

PUBLIC HEARING

before

SENATE EDUCATION COMMITTEE

on

SENATE NO. 3068

(An Act concerning free county libraries and
supplementing chapter 33 of Title 40 of the
Revised Statutes.)

Held:

April 27, 1977

Freeholders Public Meeting Room
Morris County Court House
Morristown, New Jersey

MEMBERS OF COMMITTEE PRESENT:

Senator Stephen B. Wiley, Chairman
Senator Wynona M. Lipman
Senator Anthony Scardino, Jr.
Senator Wayne Dumont, Jr.

ALSO PRESENT:

David G. Taylor
Legislative Services Agency
Aide, Senate Education Committee

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SENATE NO. 1088

(An Act concerning free county libraries and
amending Chapter 33 of Title 46 of the
Revised Statutes.)

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MEMBERS OF COMMITTEE PRESENT:

Senator Stephen S. Allen, Chairman
Senator William F. Lipman
Senator George Stettin, Jr.
Senator Wayne L. Baker, Jr.

ALSO PRESENT:

David G. Taylor
Executive Director, New Jersey
State Library Commission

I N D E X

	<u>Page</u>
Senator James P. Vreeland Sponsor of S-3068	2
Assemblyman Dean A. Gallo Sponsor of A-3057	6
John T. Fahy Mayor of Parsippany-Troy Hills	16
Kenneth F. Mc Pherson Director Morris County Library	21
Marian Gerhart Exempt Libraries of Morris County and Director, Morristown Township Library	26
Betty Budell Director Madison Library	29
Peter Yannotta Director Chatham Library	29
Vivian Perlmutter First Vice President League of Women Voters, Parsippany-Troy Hills	31
James C. Tourek Resident Madison, New Jersey	32
John L. Reid Chairman, Finance Committee Madison Borough Council	33 & 1x
Frank D. Benedict Special Consultant on Morris County Library Funding to the Mayor and Council of Madison	35 & 2x
Ann Mann Vice President Heath Village Retirement Community Resident's Council	39
Eileen Mc Coy Freeholder Morris County	1A

Index - continued

	<u>Page</u>
Jack Keeler Florham Park, New Jersey	6A
James Donovan Town Council Florham Park, New Jersey	8A
Robert Mc Gregor Administrator Mount Olive Township	9A
Susan Persak Director Mount Olive Public Library	11A
Dr. Emanuel Averbach Morristown, New Jersey	13A
Dr. Edna Reiners Mendham Public Library	16A
Dr. Ralph Blasingame East Brunswick, New Jersey	17A
Robert Staples Director Joint Princeton Public Library	18A
Veronica Cary Director Trenton Public Library	18A
Jayne Hess Director Phillipsburg Free Public Library	19A
William Le Kernick Director Middletown Township Library	20A
Kathleen Pizar College Club of Mountain Lakes	20A
Ed Muller Formerly with Board of Trustees of Pequannock Township Library	22A
Irving Worden Trustee Pequannock Township Public Library	22A
Alyce Bowers Library Director Rockaway Township Library	26A

Index - continued

Page

Ceil M. Long Chester Township	31A
Margaret Seely Speaking For Earl Whrightenour Vice President, Board of Trustees Kinnelon Public Library	34A
Catherine Ball Member Friends of Morristown and Morris Township Library	35A
Virginia Lyttle Speaking for Susan Ostergard Morristown Branch American Association of University Women	37A
Evelyn Delaney Boonton Township	38A
Wayne Cresta Rockaway Township	40A & 16x
Constance Lane Library Director Roxbury Township Library	41A
Wayne Robbins, President Board of Trustees Library of the Chathams (Read by Preston K. Mears)	41A
Preston K. Mears Trustee Library of the Chathams	43A
Russell Jackson Borough of Chatham	44A
William F. Barnish President of the Township Council Denville, New Jersey	45A
Doris Headley Former President Board of Trustees Denville Public Library	46A & 17x

Index - continued

	<u>Page</u>
Patricia Avrutik President Board of Trustees Denville Public Library	48A & 22x
Betty Laue Volunteer Worker Denville Public Library	48A
Howard Helms Trustee Mendham Township Library	50A
Carolyn Blomgren New Jersey School Media Association	51A
Monroe Causley President Library Staff Association	52A
Patricia Larson President Board of Trustees Parsippany-Troy Hills Library	53A
Edward Schultz Library Director Dover Public Library	55A
Mark Grosso Student, Memorial Junior School Whippany, New Jersey	55A
Gordon Stables Chairman County Library Commission	56A
Jerry A. Bittner Business Administrator Morristown, New Jersey	59A

Index - continued

Page

ALSO SUBMITTED:

Advisory Report by Roxbury Township	23x
Resolution from Beatrice Jenkins, Council President, Morristown, New Jersey	31x
Resolution from Ralph A. Loveys, Mayor Borough of Florham Park, New Jersey	32x
Resolution of the Mayor and Board of Aldermen of the Town of Dover	35x
Resolution from Grace Hilpert, Township Clerk, Mount Olive Township	37x
Resolution from Herbert W. Neal, Mayor Pequannock Township	38x
Resolution from Lila De Luca, Clerk, Board of Trustees Lincoln Park Public Library	40x
Letter of recommendation from the Denville Free Public Library, Denville, New Jersey	42x
Statement from Joseph L. Marts, Mayor, Borough of Chatham	44x
Resolution from Peter N. Rayner, Borough Clerk, Borough of Chatham	46x
Resolution from Borough of Kinnelon, submitted by Glenn L. Sisco, Mayor	48x

1-38:I
39, 1A-39A:II
40A-63A:I

SENATE, No. 3068

STATE OF NEW JERSEY

INTRODUCED FEBRUARY 1, 1977

By Senators VREELAND, BATEMAN and McDONOUGH

Referred to Committee on County and Municipal Government

AN ACT concerning free county libraries and supplementing chapter
33 of Title 40 of the Revised Statutes.

1 BE IT ENACTED *by the Senate and General Assembly of the State*
2 *of New Jersey:*

1 1. Notwithstanding the provisions of any other law, the board of
2 chosen freeholders of any county having a population of not less
3 than 350,000 nor more than 450,000 according to the 1970 Federal
4 census may, by resolution to be effective January 1 next after its
5 adoption, establish or provide a free county library or free county
6 library services for the use of all the residents and inhabitants of
7 the county, and to raise and appropriate moneys therefor in the
8 same manner as moneys are raised and appropriated for other
9 county purposes pursuant to the Local Budget Law (N. J. S.
10 40A:4-1 et seq.). Said resolution shall prescribe the terms and
11 conditions which the board considers necessary and reasonable
12 to provide the free county library or free county library services.

1 2. Any free county library which exists pursuant to R. S.
2 40:33-9 at the time a resolution is adopted pursuant to section 1
3 of this act shall continue to exist under the terms and conditions
4 of the resolution and with the moneys appropriated as in this act
5 provided. For the purpose of calculating and claiming State Aid,
6 such moneys so raised and appropriated shall be separately
7 calculated in the manner provided in the State Library Aid Law
8 (N. J. S. 18A:74-1 et seq.). Funds appropriated pursuant to this
9 act shall be considered to be mandated expenditures for the purpose
10 of calculating budgetary limitations imposed by P. L. 1976, c. 68,
11 s. 4 (C. 40A:4-45.4).

1 3. This act shall take effect immediately.

STATEMENT

The purpose of this bill is to provide the opportunity to extend county library services to the entire county and to permit the continuous existence of the county library through countywide funding. The present system of funding county libraries coupled with the law permitting withdrawal from membership is threatening the very existence of the county library. Where the board of chosen freeholders determines that the county library should exist or should continue to exist, the bill would insure the existence of same and also would give the board the necessary power to prescribe the terms and conditions under which it would exist.

SENATOR STEPHEN B. WILEY (Chairman): This is a hearing before the Education Committee of the State Senate. I am Senator Wiley. I am Chairman of the Committee. On my left is Senator Wynona Lipman from Essex County, a member of the Committee. To my right is Senator Anthony Scardino, a member of the Committee from Bergen County. Senator Martindell is a member of the Committee, but is unable to be here today. She has been appointed to a position in the federal government. Senator Wayne Dumont, the other member of the Committee, will be here. He is unable to be here at the beginning of the hearing, but he will be here during the day. At one time or another during the day, some of the Committee members have other obligations. So not all will be here at all times. But we will continue the hearing until we have had an opportunity to hear everyone within the limits of time. The time limits are that the room, which has graciously been made available to us by the Freeholders of the County of Morris and which is their meeting room, has to be used for other purposes this evening. I am advised there will be a meeting here at eight o'clock and our time expires at seven, if it is necessary to go that long.

David Taylor, to the right of Senator Scardino, is the chief of staff for the Committee and has been in touch with people who have indicated a desire to be heard today.

To complete the introductions, Mrs. Josephine Chirico, who is with the State Division of Libraries, is here as a consultant to the Committee from the Executive Branch of government.

It was suggested that anyone who cared to be heard, let Mr. Taylor know in advance, and many people have done so. Based on those requests, a schedule has been compiled and tentative times have been assigned to individuals or groups. The list of those times is available on two sheets of paper which have been compiled and which are up here. If anyone would like to have them - I see that some of you have them already - Mr. Taylor, furthest to my right and to your left - has them available. If you care to have one, just slip up and see him or raise your hand and he will try to take care of you.

The purpose of the hearing is to hear the public sentiment on two bills - really technically on Senate Bill 3068, which is a bill introduced by Senators Vreeland, Bateman and McDonough, concerning a broad-based funding of the county libraries. There is a counterpart bill, which I believe is identical, in the Assembly, introduced by Assemblymen Gallo, and co-sponsored by Assemblymen Barry, Foran, Assemblywoman Burgio, Assemblymen Ewing, Weidel, Kean, Maguire, Albanese, Kupperman, Dorsey, and Assemblywoman Curran. That bill is not before us, but naturally the sponsors are equally interested and I know Assemblyman Gallo will be speaking today because of his sponsorship of that bill.

Copies of the bills are available. Copies of the schedule are available. And copies of a report which was under Mr. Taylor's direction for the Committee some time ago are available in limited quantity. I see that he is passing some of those out. If anyone would like to have those and if you will check with Mr. Taylor - he is coming around the corner of the room now - he will be pleased to give them to you.

This matter has been discussed in many forums, the matter of the future and funding and access and governance of the county library. The Freeholders have worked diligently on it. A variety of people around Morris County interested in library service have worked on it. There have been a number of meetings. But they

have been largely county oriented. Now we have a bill that is in the State Legislature, and the State Legislature, as a body, has not been a part of these deliberations. So it seemed appropriate in light of the degree of public interest - and there has been widespread interest - that there be an opportunity for people to speak their piece. In many cases, it is going to be a repetition of what has been said already by people because many of you have already spoken to other officials. Well, now it has reached a bit of a different level and I think it is the fair thing to do to give everybody an opportunity to have his say here in April of 1977, so that the State Legislature can act as intelligently as possible in trying to do its job. We, therefore, welcome you and look forward to the opportunity to hear the points of view that you express.

Where possible, we have suggested to people that if there is a group that represents a common interest from a particular town or institution and that group can speak as a group, perhaps through one spokesman or spokeswoman, it would help us to expedite the proceedings of the day. You will notice on the schedule that there are certain groupings. For instance, at 10:45, we have Marian Gerhart and two other people, Peter Yannotta and Betty Budell, are indicated under that, hoping that they might in some fashion group their testimony, just to expedite matters.

This hearing is a formal public hearing, according to the Senate Rules, and it is being recorded. It will be transcribed and distributed to the members of the Legislature for the information of all of them, as well as, of course, the members of the Committee. We, therefore, ask in giving your remarks that you come up to this table. We have two microphones there. One is part of the public address system for this room. That is the larger mike. The smaller one, a Dictaphone microphone, is to transmit your voice into the recorder here so that we can have the official public record. I have tried the microphone before and I think the audience will be able to hear when you use that at a normal conversational level.

