposed, these standards were far from reachable, and would be so for some years to come. The Great Depression and the subsequent world war saw to that. As it was, none of the planning board's proposals were accepted until the mid-1950s. Some have yet to be adopted.

Depression and war

The road toward modernization was temporarily blocked during the depression years due to a lack of resources.
The war that followed diverted attention away from libraries, and serious efforts to improve libraries did not again get under way until after 1945. The impact of the depression on libraries was the same as on individuals; financing was not available to do much that could have been done. Salaries and book budgets were cut and statewide efforts were curtailed. Although the state planning board began to set standards, they were, at the time, out of reach. For example, in Fillmore the librarian was unpaid for about one year during the depression, and when her salary was restored, it amounted to $15 a month. In 1930 two small Utah libraries were closed due to lack of funds. In 1934 four more threatened to close, but were saved by the help given by the state library secretary; he too, however, was unpaid.

Lack of funds resulted when property values decreased. In addition to a reduced tax base, city councils and county commissions tended to reduce appropriations for libraries before many other programs. A decreased mill levy, and a decreased tax base resulted in a greatly decreased library budget. Ironically, it is during times of depression that libraries are most used. From 1930 to 1932 the circulation in Utah's libraries increased 200,000

36 Swallow, 11.

volumes per annum—about ten percent. But tax revenues decreased nearly $20,000—also about ten percent. The inverse relationship between income and patronage can be shown graphically. As the depression deepened, income decreased and circulation increased.

The years of depression and war slowed the development of public libraries. This pause gave many people a chance to look more objectively at library service. The state planning board did this and made suggestions for future improvements. The depression destroyed library service in some communities. At the time, no others were in a position to take over. And the depression and war years shifted people's thinking to things other than local institutions. By 1945 the enthusiasm that had characterized earlier years was gone. Few people thought of their community library as a source of pride. They no longer gave it their active support.

Library workers in the post-war period were left with a different set of problems.

38 Nineteenth Report, 1932, 76.
39 For the case of the Richmond Public Library, see figure two, page 87. Richmond Public Library, Annual Reports, 1925-1940, on file at the Richmond Public Library.
Figure 2. Richmond Public Library, circulation and tax receipts, 1920-1945.
The post-war period of Utah's library history was unique. The concept that large, consolidated libraries are more efficient than small, autonomous libraries had been accepted. However, this concept tended to relieve people on a local level from assuming responsibility for their libraries. In the first third of the century, each local community had its library, and the local citizens were its active supporters. In the post-war period, the small libraries remained, but they lacked local support. Library workers sought to solve this problem by campaigning for the adoption and implementation of the 1936 standards of the State Planning Board.

Efforts to establish a state library

One of the principal proposals of the 1936 State Planning Board library committee was that the state should establish an agency (separate from the school board) to coordinate all library activities within the state and to establish standards. In 1946 the proposal was again made.¹

Utah is one of the few states without a state library. In order to distribute federal or state funds which may soon be made available for library extension...

purposes and to render needed library services, a state library should be provided by law. . . . [and should employ] a full-time library director who would coordinate the activities of school and community libraries.

The state school board could be optimistic about receiving federal funds. A Public Library Service Demonstration bill would allow states money to set up a system of demonstrations managed by state library agencies. The law failed to pass, but its proposal indicated that federal support for local libraries was being considered.

By 1948 Utah was the only state without a central library agency. At a meeting of the ULA in that year, Ralph Thomson urged the establishment of a state library agency to coordinate library functions and to arrange inter-library loans. The legislature failed to act.

In the absence of a state agency, other groups have set standards. Recommendations made in the post-war period have generally been for consolidation. Standards set on a national level suggested that, at a minimum, all library units should have annual incomes of over $37,500 and not less than $1,50 per capita served. This meant that they must serve areas with populations of no

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3Deseret News, October 6, 1948.
less than 25,000. The tendency existed to set standards for multiple library systems, and not for single libraries. The ALA Coordinating Committee on Revision of Public Library Standards indicated that in order to achieve the minimum standards, it would be necessary for a library serving 20,000 to spend twice as much per capita, as one serving 200,000 people.  

These standards may have been applicable to Utah's few urban areas, but to most of the state they would have been impractical. Local groups and individuals looked at Utah's libraries and made some suggestions. The state division of the American Association of University Women made a survey and issued the results in 1959. The survey revealed a lack of trained librarians, small budgets, and limited numbers of books. The report also made suggestions for improved service.