We have encouraged everyone while speaking his piece to be as brief as he feels he can be. As kind of a guideline, we suggest that people try to limit their remarks to ten minutes. Any person's time may be extended if members of the Committee desire to ask questions of the witness. But, other than that, we ask that it be kept to ten. And, if you can shorten it more than that and still say what you have in mind and get the thrust of it across, and supplement it by a statement that you can hand in if you wish, that would be much appreciated.

Without further by way of preliminaries, the first witness is the principal sponsor of the bill in the Senate - that is Senate Bill 3068 - a man who has worked diligently in trying to arrive at an appropriate solution to the problem, Senator James Vreeland.

S E N A T O R J A M E S P . V R E E L A N D: First of all, Mr. Chairman and members of the Committee, it is a pleasure to be here. I wish to thank you for the opportunity to express my opinion as to the necessity for the bill and talk a little bit about its contents.

I think we are all aware of the problem in Morris County, which has been here, I would say, for ten years at least. I recall very vividly when I was a member of the Board of Freeholders, even back then, which was about six years ago, that the problem was getting to be more acute. As the years go by, its acuteness increases. I think the fact of the matter is, if there isn't a change in the funding

in the very near future, the County Library, as we know it, in Morris County will cease to exist. I think it is as simple as that.

Unfortunately, it is a very difficult thing to change the funding and, as we know, there are many municipalities in the County of Morris who no longer support the County Library. Of course, that goes back to the law in 1920, when the first law was passed allowing counties to establish libraries. County libraries back in those days were about the only libraries that there were. I think in 1921, the first library was established; and then, in '26, there were six more county libraries. Of course, the law as it is now constituted allows municipalities to withdraw from supporting the county library. And, I believe, in Morris County, we only have 20 supporting and 19 not supporting. I think that is correct. I am sure there will be other witnesses who will testify to the accuracy of that. I am told there is a possibility of two more, Chester Borough in Chester Township and Parsippany, who are considering withdrawing. As we all know, Parsippany pays the biggest amount of tax money to support the County Library. If Parsippany were to withdraw - and I think it is imminent that it will if there isn't a change in the funding - since their support is close to \$200,000, then, of course, the bulk of financing the County Library will fall on the rest of the municipalities that are left in the support category.

Going back to 1973, there was a study commission appointed, funded by the State of New Jersey, for \$100,000. There was supposed to be another appropriation which never materialized and, of course, then the Freeholders had to supply the rest of the funding. I think it was another \$40,000. That study was made in 1974. I'm sorry. The resulting recommendations were, as follows: establish the principle of a countywide support for a resource role of the County Library, establish a minimum tax support for library purposes in each town, provide full reciprocal borrowing for all county residents at all libraries in the county, and provide a transitional pass from the present exempt-member concept to a cooperative arrangement.

That sounds great and that was the result of the study. But, you know, like all things of this nature, it is easier said than done, as we found out.

One of the things that has been suggested is that the County Library's operations be cut back and the over-the-counter function eliminated. I have to say the first few weeks after I introduced my bill, the correspondence that I had came from those opposing the library. But, since then, the overwhelming correspondence and petitions from the citizens of Morris County --- I remember one day we had 500 signatures come in on one petition. I didn't bring the petitions here today. I have them in my office. I have thousands of signatures favoring the retention of the County Library.

I don't want to dwell too long on that. And, as you said, Mr. Chairman, you would like everybody to be brief. I have outlined a little bit the problem. I do have in my possession a resume from the County Treasurer which I asked for. It outlines the costs to the 39 municipalities if countywide funding were adopted. versus the present situation with 20 now funding the County Library. At the present budget of \$934,000 for this fiscal year, this table practically cuts in half each municipality who is now contributing by including, of course, the 39 which would nearly double those who would participate. I merely mention that. I have it here. I think it is well done. Of course, that would be on the basis of

the present budget.

I would like to say one or two words about the bill itself. That, after all, is what we are here for. The bill only applies to Morris County because of the population limitation of not less than 350,000 and not more than 450,000. That is according to the 1970 federal census.

This bill has been criticized by some people mainly because they feel it is a little bit too general and is not specific enough. The bill was designed and written by the Board of Freeholders of Morris County. It would provide for the raising and appropriating of moneys in the same manner as moneys are raised and appropriated for any other county purpose, pursuant to the local budget law.

You can look at the county functions - for example, the parks that we have in Morris County. And, if you want to take the position that because a municipality has its own public library, therefore, it should not have to contribute to the County Library, the same thing could be said in relation to the parks because the parks are open to the public but they are in different municipalities. So it seems to me that the only way we are going to solve this problem is by countywide funding.

One of the provisions in the bill that I think is important is that this would not affect the cap of the county funding if it were adopted. As you all know, today, we in the county, at the local level, the school boards and the State, itself, are under the Cap Law. This bill provides that this additional funding, if it were adopted, by the County of Morris or the State, as a law would not affect the cap as far as the County of Morris is concerned.

The bill, as the Chairman stated, has two other sponsors: Senator Bateman and Senator McDonough. Assemblyman Gallo's bill, of course, has a great many sponsors in the Assembly.

I think, Mr. Chairman, I am going to stop here and trust that you and the members of your Committee will consider this bill favorably and hope that before the end of the year it will be released to the floor of the Senate for action. Whether or not it will pass is something that I am not sure of, and I don't know whether you are or not. But I think it is only fair to say to the people of Morris County that if this bill is not at least given a chance for passage and given a chance to be on the floor before the end of this year, there is a strong possibility, if there is no other method of funding devised, that the County Library of Morris County will cease to exist.

I thank you very much for the opportunity to be here.

SENATOR WILEY: Thank you, Senator. Might I ask you one or two things?

SENATOR VREELAND: Surely.

SENATOR WILEY: Just for clarification, on the question of the cap, I see in the last sentence of the bill a provision that if it were funded on this basis, the additional funding required would be treated as a mandated expenditure. Therefore, it would not be subject to the cap. That is what you were directing yourself to.

SENATOR VREELAND: That's right.

SENATOR WILEY: Of course, the bill proposes that the county library be funded as a part of the general county budget, which would mean that the cost would be apportioned to the towns of the county on the basis of their valuations - equalized valuations.

SENATOR VREELAND: Right.

SENATOR WILEY: On the question of access to the library - that is, who would have the right to use it - it suggests in the middle of the first section, lines 6 and 7, that it is for the use of all the residents and inhabitants of the county, which I would presume would mean there would be open access by all 39 towns.

SENATOR VREELAND: That is my understanding.

SENATOR WILEY: I think of the issue in terms of finance - that is the broad-based funding that is proposed - and access. And here it is proposed that there be open access among all 39 towns; that is, financed, access, function and governance. On function, the bill assumes that the function of the library would continue to be as it is now; that is, it would serve a primary library purpose and, in this case, for all the citizens of Morris County, as well as the additional services it presently provides.

SENATOR VREELAND: That is my understanding. Of course, I think the bill does provide in it a certain amount of latitude to the Board of Freeholders to make a determination, because the Board of Freeholders even now to a certain extent, controls the funding, but I think under this bill would do it more so. Therefore, they in their wisdom would certainly have the right to determine whether or not the functions of the library would be cut back if this bill were to become law. The determination of whether this would be done would have to be made by the Board of Freeholders because the bill does give - I think it is quite clear - a great deal of latitude in that area.

SENATOR WILEY: Yes. The last sentence of the first section says that the Freeholders can set terms and conditions, as they can with other elements of the county budget.

Is it fair to assume, however, that the fact of the library being open to all the citizens of the county as a primary library source would be something that they could not change - or do you see that differently?

SENATOR VREELAND: You mean, change the mode of operations from the way it is now to maybe cutting back in some areas, such as, for example, the over-the-counter function. I have heard pros and cons as to the over-the-counter lending, also the bookmobile. I have heard criticism of the bookmobile function. I am sure Ken McPherson and some of his people here will probably go into that. The correspondence which I have been getting in the last month, as I said before, is pro-library and pro the bills. These letters are from the average citizens of Morris County, not from librarians - and I can understand their position. Many librarians who are working in municipal libraries in Morris County feel strongly that this countywide funding may take away from their municipal libraries a certain amount of funding which would affect them adversely. My feeling is that that should not be the case because you have many municipalities who have municipal libraries and who have supported and passed resolutions just recently supporting this concept and supporting these bills.

I think, all in all, there is a place for the county library and there is a place for the municipal libraries. I sometimes wonder why it is that these librarians take the position that you can't have both - that you can't fund at the municipal level from the local taxes and then fund a portion of the cost of the County Library with municipal taxes as well.

SENATOR WILEY: Any questions? (No response.)

Thank you very much, Senator.

SENATOR VREELAND: Thank you.

SENATOR WILEY: The next witness on our list is Assemblyman Gallo.

A S S E M B L Y M A N D E A N A. G A L L O: Thank you, Mr. Chairman.

SENATOR WILEY: Assemblyman, it is nice to have you here. You are familiar with this room, aren't you?

ASSEMBLYMAN GALLO: Yes, I am.

SENATOR WILEY: Not with that table as much as this one.

ASSEMBLYMAN GALLO: No. That is true. You are sitting in my former seat.

When I look back at this problem, I have to reflect back on the time I spent in this county. Because as Director of the Board of Freeholders at that time, we had this problem facing us. It was one we tried to cope with and come up with suggestions for solving it. We did, in fact, at that time, establish a Library Advisory Group made up of both exempt members and member libraries to try to come up with a solution because there seemed to be some misinformation or maybe, in some cases, some animosity towards one another. I thought a group such as this, an advisory group, officially under the auspices of the Morris County Board of Freeholders, would be able to come up with a solution.

This problem dates back. You know, when you pass laws, you can't always see what is going to happen 10, 20 or 30 years from now. Laws, in many instances, are amended to bring things back to reality where situations have changed during the course of many years. I look back at the 1920 law -- in fact, back in 1921 when the County Library was established, they had 35 members. Thirty-five municipalities were member of the county library system. As explained by Senator Vreeland, at that time it was basically the only library service available to the citizens of this county. Like a good county library that is concerned with making the people aware of the advantages of library service, they went out and solicited and worked very hard to have municipalities establish their own library services. They spoke to the people about the advantages of having their own library service, not only for their children but for all the residents of the community. They were very successful in this endeavor. But what happened, as a member library, you paid a portion of the dollars needed to run the county library system. Then, as you established your own library system, there was another cost to the municipality. As the people demanded more in the way of library services, I think we found that municipal governments consistently put in more and more money towards their local libraries. And we have some very fine local libraries in this county. Some, I would venture to say, are probably the best in the State, as far as local library service is concerned.

What has happened is that the town fathers in their own wisdom and with the advice of their library commissions or advisory groups, during the course of the years, have drifted away from the Morris County Library, in an effort, number one, to save dollars and also to justify maybe putting more dollars in their local library services. But, as a result, the libraries that have drifted away from the county do not have the necessary support services, enabling them to have more expertise and more information available to them for their citizens. The Morris County Library has been able to provide that in a very sophisticated manner.

The Senator has alluded to the fact that the member libraries now number 20, with 19 non-member libraries. It doesn't take much to figure out that the base

of library support has dwindled to a point where it is getting almost impossible for local libraries to support it. As each library or municipality pulls out, it makes the burden that much greater for those staying in the system.

I might say as a Freeholder, as a Director of the Board of Freeholders, and now as a member of the State Legislature, I have had no one come up to me and say we should do away with the Morris County Library. I have had numerous conversations with groups that feel that there should be a change in the role of the County Library in view of the more sophisticated approach that has been taken by local libraries.

During my term as Director of the Board of Freeholders there was a study embarked upon. And that study came out with some very interesting figures about the utilization of the library. It showed, without a doubt, that there is a great deal of utilization by certainly the member libraries, but also the non-member libraries. The feeling at that time was basically that we should review the function of the library itself and perhaps make some changes. There has been a great deal of discussion about that.

When the Freeholders had additional studies on this -- when I say additional studies, I believe they went out to every municipality and discussed this, both pro and con -- they came up with the piece of legislation which you have before you, and they also adopted a resolution. That resolution goes into certain changes that could be anticipated in the library function, but does not go into specifics, because they certainly want the input of not only the member libraries and the exempt libraries, but also the Library Commission, which has done an excellent job over the years of providing service to this county.

So I think there is a great deal of latitude in the bill for some important reasons. They did not want to find themselves boxed into a situation which could effectively make the library useless to not only the citizens, but the other great user of the library, industry in this county. I think sometimes we forget about the relationship we have in this county with our business community, which utilizes the library services to a great extent.

My office has received well over 5,000 petitions and letters in support of both Senator Vreeland's bill and my bill. It is not an easy problem to face. It has been studied to death. The Freeholders feel that this is the best solution to the problem that they could come up with - and, mind you, they have been studying this for at least five years. It is not something that was just done overnight. It is a volatile issue. It is one in which the existence of the Morris County Library is at stake. If this legislation does not pass, it is very possible that certainly within the next year or two, with the indication from the municipalities that they plan to leave the system, the cost will be so great that the alternative would be to close its doors. I think that would be a tragedy to this county. I think it would be a tragedy to both the exempt and member libraries because a lot of support information is available.

When I talk about that, I am talking about the back-up material in periodicals, business journals, audio-visual aids, and information which is just not available at the local level.

In deference to Senator Vreeland, I certainly would hope that his bill will be released from your Committee and brought before the Senate before the

year is out, because I think that we have a serious situation which must be addressed now and not a year from now. We are down to the final hour. I don't think we have any alternative.

With regard to my Assembly bill, I am willing to listen to suggestions. I am sure the Senator is too. I just want to impress upon the Committee that this is not something that has happened overnight. A great deal of time, effort and even State money has gone into the studying and restudying in order to arrive at a solution so that the County Library can survive and work as a partner with the municipal libraries. I feel, personally, the only way it can be done is through broad-based funding at this particular juncture.

If you have any questions, I would be most happy to answer them.

SENATOR WILEY: Thank you very much, Assemblyman. I do have one or two questions.

You referred to this as being your last hour. What is your understanding of the conditions that we face? Assume the Legislature is unable to do anything. What events do you foresee?

ASSEMBLYMAN GALLO: I understand that at least three municipalities, the major municipality being Parsippany-Troy Hills, will withdraw, if, in fact, there is no legislation. That has been stated loud and clear. I think in the case of Parsippany, that municipality represents almost 20 percent of the operating budget. I think you can visualize what would happen if almost \$200,000 were eliminated, which is the amount of participation by Parsippany-Troy Hills.

After talking with the Morris County Board of Freeholders - and I know today you will have Freeholder Eileen McCoy testify, who may have more information relative to this - I don't see the Morris County Library system extending much past a year, at a very reduced and maybe even a phased-out operation; or, if not that, a tremendous and radical change in the service that would be delivered to the citizens of this county.

SENATOR WILEY: In terms of the timetable, I have heard September 30th as a date by which notification probably would be given, if there were to be a withdrawal, and the withdrawal would be effective January 1st. That is the beginning of the next budget year.

ASSEMBLYMAN GALLO: Correct.

SENATOR WILEY: So, in the case of Parsippany, if it decided to withdraw, presumably it would act by September 30th and give notice.

ASSEMBLYMAN GALLO: Yes. That is why I think it is important that the Committee keep that date in mind, as far as releasing the bill. Because if there is not an indication that this bill is going to be heard this year, I am not so sure Parsippany is going to hold off any longer and will make the notification that is required to the county by -- I don't know whether the date is September 1st or September 30th. I think that makes it most imperative to get this bill on the floor.

SENATOR WILEY: What is the status of the bill in the Assembly at the moment?

ASSEMBLYMAN GALLO: The status of the Assembly bill is that it is in the Education Committee. I have talked to Chairman Newman and have asked him to give consideration to it as soon as possible.

SENATOR WILEY: Has he given you a reply as to when that would be?

ASSEMBLYMAN GALLO: No, he didn't.

SENATOR WILEY: On the matter of the access - I believe the bills are

identical - taking the Assembly bill, there is in there the same phrase in lines 6 and 7. Do you have a copy handy, Assemblyman?

ASSEMBLYMAN GALLO: Yes.

SENATOR WILEY: The language there says, "for the use of all the residents and inhabitants of the county. . ." There is also language described by Senator Vreeland, which gives the Freeholders certain discretion in prescribing terms and conditions necessary and reasonable to provide the free county library or free county library services. Can you tell us whether the intention of the bill would be to assure open access to the whole county or leave that to the discretion of the Freeholders?

ASSEMBLYMAN GALLO: I think that they are talking about open access, but maybe in a different vein from over-the-counter borrowing. There has been discussion that over-the-counter borrowing would, in turn, be contracted for by those libraries that do not have that service for their citizens right now. But I think it is important that the doors remain open because you have, as I said, many people who want to go in there for reference material which is not available any other place. If they research something and find they need to take the information out, they may be able to have it delivered to their local library. Those, I think, are the kinds of latitude that the Freeholders would like to have, so that they can discuss this with the Commissioners and find out how it can be worked out best.

I, for one, am sure that if you are going to have a change in the library, itself, that the area where the thrust will be is in duplicative services, those that could be eliminated without detriment to the municipal library systems. So I think there is going to be a great deal of discussion between the Freeholders and the Commissioners as to where duplicative services can be eliminated.

SENATOR WILEY: I sense from hearing from some of those who are in opposition to the bill that their concern is with what they regard as a competitive feature on primary library service. We understand that, if there is a county library, it must serve certain towns and provide primary library service. There are four or five towns in the county that have no libraries at all and they get it through bookmobiles or they can make direct trips to the County Library. Then there are another fifteen or so which have libraries of one kind or another - association libraries or public libraries - but which are members of the county, as you know, where the residents can come to the county and make free use of the library, borrow the recent best seller or whatever it may be, without paying any fee. Communities which are not members of the County Library, such as the one we are in right here, Morristown, have their own facility for primary library service.

I gather that one of the concerns on the part of the people who are speaking on the exempt side, so to speak, is that if the County Library which provides this primary library service for some of the county and must have the primary library service there - if that service is equally available on an open-access basis to the residents of the exempt community, this is going to set up a competitive situation which they are very apprehensive about because they fear that financially it would undercut the provision of their own library services in their own towns. Whether they are right or wrong, I think that is what their concern is.

So I look at the language of the bill and I am trying to understand just on that narrow point whether if this bill were enacted in its present form, whether - let's take Morristown - a resident of Morristown could be assured from the language

of that bill, "for the use of all the residents and inhabitants of the county," open access to the County Library without charge, as in the experimental period, or whether the Freeholders could modify that.

ASSEMBLYMAN GALLO: I would think - and again they are the ones that are going to be making the decision, along with the Library Commission -- but there has been talk about an additional fee for over-the-counter borrowing, which would be contracted. This is not set in stone, but it is a possible answer to those who have been concerned with competitive services. This would mean that if Morristown did not opt to have over-the-counter borrowing procedure in there, they would not pay the additional dollars for the contract service and, in turn, they would have to go directly through the library service for over-the-counter borrowing. But again, if you are talking about the specialized areas, I think the intent is that the County Library would be open so that they, in turn, could see what they are looking for.

SENATOR WILEY: For resource purposes?

ASSEMBLYMAN GALLO: For resource material.

SENATOR WILEY: Well, if the town could contract for primary library service, does that mean that it would not have primary library service if it did not contract?

ASSEMBLYMAN GALLO: As far as over-the-counter borrowing?

SENATOR WILEY: Right - over-the-counter, normal every-day use.

ASSEMBLYMAN GALLO: I would say that could be one of the alternatives.

SENATOR WILEY: --- that it would not have it unless it contracted?

ASSEMBLYMAN GALLO: They would have the advantage of the County Library as a back-up. In other words, if there was something that they wanted and the Morristown Library did not have it, they would get it through the county system. And I am sure that there would be regular stop-offs at all the municipalities from the county library to deliver whatever is necessary in the way of library material.

I think the basic reason for discussion about the contract possibility is to answer the questions of those who say, Victory Gardens doesn't have a library and why should we support them if they don't have their own library. Another thing is maybe we are talking about a phase-out of those services to places that do not have library services and trying to get them involved in a joint venture with maybe Dover Library when we are talking about Victory Gardens. I think this is a sound way of building a good community relationship.

I think, personally - and I have said this before - that you are going to have to do away on a county level with the Dick and Jane books eventually and you are going to have, in my estimation, a phase-in period for those municipalities that do not afford any library service to their citizens.

SENATOR WILEY: One of the concerns I believe you come abreast of is that if the town could contract to have primary library service but in the absence of a contract might not have primary library service, then the question arises whether it is fair for the town to be assessed the same amount of taxes as the others who are automatically getting primary library service.

ASSEMBLYMAN GALLO: Well, they are not automatically getting it. They would either be contracting for primary library service or they would not get it over the counter.

SENATOR WILEY: Even the towns without any libraries at all?

ASSEMBLYMAN GALLO: No. Those towns would be contracting for it.

SENATOR WILEY: Let's take the example of --- I guess Harding Township has a station but has no real library of its own. Under this bill, Harding would be paying its fair share of the county tax on the basis of equalized valuations. The residents of Harding would or would not be able to use the County Library for primary library service?

ASSEMBLYMAN GALLO: You know, I have not discussed this. I have heard Freeholder McCoy and other Freeholders indicate that this is a thought. I don't want you to think this is in stone.

SENATOR WILEY: I understand.

ASSEMBLYMAN GALLO: But they indicated that those who want over-the-counter borrowing could contract for it. Those who did not would not do this. It is an area of great concern because there is a lot of cost involved in over-the-counter borrowing.

SENATOR WILEY: So even in a case like that of Harding or any town, if I understand what you are saying, for the citizens of that town, even with this bill, to have library service, they would have to contract with the County Library.

ASSEMBLYMAN GALLO: For over the counter.

SENATOR WILEY: And, presumably, they would have to pay something for that as a part of the contract ---

ASSEMBLYMAN GALLO: Yes.

SENATOR WILEY: (Continuing) --- in addition to the county library tax.

ASSEMBLYMAN GALLO: Right. Again I want to emphasize that there has been talk, as you know, and I don't know how far it has gone with different types of aid to those municipalities that have sophisticated library services. I don't know the ins or outs of that, but I know these are the types of discussion that are going on. I think we are all groping for a way to handle a very serious problem. Maybe what is being said by others as to possible solutions to some of the problems that have been raised by the exempt libraries and also the member libraries shouldn't be part of the testimony here. But I do think that it has been indicated by the Freeholders and I assume by the Library Commission that nothing is set in stone. They realize what type service has been given to the citizens of this county for many, many years; and they will do almost anything to work out a solution to the problem, even if it takes compromises on both sides.

SENATOR WILEY: If you had a concept, which I think is related to what you are saying, by which the county as a whole would provide the non-over-the-counter service, let's say, the secondary service, perhaps through the county budget, and this would give them the reference and the resource, whatever the means, where you can go in and research a subject, sit down at a table and use books or maybe actually take a book if you get a slip from your local library first and where you could have the intensity of research capacity and some of the special services, audio-visual, equipment and the like, then that might be paid for on a countywide basis. But any town that wanted primary over-the-counter library service, either in addition to what it had on its own or because it didn't have any of its town, would have to make up its mind to pay for what it was going to get.