Beginning in 1954, two Utah State Agricultural College sociologists, Joseph A. Geddes and Carmen Frederickson,  


\[6\] American Association of University Women, Utah State Division, and BYU Laboratory School, Library Service in Utah: A Graphic View, mimeographed (Provo, 1959).
began to publish their research of Utah's libraries. The titles of their publications make it clear that they found Utah's libraries deficient. They conclude that the old concept of local responsibility for public libraries resulted in inadequate library service. Only in the large cities did libraries reach modern standards. Both "the municipal and the county administrative bases...[are] too small;" they urged the establishment of regional libraries and of a state agency.

Brigham Young University librarian, S. Lyman Tyler, agreed: "One-third of the population is virtually without library service. Another third has inadequate service or service that is below or barely meets minimum standards, and of the remaining third only part has service that will meet recommended standards of the


8 Fredrickson and Geddes, Proceedings of the Utah Academy, XXXIII, 129-30.
When the matter again came before Congress, its members also agreed to provide library service to those areas without it. The federal Library Services Act passed in 1956. One of its supporters was Utah Senator Wallace F. Bennett. In hearings on the bill, he illustrated how such legislation could benefit small Utah counties.\textsuperscript{10} This act would give Utah $167,000 for the first year and $63,000 for each of the following five years; however, Senator Arthur V. Watkins feared that Utah "may not have statutory authority to administer rural library development" unless a state library was created and matching funds appropriated.\textsuperscript{11}

At this point, in the summer of 1956, the people who had advocated the establishment of a state library began to actively lobby for passage of such an act. Utah was then the only state without a state library.

Milton Abrams and Joseph A. Geddes of Utah State Agricultural College, Ralph Thomson of the University of

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\textsuperscript{9}S. Lyman Tyler, "Utah Needs a State Library," \textit{Utah Education Review}, L (January 1957), 18.

\textsuperscript{10}U.S. Congress, Senate, Labor and Public Welfare Committee, Hearings on S. 205 and H.R. 2840, the Library Services Act, 84th Cong., 2d Sess., 1956, cited in mimeographed sheet, files of the State Library Commission of Utah (SLCU).

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Utah, S. Lyman Tyler of Brigham Young University, and A. Russell Mortensen of the Utah State Historical Society, joined with ULA leaders to lobby for a state library.\textsuperscript{12} Anne Smith, president of ULA, recommended that, first, a state library be established with authority to consolidate all state library functions and administer a statewide program; second, the state library be an independent agency with its own budget (not under the state school board, as it had been); and third, a law be passed which would permit regional libraries.\textsuperscript{13}

The state library, as proposed, would be responsible for general service, extension, and legislative reference service. The state library should also have general supervision of the historical society library and the state law library.\textsuperscript{14} Some, however, felt that these special libraries had special problems and should not be included. As it was, a state library act became law in May 1957. The act established a state library (but kept the state-run historical society and law libraries independent) and gave authority to establish multi-county

\textsuperscript{12}Letters relating to the establishment of a state library, January 30-October 23, 1956, (SLCU).

\textsuperscript{13}Anne Smith, "An Open Letter Concerning the Utah Library Situation," July 12, 1956 (SLCU).

\textsuperscript{14}Milton Abrams, statement of what the state library should include, January 30, 1956; Joseph A. Geddes to S. Lyman Tyler, September 24, 1956 (SLCU).
library systems. The theories that progressive library workers had proposed for thirty years would at last be put to the test.

After the establishment of the State Library

For thirty years, library workers had been saying that most library problems could be solved by consolidating small libraries into larger systems. Provisions had been made for this as early as 1919, with the county library law. Yet consolidation within counties still provided a population too small to meet current standards, in all but a few counties. Utah, Salt Lake, Davis, and Weber counties are each large enough to support adequate county-wide systems. Davis has had a county library since 1946. The Ogden City Library Board voted itself out of existence in 1966 to join a new Weber County Library. Weber could then afford to build a new $1,500,000 building. Salt Lake County is now served by three systems: the Salt Lake City, Murray, and Salt Lake County libraries.

In 1960 the Salt Lake Tribune editorialized in favor of consolidation. The 1961 session of the legislature proposed merger. And in 1967, State Library Director Russell L. Davis spoke in its favor: "Consolidation would mean more books available for everybody." Salt Lake

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15 Utah, Laws . . . (Salt Lake City, 1957), 168-71.
City had the best reference library and Salt Lake County the best collection of popular works. Robert Thomas, Salt Lake City librarian, also supported consolidation. It was opposed during its first thirty years, however, by Ruth Vine Tyler, librarian of the Salt Lake County Library. Mrs. Tyler believed that consolidation should come only after metropolitan government for the county.  