ASSEMBLYMAN GALLO: That is not necessarily my feelings on the matter, but that is what I have heard. My feelings on the matter would be - and I have

mentioned this a number of times - that those who do not have library service would, in fact, be given service as usual. They would sign a contract that, in turn, would make them eligible for a period of three to five years, depending on what the Freeholders felt they wanted to do, at the end of which time they would have to have library service of their own, either established in their own community or a joint venture with another municipality.

SENATOR WILEY: This then would lead to a phasing out ultimately of any primary library service by the county facility?

ASSEMBLYMAN GALLO: Correct.

SENATOR WILEY: I think one of the problems perhaps is in the language that I have been referring to here, "for the use of all the residents and inhabitants of the county. . ." I think that certainly has been read by some to suggest that this means that everyone pays and everyone uses or can use if it wants to. Whether it would ultimately be read that way or not, that certainly is the way some people interpret it. That is not your intention, I take it.

ASSEMBLYMAN GALLO: No, that is not my intention and I don't believe that is the intention of the Board of Freeholders. I do feel, let's face it, that any municipal library does not want any infringement upon its domain; likewise, the county would like to retain its "status quo" too. But I think the county and the Library Commission have indicated that they know that there are significant compromises that have to be made. They want to have the latitude, along with the Freeholders, to make those compromises in areas where it is going to be the least detrimental to the citizens of this county. I feel the bill does afford them that latitude.

I know, as Senator Vreeland has indicated to me, that there are many people who have come up and said it is not specific enough. You know that legislation that is too specific can end up being an albatross around your neck and really work as a detriment rather than spell out the proper procedures because in reality some things change and you should have the flexibility to change with them.

SENATOR WILEY: Any questions?

SENATOR LIPMAN: I am somewhat confused. The formula for taxation for members and nonmembers, if it is going to be a broad-based tax based on equalized values, then it would seem that those towns which have their own local libraries and primary library services would be treated a little differently from those who actually needed primary service.

ASSEMBLYMAN GALLO: I think that they probably would after a phase-out period of those that would be receiving primary service with the Morris County Library, if, in fact, what I have suggested were to become reality, where you would have a three- to five-year phase out of any municipality that has not taken advantage of any other arrangement or does not want to put money into its own local library.

I don't mean to say that some of those municipalities - and when I spoke of Victory Gardens, I was using an extreme case - could have their own libraries. There is no way they could have their own library services because of the size of their communities. They should, in fact, join with another town so they could offer their citizens library service. Those particular towns within a three- to five-year period would have to come up with either their own library service or go into a joint venture. There are many joint ventures. Madison has a joint venture with Florham Park for library service, which is fine. That is excellent.

I don't know whether I have answered your question, Senator.

SENATOR LIPMAN: Yes, I just didn't understand. You see, my county doesn't have a county library.

ASSEMBLYMAN GALLO: But Newark has the finest ---

SENATOR LIPMAN: I am trying to understand the basis of taxation for the members and the nonmembers. I understand the disagreement here about which services are going to be provided. The towns which are not members obviously -- when you say "exempt," does that mean that they have never been members?

ASSEMBLYMAN GALLO: No. When it was established, there were 35 members, which meant 35 municipalities, and we have 39 municipalities in this county. So some of them have been exempt since its inception. I think Dover was one.

SENATOR LIPMAN: From the beginning?

ASSEMBLYMAN GALLO: From the beginning.

SENATOR LIPMAN: They were never members.

ASSEMBLYMAN GALLO: Right.

SENATOR LIPMAN: They had their own libraries from the beginning?

ASSEMBLYMAN GALLO: Yes.

SENATOR LIPMAN: And the others just withdrew at will?

ASSEMBLYMAN GALLO: Yes. I have been to a number of towns as a County Freeholder in support of the Morris County Library service, encouraging towns to develop their own library service. I think it is a case where the mother now is being abandoned by her children.

SENATOR LIPMAN: I see. Thank you very much.

SENATOR WILEY: Senator Scardino.

SENATOR SCARDINO: I would like to ask a couple of questions. How would it benefit those libraries who are not participating in this particular program of providing a share in the funding of the County Library? How would it benefit them to participate should this bill become law? What benefit would it be to them?

ASSEMBLYMAN GALLO: Are you talking about those who are exempt now, Senator?

SENATOR SCARDINO: Those who under this law would now be mandated to participate in funding.

ASSEMBLYMAN GALLO: Let me say that maybe we are our worst enemy as we go down the pike, but there have been aid grants available to this county in different areas which have been taken advantage of. At the same time that you take the aid grant, there is an item on the bottom which says this has to be available to all citizens. We have had two years of open library service, or almost two years of it; so the people have really gotten to know the county library service and have not been restricted in the way they were before.

To answer your question and be honest, at this stage in the game, they have been getting this service for the last three or four years in many areas, such as audio-visual. That is one area in which it was made mandatory that the county provide the service to the citizens of the county. So there was no charge for that because it was an aid grant that required that the service be given to all.

What they would eventually lose, let me put it this way, if the library service restricted them and the Morris County Library said there would be no information available to exempts, would be of tremendous detriment because a lot of the local libraries do not have the back-up material, including a town like Parsippany-Troy Hills which has a population of 65,000 people and has four libraries,

but still is one of the biggest users of the Morris County Library service, not only from a direct standpoint, but because of the resource information that is requested by the local libraries and delivered to the citizens of that town.

What I am saying is that the Morris County Library service is such that it delivers the expertise that a normal municipal library would not have and really shouldn't have because of duplication. Talking about duplicative costs, I think of some of the periodicals and business journals and things of that nature which are very costly. I wouldn't expect a municipality to duplicate that cost. It should be in a central agency which will be able to deliver that at a lot cheaper cost because they have greater utilization.

SENATOR SCARDINO: Of course, I guess the ones who would probably be delighted to respond to that question are those functioning at the local level who maybe feel contrary to the position that you take. I will await the opportunity to hear their point of view in that respect.

I am just learning about Morris County and its situation with the libraries. I can't relate it to any situation with which I am familiar in Bergen County or anywhere else in the State for that matter. I asked Dave Taylor moments ago whether or not this is a unique situation. And, as far as our research goes, as far as a comparison made with anywhere else in the State, it is somewhat unique. It is curious that at one time there were 35 participating communities, as you stated, and now it is down to 20, and out of the 20, 15 can opt out if they want to. The other 5 must remain because they don't have libraries of their own at the local level.

I am curious - and I hope that perhaps we can draw this out during the course of this testimony today - as to just how those 15 or some of those 15 feel about the services that they are getting at this point, because I think that is the bottom line: What are we going to get from our participation with the County Library? What does it have to offer that we are not, in fact, providing for ourselves at this point? What would be unique over and above those services that would warrant our participation? I think that is what we have to be looking for.

I want to ask something else. I would assume that your bill and Senator Vreeland's bill are identical. Is that correct?

ASSEMBLYMAN GALLO: That is correct.

SENATOR SCARDINO: Senator Wiley earlier referred to a section of the bill where it exempted the counties from the cap limitations placed upon them by State government, Chapter 68; is that correct?

ASSEMBLYMAN GALLO: Correct.

SENATOR SCARDINO: Does this also exempt the communities that will participate in the funding should this bill become law? Will they also be exempt from the cap limitations?

ASSEMBLYMAN GALLO: Yes, because it will be a mandated cost by the State. That was put in there only ---

SENATOR SCARDINO: Does this only apply to the counties or to both counties and municipalities?

ASSEMBLYMAN GALLO: The county would be raising it through the municipalities.

SENATOR SCARDINO: But the municipalities will have to raise the funds to pay their share to the county. I just wanted to make sure that that provision be put into the bill and made clear, in the event that this should become an act, so

that municipalities will not be burdened with that.

ASSEMBLYMAN GALLO: Senator, it is my understanding that anything that is dictated by the State, automatically falls within the cap. In the event this bill were passed, it would then be dictated from the State, to the counties, to the municipalities. Therefore, according to my understanding of it, it would be exempt.

One of the reasons for the exemption is that at this stage you have \$944,000 that is being paid for. It is already in and, if you had a reduction for one year, it could affect the County Library. You are talking about a million dollars in the county budget, itself. That is the reason for the exemption.

I am sure, if, in fact, that was a concern - and it has been listed as a concern by some that it gives carte blanche to the Freeholders; I know that they work a very tight budget -- but if that were a concern, then I think that you could say, at least, that it does not fall under the cap for the first year and it would be required to be considered under the cap after the first year, which would be something which I believe is reasonable.

SENATOR SCARDINO: Thank you.

SENATOR WILEY: The expenditure probably would not be mandated in the sense that the State is directing it be spent. This is an authorizing piece of legislation. The county would make up its mind what the budget was to be. Therefore, I presume it was thought the sentence was necessary in the bill in order to treat it as if it were a mandated expenditure. That would be a factor in the county budget so as to take it out of the county cap. I don't think it would affect the municipalities.

Senator Lipman.

SENATOR LIPMAN: I just want to get something clear. In federal aid and State aid, it is given on the basis that there is free access to this library by all towns in the county, even those who are not members.

ASSEMBLYMAN GALLO: Correct - in this particular case. When Mr. McPherson comes before you - and I think he is listed right after me - if you would ask him that question, I am sure he can go in more detail and maybe make it a little bit clearer in your mind. As a federal grant, it had to be available to all citizens in the county. Mr. McPherson, I am sure, will be able to give you more information on that.

SENATOR LIPMAN: Thank you.

SENATOR WILEY: Thank you very much, Assemblyman Gallo. Did you have anything further?

ASSEMBLYMAN GALLO: No.

SENATOR WILEY: Thank you for spending all this time with us. We appreciate it.

Our next scheduled witness is Kenneth McPherson. I understand Mayor Fahy of Parsippany, who is listed second after that, has a problem and won't be able to wait until that latter position. I believe he has spoken to Mr. McPherson. Is that so? And he has yielded to the Mayor of Parsippany-Troy Hills. Mrs. Gerhart was listed, I think, next after Mr. McPherson. But if that is agreeable, we will ask that Mayor Fahy of Parsippany-Troy Hills come before us now, if he is willing to. Then we will go back to the normal order. Thank you, Mr. McPherson.

Mayor John Fahy of Parsippany-Troy Hills.

J O H N T. F A H Y: Good morning, Mr. Chairman and members of the Committee. Thank you very much for the opportunity to speak this morning.

I intend to read a very brief statement and then possibly make some other comments and try to answer any questions you feel I can answer as the Mayor of Parsippany-Troy Hills.

My statement is, as follows:

My name is John T. Fahy, Mayor of Parsippany-Troy Hills.

The question of how the Morris County Library is funded in the future is critical to its survival.

The Township of Parsippany-Troy Hills has on numerous occasions expressed our deep concern over the ability of the Morris County Library to continue to function when its fiscal support base is continually eroding.

Parsippany-Troy Hills is presently funding approximately 18 percent of the Library annually and our proportionate share increases every time another municipality leaves the County Library.

It behooves me to understand why every other county facility is automatically funded from general taxation and the County Library is left to the mercy of the communities that desire to contribute to its survival.

The per capita cost to the county would be minimal when compared to other services, such as golf courses, skating rinks and other such amenities the county taxpayer has to support.

I feel very strongly that the County Library is an important part of the county educational system and the services it provides to the taxpayers, college students and high school students, in the area of research, will not be easily replaced if the County Library becomes defunct.

The opposition to the County Library, I believe, is not representative of the county residents, but rather is the position of professional and other organized groups opposed to the county library concept.

I feel a binding county referendum would find that by and large the residents of Morris County would support the library system.

The State law governing county libraries is antiquated and should be amended to require every county to support their libraries without the libraries having to exist under the threat of loss of funding.

The Parsippany-Troy Hills Township Council this past year has made a decision, that unless some equitable means of funding the County Library is found for the coming year, the township will cease to participate in the Library.

This action was taken reluctantly, but nonetheless we cannot continue to keep absorbing higher and higher funding percentages of the Morris County Library.

I would ask on behalf of the Township of Parsippany-Troy Hills that the necessary legislation be enacted to permit the Morris County Library to continue to exist and service the residents of Morris County. That is the end of my statement.

SENATOR WILEY: Thank you very much, Mayor.

MAYOR FAHY: I have great difficulty understanding how this county went ahead some years ago and appropriated a substantial amount of money to build a facility that we are now backing away from funding, as far as operations go. I think, if that is the case, then the people in this county were misled some years ago

and there was a great squandering of taxpayers' money, because what is ultimately going to happen is that the County Library is going to become defunct. I say this because there are presently 20 supporting communities and I understand another three are anticipating withdrawing from the county library system. I don't know how the county leaders can justify to the taxpayers of this county an empty edifice sitting over on West Hanover Avenue that serves no useful purpose. There is no justification in my mind for letting the Library come to its demise.

I want to make a very strong point; and, that is, that Parsippany-Troy Hills, as I said in my statement, is taking this action very reluctantly. I happen to believe in the county library system and I happen to believe that it is in the best interest of the people of this county. I also happen to believe that concerted effort to deny broad-based funding is not representative of the feeling of people in this county. And, if the State Legislature cannot come to a decision on whether or not they should allow Morris County the right to have broad-based funding, I think the least they should do is to conduct a binding referendum of the people in this county and find out what the sentiment is. That would help the members of the State Legislature then to make up their minds. This has been proposed at various meetings that our Township Council has had with the Board of Freeholders. The idea has been well received by some of the members of the Board of Freeholders; it has been rejected by others.

I think the people in this county are being shortchanged. I am talking about the people, not the organizations and professional groups. The people, themselves, are being shortchanged if that County Library is allowed to become defunct. I would encourage you people to consider our plight.

Whether or not State law mandates it in Mrs. Lipman's county and whether or not they have a county library should not be the consideration. If the people in Essex County choose not to have a county library, that is certainly their prerogative. But if the people of Morris County choose to have a county library, that should also be their prerogative. And the means of funding it, obviously should be a broad-based tax.

There is a question in the minds of many people as to why they should support certain aspects of the county library system. I think their concerns are legitimate. But I think the library can be funded in such a manner as to keep it viable and, at the same time, there can be programs worked out that would be acceptable in my community and acceptable, I would hope, to other communities, in order that the library may stay operational. If you care to talk about some of those possibilities, I would be more than glad to discuss them with you.

As I have said, we are very reluctant to leave this system. We know realistically if Parsippany-Troy Hills pulls out with almost 18 or 19 percent of the funding of that library, they have a real problem. We feel very bad about that. But we have come to the point, after talking for four or five years on this matter, that we feel that the problem hasn't been addressed, that we have been getting a lot of lip service, and that no one is really searching for the answers.

One possible solution would be, with a broad-based funding program, to have each community responsible to pay a proportionate share of the operation of the County Library for the services that are not available in most libraries. We spend \$350,000 a year in Parsippany-Troy Hills, in addition to the \$200,000 at the county level, for library service. Yet we do not have all the materials available at our

libraries that we believe are necessary for the people in this county, especially our young people who like to do a lot of research and are required to do a lot of research in many of their school projects. So if a program were established and everyone had to support certain aspects of it, the aspects that aren't covered by the local libraries, then the communities that chose to participate in the primary service would contract for that service. That would be acceptable to Parsippany-Troy Hills. It is not even so much the money as the principle in the minds of our Township Council. They just feel the principle of supporting a library is a responsibility of the county as much as it is for supporting golf courses and skating rinks. We believe that it should be funded accordingly.

There are other possibilities that Parsippany would consider. If someone were to present to us viable alternatives, I think that by this September when we have to make a commitment to the county for the coming year, 1978, we would give strong consideration to remaining in the county library system. But we are not going to give it that kind of consideration unless we see some kind of program presented that looks viable and something that indicates that there is support for some kind of a broad-based funding at the county level.

I would encourage, very frankly, the Township Council to stay in the county library system. I don't think it would take too much persuasion on my part for the governing body to do that, as long as we get some indication that we are going to have some kind of a broad-based funding for the basic support of the County Library; the balance, the rest of us can contract for or not contract for, as we see fit. But I believe that if the County Library becomes defunct, you are going to hear a hue and cry from the people in Morris County. I think at that time, it will probably be too late to come to a resolution of the question. It seems that is the route we are going, but I think it is well within the realm of the State Legislature to not be parochial in their thinking, but to be progressive in their thinking and forget the county they live in at this time in making this judgment and think about the people in Morris County, the majority of whom, I believe, want a County Library.

SENATOR WILEY: Thank you very much, Mayor.

When you talk about certain services being provided by the county as a whole and others contracting for the primary library service, do you have a figure in mind out of the County Library budget of, say, \$1.4 million, of how much of that is attributable to the primary library service and how much to the service that would be funded broad base?

MAYOR FAHY: No, I don't care to get into the operational numbers of the County Library. I think that is an area that the Board of Trustees should deal with. I don't care to make statements on the financial aspects of the day-to-day operation, with which I am not that familiar. I am familiar with how much money Parsippany-Troy Hills spends and how much the County Library service spends. But I think those figures would be available to the State Legislature in order to make that decision.

SENATOR WILEY: You can think of it this way, I suppose: The physical facility and the maintenance are now funded out of the county budget.

MAYOR FAHY: Right.

SENATOR WILEY: What you are suggesting, as I understand it, is that, in addition to the physical facility and the maintenance, that certain of the

resource functions - the secondary functions - be funded out of the county budget too.

MAYOR FAHY: That is correct.

SENATOR WILEY: And the balance be funded on contractual payments by those communities that want to participate.

MAYOR FAHY: Correct.

SENATOR WILEY: Presumably that would include most of the towns that are presently participating, including Parsippany-Troy Hills, as you have indicated. Would you be apprehensive at all as to this leading to a similar pattern in the future as communities grow and develop their own service that they would discontinue contracting for the primary library service and that you might get back into the kind of problem we have now?

MAYOR FAHY: No, they may well take that course eventually. But the point is that the basic requirements of funding the County Library for its operation and the research services that would be available will always be supported by county taxation. And the County Library would function, depending on what communities wanted to contract for. Obviously, if contracts for primary services fell off, the county would have to adjust its operational budget accordingly.

My thinking would be that the basic consideration would be the operation and the maintenance of the County Library, predicated on the kinds of services, basically research and others, that are not available at the primary level. But, regardless, the County Library would be funded operationally. They would have to make an adjustment in their staff and other things as service demanded. If it fell off, they would have to reduce their staff. If it increased, they would increase their staff. That is really where the majority of your cost comes in, the operational aspects of it.

SENATOR WILEY: Thank you, Mayor.

Are there any questions?

SENATOR LIPMAN: No. I just wanted to say to the Mayor that as an ex-Freeholder of Essex County, I was trying to understand the problem. I am sure that we have many mandated costs in Essex County that Morris County does not have. I just could not think of a comparable situation with the Morris County Library system. That is why I asked the question, if the State aid and the federal aid had to be spread all over, then it seems logical to say that the taxation should be spread all over. That was the reason for that question.

MAYOR FAHY: I would agree with that.

SENATOR LIPMAN: I assure you that we will try not to be parochial here.

SENATOR WILEY: We never are.

SENATOR LIPMAN: I can't say that.

SENATOR WILEY: Senator Scardino has a question, Mayor.

SENATOR SCARDINO: Mayor, first of all, I want to thank you for your comments this morning. I would just like to clear up a few points in my mind.

Do I understand now that there are three libraries now functioning in your jurisdiction?

MAYOR FAHY: Yes, with the proposal of a new library facility being constructed.

SENATOR SCARDINO: Is that a fourth?

MAYOR FAHY: That would be a fourth. The position of the majority of

the people on the Township Council is very simple. If we are going to spend \$200,000 a year supporting the County Library system and watch our share of participation increase gradually as people drop out, the question then arises: Would it not be better for us to build our own reference library and support that library, because as we start moving up toward a quarter of a million dollars a year and more, in a ten-year period, we could build a beautiful facility and be able to stock that with reference material? But we think that would be the last resort for our community because we happen to believe that the County Library serves the purpose at this time and there is no real need for us to get into the research aspect of library services. But that is a strong consideration on the part of Council at this time and we have an application in under the Public Works Construction Act for the funds to build an additional library. We already have acquired the land for that. That will be dependent obviously on the funding. If we don't get the funding from the Public Works Act, we will more than likely move ahead with the project next year anyhow.

SENATOR SCARDINO: Are you suggesting that the \$200,000 that you contribute each year to the County Library justifies what your residents are getting out of that County Library in terms of resource materials and information?

MAYOR FAHY: We have a broad use of the County Library by our residents. I think the majority of our residents are in favor of supporting the County Library. Whether or not dollar for dollar we are getting our fair return on the \$200,000 - I don't believe that is the case.

SENATOR SCARDINO: The point I am trying to get at, Mayor, is whether or not in view of the fact you have three libraries now and a fourth being constructed ---

MAYOR FAHY: Proposed.

SENATOR SCARDINO: (Continuing) --- we are not dealing with a situation where there might be some clear indications of duplication. In many areas - I think the one you are emphasizing where there may not be a duplication, where your local libraries just cannot stand up to the County Library, is the resource material. My question is very simple, as to whether or not \$200,000 a year participation on the part of Parsippany-Troy Hills is justified in light of what they are receiving in that respect.

MAYOR FAHY: I guess it is a question of how you look at it. I think it is a little on the high side for Parsippany-Troy Hills; but, at the same time, we feel and many of our residents feel that rather than see the demise of the County Library --- We have participated the past years, knowing we have been paying a disproportionate share of the County Library operational budget. But if the County Library comes to its demise, then the service that has been available to our people will not be available. Dollar for dollar, no, we are not getting that kind of return. But if you are talking about whether or not it would be more detrimental for our residents not to have this service available, then, on balance, I would have to say we are getting a return for our money, but not what we believe we should be getting. I will put it that way.

SENATOR SCARDINO: Thank you, Mayor.

SENATOR WILEY: Thank you again, Mayor. We appreciate it.

MAYOR FAHY: Thank you very much.

SENATOR WILEY: Back to our sequence, we are running behind, but the discussion is all pertinent and I think it is important that we get into it.

Mr. Kenneth McPherson, the Director of the Morris County Library, will be our next witness.

I see Freeholder Director Burkhardt and it gives me an opportunity to say thank you for making the room available to us, Peter. We appreciate it. The facilities are very nice.

K E N N E T H F . M c P H E R S O N : Senator Wiley and members of the Committee, I do appreciate this opportunity to be here this morning.

I feel that Senate 3068 is designed to be responsive to a Morris County issue. It is Morris County's solution to an outdated 1920 library law. It is imperative that this Bill be voted favorably out of Committee. Resistance to the legislation on grounds that it may set a precedent is not well founded. A 1963 New Jersey law permitting any county under 150,000 population to establish a County Library by resolution of the Board of Chosen Freeholders did not set a widespread precedent.

Legislative solutions passed in 1920 do not apply today. What Senate 3068 does is to assure the Morris County Library the same firm support base afforded any local municipal library.

The New Jersey State plan for library service is built on utilizing the strengths of existing libraries for the benefit of all. One such strong facility is the Morris County Library. However, without a firm support base, that strength cannot be maintained. In addition to access to materials by individuals and libraries, the plan also encourages the establishment of systems - or libraries working together cooperatively. Any system is dependent on the existence of strong local libraries. Morris County Library has, in the past, and will continue in the future to foster the growth of such strong local libraries. In no way do we see the co-existence of both strong local libraries and the County Library as competitive, duplicative, or answerable to the charge of double taxation.