Consolidation or not, all of Salt Lake County was served by one library system or another. Utah County, however, had eight libraries in eight incorporated towns. Other towns and unincorporated areas, about seventeen percent of the county population, had no library service. In 1962 Russell Davis said that the Provo library was inadequate. "The best way to provide adequate library service for Provo City is to create a library system for Utah County."  

The answer to consolidation in urban areas was to implement the county library law. In rural areas, the newly-enacted provision for regional libraries seemed to be the solution. Small, autonomous libraries did not have the resources to provide adequate library service. Pooling resources and sharing facilities seemed the obvious

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thing to do. "We want to organize a wise sensible library system," said Russell Davis in 1958. "Instead of hoping that each library would try to give all the services, we would like them to cooperate so that each service is rendered at the place where it is most economical to provide it."\(^{19}\)

A State Library plan provided for large central libraries to be established with branches and bookmobiles serving the surrounding regions. A pyramiding library structure was envisioned, with branches at the base, county and regional libraries next, the State Library, multi-state libraries, and ultimately the Library of Congress at the top.\(^ {20}\)

These grand, neatly-organized systems had little impact on those who ran the local libraries. They were unaware of standards of size and budget, and to them joining a regional system meant creating yet another governmental bureaucracy. They were unconvinced that regional libraries would be more economical or efficient. The law providing for regional libraries did not make their establishment mandatory--only permissive--and local people had to be convinced. The State Library issued a series of pamphlets to convince them and to allay fears of a super-powerful regional library.\(^ {21}\) These pamphlets

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\(^{19}\)Ibid., March 17, 1958.

\(^{20}\)Ibid.

\(^{21}\)[Utah, State Library Commission], Why a Regional Library?, What is a Regional Library?, How to Establish
pointed out that regional libraries were formed by contract between two or more governmental units. Local authorities, county commissioners and library boards retained the ultimate authority; they were the ones who levied the taxes. The State Library pointed out that a regional library could meet current ALA recommendations for a minimum budget of $100,000 a year, something few autonomous libraries could do.

Many ALA standards were not applicable in rural Utah; neither were regional libraries. None were established in Utah. In 1963 the Regional Libraries Act was repealed. As a balm, perhaps, the legislature raised the legal tax limit to three mills for all library units.22

Despite the hopes of library experts, regional libraries failed to develop and provide a cure for Utah's ailing small libraries. The State Library then began to take another direction. Instead of encouraging libraries to form into regions, the State Library began to perform many of the functions that regional libraries would have performed. One of these things was the development of bookmobile service in rural areas.

The first bookmobile in the state was brought into

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22Utah, Laws... (Salt Lake City, 1963), 303-308.
service in 1949 for those areas in Salt Lake County without library branches. A second was added to the county system in 1954. Salt Lake City received its first bookmobile in 1958 and service began in 1960. But bookmobiles were useful in urban areas only as substitutes for branches. Their best use could be made in rural areas. The State Library took delivery of its first bookmobile in 1958. It was used for demonstration purposes throughout the state for six months, and then was shared by five southern Utah counties. During its demonstration, the bookmobile received wide acceptance, and a second one was ordered in 1958.

Bookmobiles now operate in nineteen counties in the state. Salt Lake County and Salt Lake City libraries operate bookmobiles in Salt Lake County. The San Juan County Library has its own bookmobile. In the other seventeen, the State Library operates the bookmobiles; it owns the vehicles, books, and equipment and pays the salaries of the employees. The county library contracts

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23 Tyler, "Salt Lake County Library," 11, 17.
26 "The State Library Commission of Utah: A Brief History," typescript, in the files of the State Library.
for this service. In some counties (like Weber and Davis) a county library, with its own books, buildings, and staff, actually exists. In most (like Rich and Tooele) the county library is the bookmobile; no other library exists. The county library board is set up to contract with the State Library. Bookmobiles are an efficient way to reach a large number of people in rural areas. Because the state provides bookmobiles on a contractual basis, control, at least nominally, remains in the counties. Since most rural communities cannot afford to operate a bookmobile, one is shared by several counties. However, the state cannot operate bookmobiles in the counties unless the county contracts with the state. As a result, many counties should have bookmobile service that do not. Cache and Utah counties have fairly large rural populations that could benefit from bookmobile service.