The Morris County Library Commission has a proposal predicated on broad-base funding that has received at least an informal endorsement from the Board of Chosen Freeholders. The proposal calls for support of the County Library at the rate of 1/5 of a mil. This rate was chosen because a recent study by the Library Development Committee of the New Jersey Library Association indicated that when additional funding for libraries was going to be called for, they would hope to predicate county library support at 1/5 of a mil. This will generate \$1.5 million and an estimated additional \$100 thousand in State aid. Of the \$1.6 million so generated, \$750 thousand would be redistributed to municipal libraries.

These funds would be used to equalize the municipalities' contribution by taking into consideration the amount of their contribution and the community's distance from the County Library. Acceptance of this aid would require the municipality to participate in a countywide reciprocal borrowing program similar to the one which we undertook as part of our Open Access Program.

Five regional or mini-area libraries would be established and receive subsidies from the county. These subsidies are based on a 25 percent match of the local library budget and 50 cents per capita for the service area.

The purposes and advantages of this proposal are:

One, generally to improve the level of library service across Morris County.

This will be accomplished by providing access by all citizens to all

libraries and especially the five regional libraries which were proposed for Madison, Dover, Roxbury, Pequannock and Morristown as the Historical Reference Center, as well as the County Library.

The program would utilize the strengths of the five regional libraries to provide improved library service for all residents of the county.

It would also recognize appropriately those communities who, over the years, have developed a high level of service locally.

It is the belief of the Commission that this proposal would go far in reducing opposition to the legislation now pending which would broad-base fund County Library support. It gives the five regional libraries special incentive to support broad-base funding and maintain a high level of local support. It also provides support to all local libraries in the county through the County Incentive Aid.

Additionally, any State per capita aid earned as a result of County Library support would be returned in its entirety to the local municipality.

As an adjunct to this proposal, the Commission also proposes to automate our circulation control system. Cost for such an installation would be minimized because most of our collection is already in machine readable form. Using this as a base, the collections of the other libraries in the county could be similarly converted and a location file created. The location file would be expanded over a period of time so that the holdings of all libraries in the county were included.

For those who could use it economically, automated circulation control would be offered. The State Library is already on record in support of resource identification and sharing, which develops bibliographic control of materials on an area basis, which promotes and strengthens rapid delivery of interlibrary loan of materials and which allows citizens direct access to libraries within the State, regardless of the type or jurisdiction.

To preserve flexibility and permit the county to be responsive to future library needs, many of which we probably haven't dreamt about yet, these proposals have not been included in the legislation.

All of this, however, could be accomplished under S 3068. It would, therefore, preserve the Morris County Library as an integral part of the county's cultural heritage and also permit the support and improvement of local library service.

I would like to conclude my remarks by reading a resolution that was passed in July of last year by the American Library Trustees Association. The resolution reads:

"WHEREAS - the right to free public education has long been a strong element in the foundation of our American system of democracy, and

"WHEREAS - the American Library Trustee Association has traditionally fought for the recognition of the library as an integral part of the educational system in formal and continuing education, and

"WHEREAS - the right to free access to library services and materials assumes that the right for individual development is not limited to those with the economic ability to purchase such access

"THEREFORE, Be It Resolved That:

"The American Library Trustees Association supports the right to free access to general library services and materials by all persons within the political subdivision supporting said library."

The Morris County Library Commission has endorsed this resolution.

There are many residents in Morris County that are denied free access

to the County Library. It is to right this inequity, preserve the County Library and initiate the support program described that I again urge the Committee to vote favorably on Senate 3068.

SENATOR WILEY: Thank you, Mr. McPherson.

I have a question or two. I believe I hear in your statement, as in the resolution you just quoted and in earlier statements of the County Library, that you see open access by all citizens of the county to the library as an important point so far as the operation of the library is concerned.

MR. MC PHERSON: It is a philosophical concept to which I am dedicated.

SENATOR WILEY: You support this legislation?

MR. MC PHERSON: Yes, sir.

SENATOR WILEY: Do you envision this legislation as bringing about a situation under which all the residents of the 39 municipalities in Morris County would have open access - direct access - to the County Library?

MR. MC PHERSON: That is the way I conceive it, yes, sir.

SENATOR WILEY: So I, as a resident of any town, can go to the Library and borrow any type of book that you had in the collection, without paying any fee?

MR. MC PHERSON: That's right.

SENATOR WILEY: As I listened to Assemblyman Gallo and also Senator Vreeland, I heard them talking about a concept which they envision of the County Library providing the secondary services to all citizens, but providing primary services only in cases where contractual arrangements were made with given towns to purchase those services.

MR. MC PHERSON: I think the definition of primary services is perhaps where we are coming a cropper. There is great unevenness among the libraries in Morris County. There are only three libraries in Morris County with collections of over 100,000 volumes. There are two with about 50,000 and everyone else is well below that figure. So the average collection in Morris County consists of a collection of 33,000 volumes.

The Morris County Library's collection is 245,000 volumes in house. Now primary service for Madison, which has a 107,000-volume collection, would be quite different than primary service for Rockaway Borough, which has a collection of 14,000 volumes. So to say that you are only going to provide secondary service almost gets to be undefinable and inadministrable unless you say what you are going to use as your base for primary service. Are you going to use Rockaway Borough? Or are you going to use Madison?

That is why I think this proposal speaks to that. It provides financial support. It provides sharing of technology with the Madisons and the Morristowns and the other strong libraries. Along with the financial support, it provides other kinds of support for the smaller, weaker communities.

SENATOR WILEY: But whatever the needs of the particular community might be, to the degree that they wanted to use the County Library, they would be free to do so.

MR. MC PHERSON: That is right. This is the case of the local library. If you don't use it, you pay for it. But if you use it a lot, you don't pay any more.

SENATOR WILEY: In the case of Madison with 107,000 volumes, the residents might find less need to go to the County Library unless it just happened

to be physically easier to get there.

MR. MC PHERSON: That's right. That is why we propose, as the State has done, to utilize Madison's strength to serve its surrounding communities, just as the State has come to the county and said, "You are the strongest library in this area. We would like to have you open your doors to any county resident who wanted to use you."

SENATOR WILEY: I have asked the sponsors of the bill about the meaning of the language, "for the use of all the residents and inhabitants of the county," which occurs in lines 6 and 7 of Section 1. That is a pretty broad statement. I gather that is what you have in mind. Do you read that to mean that that would be assured?

MR. MC PHERSON: I am not sure that it was initially. I think that there has been a very substantial public support of that position and I would hope that the Freeholders would be responsive to that public input.

SENATOR WILEY: Just in terms of what the intention of the language is, which is what legislators have to be concerned about, if this were enacted in that form, would that be assured to all of the people of the county?

MR. MC PHERSON: No.

SENATOR WILEY: It would not be.

MR. MC PHERSON: Not necessarily, no.

SENATOR WILEY: It would be up to the Freeholders then to decide who would have access and who would not.

MR. MC PHERSON: That's correct.

SENATOR WILEY: If they should decide that they wanted everyone to have access, that would be the case and it would not be necessary to contract.

MR. MC PHERSON: That's right.

SENATOR WILEY: But they could go to the other extreme and say no one will have access for primary normal library use, without paying by contract in addition.

One of the problems that we have had with the system the way it is funded now is that while it isn't contractual, it is still optional. You are in if you want to be in and you can step out if you no longer want to be in. And people have been stepping out now by the dozen or more. That has eroded the base and that is why we are having the public hearing today.

If you have a contractual right to exercise that option rather than doing it by referendum, are you going to have a different situation?

MR. MC PHERSON: How would that work, sir?

SENATOR WILEY: I presume it would mean that the Freeholders, if that is the way it would work, would say no one has primary access. This is what Assemblyman Gallo, as I understand it, was saying. No one has primary access as a matter of right. You are only going to get it if you enter into a contract to purchase it, town by town. Presumably the towns which presently are getting that service, not by contract but by another thing of different name with the same import - that is, by option - some of those 20 or all of them would enter into a contract for that service. The Mayor of Parsippany has indicated that Parsippany might consider that as a means of getting primary service. But by the nature of a contract, it can be made so that it can be terminated. When it expires, presumably that base of maybe 20 towns to begin with could erode because contracts were not renewed.

MR. MC PHERSON: Presumably, yes.

SENATOR WILEY: Is that a source of concern to you?

MR. MC PHERSON: Yes.

SENATOR WILEY: Is it a solution to the problem, is what I am asking of you.

MR. MC PHERSON: Not one that I would like to live with.

SENATOR WILEY: Could you?

MR. MC PHERSON: If I had to.

SENATOR WILEY: I think one of the implications of this is that we are now funding across 20 towns the non-capital costs, so to speak, of the Library, less the aid you get in State aid, the per capita aid, the area aid and the film grant. You are funding across 20 towns a million dollars.

MR. MC PHERSON: Approximately, yes.

SENATOR WILEY: Now that million dollars pays for what we loosely define as primary service and also pays for some secondary capacity that the Library has of 235,000 volumes.

I assume that the primary library cost is less than that million dollars.

MR. MC PHERSON: Yes, sir.

SENATOR WILEY: Can you give us a number that we can work with today what that would cost? Would it be a half million?

MR. MC PHERSON: We don't have a firm figure on that. I could have it by this afternoon.

SENATOR WILEY: Could you? All right. Well, just looking at it roughly, I came to the figure of half a million. Am I way off?

MR. MC PHERSON: I think it might be higher. It might be seven.

SENATOR WILEY: It might be higher - \$500,000 to \$700,000.

In that case, as I understand the implication of what is being proposed, instead of spreading a million dollars over 20 towns, which are the member towns, you would be spreading whatever that number is, \$500 or \$700 thousand, over as many towns as contract. Let's say it is 20. So the amount that you spread by contract payment rather than by dedicated tax would be spread as widely, but it would be thinner because the total amount was less. Then you face the possibility, I presume, of ultimately phasing out the County Library. I think it was implied by one of the comments that over a three- to five-year period the municipalities would be expected to develop their own primary capacity; and the County Library ultimately would be phased out then, as I understood one of the comments. That is not in keeping with what you are saying?

MR. MC PHERSON: No, it isn't. I am having trouble with this definition of primary services and what really is implied there. Library services are library services and they go in various degrees of depth. As I have indicated, there is a community with a 14,000-volume collection and there is a community with a 104,000-volume collection. They are presumably both providing primary services. But it would be difficult to define those in really rigid terms.

SENATOR WILEY: If you could by this afternoon or whenever - I don't want to press you, but it would be helpful today - give us brackets, at least, for the cost of primary library service, it might be helpful to the people who are thinking about the subject here today.

Senator Lipman, did you have any questions?

SENATOR LIPMAN: How long are you going to be here, Mr. McPherson?

MR. MC PHERSON: I expect to make a day of it.

SENATOR WILEY: Senator Lipman reserves the right to ask questions.

Thank you very much.

We had originally allowed an hour between 12:30 and 1:30 to break for lunch. A number of people would like to have lunch, I understand; it helps you to endure the afternoon, although this is intellectually food for thought. We are crowding our schedule. Perhaps we can crowd lunch a little bit and try to get everybody on in the morning who was scheduled to be heard.

We will express our appreciation to all of you for your brevity and apologize for our questions, although we think that is an important part of the proceedings.

The next one on the list is Marian Gerhard, representing the New Jersey Exempt Library Association. She is grouped together with Peter Yannotta and Betty Budell. Could you all come up to the table.

M A R I A N G E R H A R T: Senator Wiley, it is our privilege to be here today.

SENATOR WILEY: It is nice to have you.

MS. GERHART: We should say to you that we are not representing the New Jersey Exempt Library Association. We represent the Exempt Libraries of Morris County.

SENATOR WILEY: Thank you for the correction. It was listed improperly on our sheet.

MS. GERHART: I am speaking as the Chairman of that group.

SENATOR WILEY: Why don't you identify them so we all know their names and titles and the like.

MS. GERHART: Peter Yannotta is across from me. He is the Director of the Chatham Library. Betty Budell is beside me. She is the Director of the Madison Library. And I am Marian Gerhart and I am the Director of the Morristown Township Library.

SENATOR WILEY: Thank you.

MS. GERHART: Since we have set a great deal of background for the benefit of the Committee, not really for the people in the room who have heard it many times, may I cite to the Committee the background of the Morris County as seen by the Exempt Library Association in the county.

In 1921, a countywide referendum established the Morris County Library. The intention or interpretation of the referendum was that the County Library would provide municipalities with services until such point in time as the municipalities themselves could provide their citizens with local library services.

In 1921, Chatham Borough, Dover, Rockaway Borough and Wharton had local libraries and did not become members of the County Library. At that time, Madison and Morristown had local libraries and initially they were members of the Morris County Library.

The County Library was to be supported by a dedicated tax collected from member communities. Since 1921, the dedicated tax support has eroded as member municipalities have withdrawn from the county to develop their own local library services, to contract with neighboring municipalities, or to enter into jointures.

At this time, as you have heard, there are 20 member exempt libraries and 19 or 20 who remain as members.

Financial support of the County Library has indeed eroded. Its original budget in 1923 was a little more than \$13,000. In 1976, its budget was \$1.4 million, necessitating member libraries many times, because of their increased financial responsibilities, to question their continued support.

To further cloud the issue, layered on top of the role of the County Library is the State Library designation on January 1st, 1972, of this County Library as the area library for Area 9, which is Morris County. In addition to that, there's a third layer; it is the depository of the Morris Regional Film Library, serving Morris County, Sussex County, Warren, Hunterdon, Union and Somerset, as well as Morris.

Therefore, we are dealing with three entities in one - County Library, Area Library, Morris Regional Film Library - all located in the same library building on East Hanover Avenue.

The Exempt Libraries' position states that the present Morris County Library must cease to be a full service library and become one of a resource and research library whose function is to provide Morris County residents with in-depth volumes of materials of a research and resource nature, and that the Morris County Library as a resource and research facility continue its role and function as the county area library, providing Morris County with the following services:- in-building use by persons living in the county; research and reference guidance to all residents of the designated area, which is Morris County; interlibrary information and reference service by phone or by mail to all public libraries in Morris County; and, finally, interlibrary loan service to all libraries in the area; further that the Morris County Library also continue its function as the Morris area regional film center; that, commencing possibly January 1st, 1978, over-the-counter borrowing will be on a contractual basis to any community in Morris County and that all volumes may be used within the County Library building, and volumes required by local libraries in the county may be loaned through a service.

The exempt communities have also recommended that the County Library investigate the following services useful to all county local libraries: an automated union list of holdings in Morris County libraries, and automated circulation control with mini-computers in each Morris County local library for instant retrieval.

Let us now look at Senate Bill 3068 to see how it fills the bill. This piece of legislation we are viewing today gives no assured assistance to local library service at all. The general verbiage of the bill allows a carte blanche for the County Library's functioning.

Addressing the first point, the need and development of local library resources has been documented in a number of studies. The Beckerman Report funded by the County Library states that the top priority must be given to strengthening service at the local level. The report, which succinctly describes the need for local library service was developed by the New Jersey Library Association. It states: "There is no point designing a fancy statewide library with highly specialized facilities at certain points if the libraries immediately available to community residents and students cannot carry their regular day-by-day reading requirements."

The results of a public opinion study by the noted Gallup organization, commissioned by the New Jersey State Library, indicates the overwhelming preference

is for local libraries to be accessible to where one lives. Statewide, three out of four prefer libraries to be located where they live, with small proportions expressing preference for locations near where they work or shop.

Although we speak of the archaic New Jersey Library Law of 1922, in this very county a majority of our people are still without good local library service on a day-by-day basis within easy reach.

The Morris County Library Commission has seen fit to develop a massive central source and has paid little mind to fostering a more uniform development throughout the county on this first level of service. Many local libraries in this county and throughout New Jersey, as a matter of fact, continue to remain as association libraries rather than choosing to become municipal libraries. The experience of the past seems to show that it is characteristic of these libraries not to grow at a very rapid rate. Residents with limited local facilities often have a great distance to travel to satisfy their primary library needs, and this in the face of a nationwide effort to conserve gasoline?

Now the second point: The proposed legislation does allow the County Library a carte blanche. We see this occurring at the expense of the local library. The present exempt communities with the best developed local libraries are being called upon to share and share alike with the member libraries in putting the tax bite on the Morris County Free Library. New tax assessments must not destroy or threaten the existence of the nonmember or exempt libraries.

Without a concerted plan to develop libraries throughout the county where service is minimal, we see no improvement over the present situation. We feel that this could occur in a variety of ways amongst the municipalities themselves, such as by contracts, by federation, or by jointures.

As to the future, the Library Study Committee appointed by the Morris County Freeholders - and, as an aside we should like to say that it was the exempt library group that petitioned the Freeholders to establish a study committee -- this group concluded its three years of study with specific recommendations for countywide service. For the local level, it proposed that every municipality in Morris County be concerned enough to establish a Library Board of Trustees, that each of these Boards shall elect one of its members as a delegate to a countywide Library Council. Any new library law should have built-in incentives to encourage strong local support and development of libraries. There should be no sudden reduction of the taxes of present member libraries nor any drastic increase in the total taxes for libraries in other communities. The nature and needs of the central library will be dictated by the development on the local level. The central library should not be an encumbrance upon the local library. The central library should complement the service of the local library.

This kind of local planning should fit into any future design the State Library may create.

SENATOR WILEY: Thank you very much.

Would you care to speculate what would happen if the bill were adopted and the language I have been asking about were put into effect in the manner in which the next previous witness, Mr. McPherson, desired; that is to say, open access for all citizens of the county to the county library? Obviously, you are concerned about that and I wanted to ask you in specific terms why it is that you are concerned. What is it you apprehend might happen if a resident of Morristown,

or, in Miss Budell's case, of Madison; or, in Mr. Yannotta's case, of Chatham ---

MS. GERHART: I think Betty Budell would like to reply to that.

SENATOR WILEY: Fine.

MS. GERHART: May I quickly say I think anything could happen. We do not really know.

SENATOR WILEY: Mrs. Budell of Madison will be next.

B E T T Y B U D E L L: I would like to speculate what would happen in my own community, in Madison, and in Chatham and Morristown, though they are here to speak for themselves. As Marian says, we don't know what might happen. We would feel much better if there were a plan first and the legislation then implementing the plan. As it is, we have legislation giving a carte blanche. We don't know the costs. We don't know the plan. There is not agreement among the Freeholders or the Library Commission or the members of this County Exempt organization or the member libraries as to what the plan should be. So we are worried about that.

But I stay awake mostly at night worrying about this specific piece of legislation and what it could mean if none of these things happened for Madison. I can see an increase in taxes in Madison going as high as 33 percent because I think if we have to deal realistically with a budget that would serve all of us, not just the present members, it would not be the budget that has been talked about, guessing prices.

In the case of Madison specifically, I would appreciate if the members of the Committee would think what it would mean in terms of money. We have a contract with Florham Park. Currently that Florham Park contract is \$40,000. It would be the end of that contract. So in order to assure the base of the Morris County financing, you are weakening the base of a very well developed local library. You are asking us to sacrifice that and add on to that a cost of perhaps \$50,000 in assessment. You suddenly have upped the taxpayers' contribution to library service in Madison anywhere - again I am guessing - from 29 to 33 percent. And it could happen within two years.

I think I will let Peter talk about what it would mean to him.

P E T E R Y A N N O T T A: I think Senator Scardino put his finger on one of the areas of most concern to some of the communities; and, that was, what are we going to get for the service as a nonmember. One of the areas of concern was that in the last proposal given to us, Chatham Borough and Chatham Township would have to spend \$60,000 more for this service that we know nothing about. You heard Dean Gallo say something about what the bill comprises. You heard someone else say how they feel the bill would work in Morris County. I don't think there is any agreement at all at this time as to what is going to happen if that bill is passed. It is just so permissive that it can go from one end of the spectrum to the other. It is up to each Freeholder Board to decide how they feel a county library should be run, and then the next Freeholder Board to decide whether they agree with that or not.

Having been an appointed member of the Freeholders' Library Study Committee, I want to share with you some of the information that the Coopers and Lybrand Study, which the Legislature paid \$100,000 for and the Freeholders paid \$40,000 for, contained. Ten out of thirty-nine municipalities account for 70 percent of the total volume in Morris County - ten out of thirty-nine. Of the remaining twenty-nine municipalities, none of them account for more than 3 percent of the

total. The largest borrowers were Parsippany-Troy, Hanover Township, Morris Township, and so on down the line. I have a copy of this for you.

The group of seven communities surrounding the County Library account for 64 percent of the total circulation reported in the study. If you remember, as Mrs. Gerhart said, the Gallup Poll has really been very important to us because it has told us that people want library service at the local level. Eight out of the ten municipalities mentioned are the largest users of the County Library. Of the total county circulation, of all the circulation in the county, the County Library accounted for 21.9 percent during the study. The local libraries circulated 74.6 percent during that study period; and of the county, 21.9 percent, 13 percent of that was the seven communities which surrounded it. So you can see accessibility means a great deal. What we are trying to say is that local library service is where it is at. And if it is for Parsippany-Troy Hills at the County Library, then the numbers speak for themselves.

One of the things our mayors and our councils look at-- and I don't agree with some of the people who say we don't know what our people want. I think for communities like Madison and Chatham with very high capital expenditures for library service, we certainly know what our communities want and how our people feel about them. The inequality of the funding is so simple that it reduces the members' financial support of the County Library at the expense of the nonmembers. Not one member library's expense for the County Library remains the same. They are all reduced. This is one of the areas that we wrestled with in the Library Study Committee and we said we wanted to maintain this level for at least two or three years so that there really wasn't an opportunity for Parsippany-Troy Hills which has a \$68,000 reduction if the new agreement is fulfilled. Thank you.

SENATOR WILEY: Thank you, Mr. Yannotta.

Might I state something that I believe I understand is your concern, and then ask you to correct me if I am wrong. In addition to the question of the financial significance of spreading the cost among all towns - the financial significance to the towns that presently do not participate in support of the County Library - if there is open or free access for those communities near the County Library, it sets up a competitive system where a person can presumably go to get the same kind of thing that is available in the local library. There would be a concern, if that is the case, about the ability of the local library to sustain itself in the future and continue to warrant municipal support. Is that an unfair statement or a fair statement?

MS. GERHART: May I speak to that?

SENATOR WILEY: Yes, please.

MS. GERHART: I think that one of the striking things of the study was that when library doors are open, it really doesn't mean that any one library is doing lots of business. For instance, in the case of our library which is probably the largest library nearest to the County Library, our business during that given year did not decline. I am saying to you that libraries are contagious and that people who use libraries will go wherever they can to get what they want. We are fortunate that we are in the hub of a lot of good libraries, including nearby college libraries. They too are used. A day will come maybe when we have better access to the special libraries and maybe school libraries will work hand in hand with public libraries.

The crux of the matter is: How big is that pile of money supporting libraries and how shall it be distributed? Are we all vying for the same pile? And how does the library user get his best money's worth? These are the questions at hand. That is where we are.

SENATOR WILEY: The example was given of Florham Park. Florham Park is relatively close to the County Library. Presently it pays \$40,000 to Madison for its participation in the Madison Library. If it were to pay the broad county tax, it would, therefore, have access presumably, if there is open access, to the County Library and would then have the question posed locally, "If we have to pay for one and we don't have to pay for the other, why do we pay the other \$40,000 if it is essentially duplicating the first service?"