Another thing that regional libraries would have done is provide a center for technical services. The State Library has also taken over this function. Few small-town librarians have the expertise to handle the problems involved with cataloging. Many also lack the facilities and the time to do such mundane things as book repairing, attaching book jackets, and preparing circulation cards. These things are done, also on a contractual basis, by the State Library's technical
services staff. This division also serves as an acquisitions center. The State Library takes orders from libraries throughout the state and then places a single order, which results in substantial discounts. Selection of material ordered is left to the discretion of the local agency. In 1968 twenty-eight local library agencies participated in the cooperative acquisitions and processing service. This number had grown to forty-one in 1969.28

In addition to technical services, the State Library operates reference and inter-library loan service for public libraries. The library is tied to them by a toll-free telephone system. The State Library staff is also available to give help and advice to any library that asks for it. For example, the Fillmore Public Library for many years was semi-official. It had been supported by gifts, clubs, the American Legion, and the city, but it received no permanent tax support.

In 1964 when it began to receive tax support, the State Library was asked to help. The State Library provided books until the Fillmore library could get its own, and assisted with book orders. The state staff also helped clean, revise the filing system, and weed out useless books.29


29Swallow, 12-16.
A similar case is the city of Hyrum where a library opened in 1969 with 2,000 new books selected by the State Library staff.\footnote{Horsefeathers: A Publication of the State Library Commission of Utah, IV (October 1969), 5.}

Another provision of the Library Services Act, in addition to rural library service, is the provision for construction funds. Federal money comes to Utah on a matching basis; the local agency provides one-half and the federal government one-half. The State Library administers and approves the plans. As a result, not since Andrew Carnegie's time have so many library buildings been constructed. Many of these buildings replaced the fifty- to sixty-year-old Carnegie structures.

During the first thirty years of the century, twenty-six new buildings were constructed: five between 1901 and 1910, fourteen between 1911 and 1920, and seven between 1921 and 1930. This was the period of Carnegie building. Three were built during the fourth decade, none during the fifth, one during the sixth, and seven were built between the years 1961 and 1970.

The Library Services Act and the establishment of a state library agency has profoundly affected the direction of the public library movement. Of course, the State Library does things other than work with public libraries. For example, it has a responsibility to provide a legislative
reference service, and it provides library service to
the blind and physically handicapped. But it was originally
established to administer federal and state funds for
the improvement of rural library service. The State
Library is successful because it has made its program
fit the realities, rather than try to fit all libraries
into a neat scheme. Of course, much improvement still
needs to be made. Many local libraries are poorly financed,
have poor book collections, and are staffed by poorly-
trained librarians. The State Library will not help
change any of this until they are asked to do so. This
is the weakness, as well as the strength, of the State
Library.

Many libraries functioned before the State Library
and some continue to do so without its support. Private
individuals and groups supported local libraries. Cities
sometimes were also generous. In Spanish Fork, for
example, the library tax was raised to its legal limit
in 1948. Following this example, the local women's clubs
had a project to raise money for new books in 1948 and
1949.31

The people of Price also worked without outside
help. They voted a bond issue to build a new building

31Spanish Fork Public Library, Dedication Program,
1965, UIA; Scrapbook, II; newsclippings, 1948-49, UIA,
Scrapbook, I.
in 1946. Ten years later, construction was begun. Their library was completed in 1957.\footnote{32}{"Welcome ... to the New Price City Library," pamphlet, ULA, Scrapbook, II.}

The Salt Lake County and Salt Lake City libraries have always remained independent. They are large enough to handle their own technical processing and to hire well-trained professionals. Salt Lake County, however, has used federal matching funds to build some branches. Salt Lake City has refused to do so. In 1958 the people voted a bond issue to build a new building. The library board, which had tried since 1943 to replace the inadequate Packard Building, was at last successful.\footnote{33}{\textit{Deseret News}, February 4, 1958.} The new building was also supported by private sources. The Women's Civic Center Association, Inc. gave $20,000 for construction of the new building.\footnote{34}{\textit{Salt Lake Tribune}, July 1, 1961.} When the new building was opened in 1964, it had cost $3,000,000. Most, $2,500,000, was raised by the bond issue. The rest had been saved from library receipts over the preceding years.\footnote{35}{\textit{Ibid.}, October 30, 1964.} Although the Salt Lake Public Library had operated without Library Services Act funds, the \textit{Salt Lake Tribune} felt that it was time for the library to
look to the federal government for help with its programs.36

Summary

For thirty years, consolidation and a strong state library agency was seen as the solution to the problems of libraries. When they were made possible in 1957, people soon discovered that no easy solutions were to be found. Consolidation, as a rule, is still yet to come—if it ever does. However, the advantages offered by consolidation are now offered by the State Library. Utah's libraries continue in a period of improvement. Yet their position is vulnerable; the State Library could be weakened by a parsimonious legislature, or by a major change in its personnel. The future of Utah's public library service, especially in rural areas, depends largely on the State Library.

36 Ibid., June 12, 1967.
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