MS. GERHART: Right.

SENATOR WILEY: So that, I take it, is a concrete example of what might happen if you had an open competitive system. I know Chatham has the same concern with Chatham Township. My question was - and I gather the answer is maybe "yes" - that you might be apprehensive about that in terms of the ability of your own local library to continue to deserve and maintain the support that it gets locally.

MS. GERHART: I would reply to you that I think it would be deserved, but the question is: Is there enough money to go these many directions.

I think Mrs. Budell would like to speak for Florham Park.

MS. BUDELL: Actually, Senator, if there were enough money available for library purposes, I don't think you would see a situation where librarians were fighting librarians. We would say, the more, the better. But there are just so many tax dollars and we are interested in where they are best spent for our own people.

Another proposition that has been made is that there would be reciprocal borrowing, especially in this regional proposal that is being tested out by the Commission. If there is such regional and reciprocal borrowing in the case of Florham Park specifically, which you asked me to comment on, Florham Park, I would guess, would continue to use the Madison Library. They would, however, not have to pay the contract because we would have to be open then to anyone who would use us.

SENATOR WILEY: Thank you.

Senator Lipman, do you have any questions? (No questions.)

Thank you very much.

Rose Del Giorno, President, League of Women Voters P/T.

V I V I A N P E R L M U T T E R: My name is Vivian Perlmutter and I am First Vice President of the League of Women Voters of Parsippany-Troy Hills.

SENATOR WILEY: You are not Rose Del Giorno?

MS. PERLMUTTER: No, Vivian Perlmutter.

SENATOR WILEY: I'm sorry.

MS. PERLMUTTER: Rose is the President and I am the Vice President. I am substituting for her.

The League of Women Voters of Parsippany-Troy Hills has been in support of a strong system of libraries for a long time. We are in favor of a strong local library, with the addition of the County Library to supply those services and materials which need a greater population base to make them feasible.

Even though we have a relatively large library system in Parsippany-Troy Hills, we find that a great number of students, teachers, as well as other citizens, need the availability of a more extensive collection of books and audio-visual materials, and prefer to make the trip to East Hanover.

We find it essential to have a strong County Library where all these materials can be gathered in one place to help our citizens do their research or locate their reading matter in an efficient manner.

We consider over-the-counter borrowing essential to a public library. We urge the Legislature to pass the proper enabling legislation before it is too late so that we may continue to receive the service that the citizens of Morris County truly need and desire. Thank you.

SENATOR WILEY: Thank you very much, Mrs. Perlmutter. Are there questions? There are no questions. Thank you.

Next on our list is Mr. Frank Benedict of Madison Borough, together with Mr. Tourek, Mr. Reid and Mrs. Wenneis.

MEMBER OF AUDIENCE: Mrs. Wenneis is not here.

MR. BENEDICT: Senator, we have prepared three brief talks, which we would like to go through individually. We have worked very hard to make them non-repetitive and put something constructive in. We would like permission to do it in that way. Mr. Tourek will go first.

SENATOR WILEY: All right.

MR. BENEDICT: I have copies of the material which we will submit to you.

SENATOR WILEY: Fine.

J A M E S C. T O U R E K: Senator Wiley and members of the Committee, the statement I should like to read is this:

My name is Jim Tourek and I reside at 55 Samson Avenue in the Borough of Madison. I am Chairman of the Planning Board in Madison, but I speak here today only as a private citizen because I think my experience with State statutes for land use planning may be relevant to the questions that we are looking at here.

In 1975, the State Legislature passed a new Land Use Act. This Act recognizes that the control of land use should be exercised at a local level and adapted to local circumstances. Nevertheless, the Act is a comprehensive one which defines general guidelines and standards for land use planning and carefully defines the procedures to be followed. Most importantly, for our purposes here, the Legislature requires the development of a long-term Master Plan for a community before local control of land use can be exercised.

This is all in very sharp contrast to the legislation presently before the Senate relating to broad-based funding of the Morris County Library, as I understand it. Here there are no guidelines, no procedures defined, and no requirement for a plan for the future evolution of library services. This legislation is simply a blank check, to be used as the Freeholders see fit. In a sense, it allows the Legislature to wash its hands of the problem.

Clearly the State has a continuing responsibility here. The 1920 legislation which permitted the creation of county libraries established their role as a substitute for municipal libraries where these were not practical at that time. There is no more justification for a broad-based funding of the County Library in this role than there is for broad-based funding of all municipal libraries.

On the other hand, the Morris County Library has also been designated an area library, backing up all of the municipal libraries in the county. It now receives a State grant to support this role. If it can be shown that additional county funds are required for this purpose, the use of broad-based funding is reasonable to that specific extent.

The legislation which established county libraries as substitutes, pro tem, for municipal libraries anticipated that a County Library might eventually wither away as its municipal libraries developed. On the other hand, the decisions to build up the Morris County Library as a major, centralized facility, and to designate it an area library, ignored that possibility.

It seems to me that those decisions, right or wrong, were made without any long-term plan for the evolution of library services in Morris County, and the lack of such planning has led to the present difficulty. I do not believe that the Legislature should approve this new "blank check" legislation in the hope that such a plan will be developed in the future. Our track record in Morris County in that respect is not good. I am reminded of Scarlett O'Hara, who would say, "I'll worry about that tomorrow." I suggest we should worry about it today.

SENATOR WILEY: Thank you, Mr. Tourek.

MR. BENEDICT: I would suggest that it might be useful, since we tried to coordinate these presentations, that you hold questions to the end.

SENATOR WILEY: Fine. I think we can do that.

J O H N L. R E I D: Senator Wiley and members of the Committee, the last page of my talk has a sheet of statistics which is pertinent to my statement, and you might wish to pull that out.

Senator and members of the Committee, my name is Jack Reid and I reside at 31 Spring Garden Drive in Madison. I am a member of the Madison Borough Council and Chairman of the Finance Committee. I would like to describe to you what our experience has been with library service in Madison and in several neighboring communities. We believe that this experience can tell us much about how to provide effective library service to the people of Morris County.

Madison, like its neighbors in Florham Park, Chatham, and Chatham Township, is not a member of the Morris County Library. Madison supports what we believe to be the finest municipal library in the county and one of the best in the State. Our per capita costs are the highest in the county, as is the local tax rate for library services. We really believe that we get our money's worth.

Chatham Borough and Chatham Township have a fine joint library, on a somewhat smaller scale than Madison's. Like Madison, their library is a member of the Morris-Union Federation and hence our libraries are mutually available to our citizens.

Florham Park has a substantially smaller library, and they supplement this by means of contract service with Madison. Thus they too partake of the benefits of the Morris-Union Federation.

In the attached Table, I have summarized some of the relevant statistics of these three libraries, as well as three others. The data were extracted from the Coopers and Lybrand Report on the open access period in 1975 and 1976, when all libraries in the county allowed borrowing by any county resident. The data shows the per capita borrowing by the residents of each town, broken down by

the source of the books borrowed. Thus, for example, each resident in Madison (on the average) borrowed 9.6 books from the local Madison Library, 0.1 books from other municipal libraries, and 0.4 books from the County Library, for a total of 10.1 books per capita.

The statistics for the Chatham's are similar but show more regional borrowing, mostly from the Madison Library. Florham Park shows much more regional borrowing, as a result of the Madison contract.

In all three cases, the usage of libraries is high, as demonstrated by the large total per capita circulation, and very little of this large circulation is supplied by the County Library. Needs are met either locally or regionally.

Similar statistics are shown in the table for three County Library member communities. In each case, local circulation is relatively low, since these communities divide their tax effort between their own local libraries and the County Library. The circulation generated by the County Library is highly variable. Total circulation is only comparable to that of the previously discussed exempt towns. In the case of Hanover Township the County Library generates substantial circulation. This is not particularly surprising since the County Library is located in Hanover Township. Parsippany is more remote and the County Library generates less circulation. Mount Olive is even more remote and the County Library circulation is even less.

The conclusion is obvious, and is supported by more detailed examination of statistics for other towns in the county. The dominating consideration in determining the ability of a library to meet the needs of the vast majority of people is convenience of access. When, as in Florham Park and Hanover Township, a modest local library is supplemented by a high quality library in close vicinity, the need of most people for library services will be met just as well as by a high quality local library. On the other hand, even a very high quality library, like the County Library, cannot meet the needs of the people if access is inconvenient.

This does not mean that the County Library cannot make a useful contribution to library services in the county, especially for specialized services. It can. It does mean that the needs of the vast majority of library users can better be met at the local and regional level. In that sense, continued channeling of local tax dollars to a high cost central facility is counter-productive to meeting the needs of the majority of library users.

For these reason, we in Madison support the notion of broad-based funding of the County Library only in a new context, one in which the current budget of the County Library is substantially reduced and the facility is restricted to a back-up role. In addition, incentives must be provided to ensure that local libraries are improved and that regional cooperation is encouraged. By mutual cooperation, convenient access to quality libraries can be provided in a cost-effective manner in all parts of the county.

If the statistics of library usage of Madison and its three neighboring communities are projected over the county as a whole, the total circulation of all libraries would be increased by nearly 50 percent while that of the County Library would be reduced by a factor of three.

There should be nothing surprising in these conclusions. The so-called crisis of the County Library results from a very simple fact. Those member towns which have shown the greatest commitment to library service have been deciding to keep their library tax dollars at home where they will do the most good. Thank you. (See page 1X for table referred to by Mr. Reid.)

SENATOR WILEY: Thank you, Mr. Reid.

Mr. Benedict.

F R A N K D . B E N E D I C T : My name is Frank Benedict and I reside at 4 Green Hill Road in Madison. Until January 1st of this year, I was a member of the Madison Borough Council - I might say I retired - and I am currently a Special Consultant to the Mayor and Council in Madison on Morris County Library funding.

I don't plan to discuss the proposed legislation further. In my opinion, it is patently devoid of merit. Instead I want to talk about the elements of a real solution to library funding problems in Morris County.

That is a little abrupt. Let me say what I think is the key issue there. I am going to be talking about what I think library service should be like in the future and my opinion is one man's opinion. I cannot conceive that the State will decide my opinion or someone else's opinion polled in the long run is of no interest to the State. I think this legislation says, do what you want - we don't care.

Mr. Tourek pointed out the need for a long-term Master Plan to serve as the basis of any new legislation. We need a vision of the future of library service in Morris County and then we can design legislation with built-in incentives to achieve that vision. Mr. Reid provided the essential elements of such a plan by showing that no part of the county can achieve adequate library service unless there is a reasonably high quality library conveniently available to its people.

Thus the problem of the County Library is not one of maintaining its funding. The problem is that it is not, and will not be, able to meet the full needs of the people because of its centralized nature. The towns which are dropping out of the county system recognize this.

My vision of future library service in Morris County consists of the following elements:

1. Local libraries in most towns which are aimed at providing at least first level library service to the casual user. Such a system of local libraries already exists in Morris County and they are very efficient in meeting this important part of local library needs. Further incentives to encourage this element of library service are not required.

2. High quality local libraries in some of the towns, dispersed throughout the county so that at least one such library is reasonably convenient to any town. These libraries, by intermunicipal cooperation, would provide the major part of the remaining library needs for towns with modest local libraries. To a significant extent such a system does not now exist and the provision of incentives to develop such libraries should be the primary objective of any new legislation.

3. A centralized County Library, providing area library backup to the municipal libraries in order to meet the needs of the minority of intensive library users in an efficient manner. The County Library as an area library already provides this function and it should be continued with broad-based funding. New legislation should address the questions of how the cost of such a facility can be controlled in a way commensurate with its contribution to overall library services, and how to phase over from current County Library functions to this more restricted function in the future. It may be noted such a central library could also provide professional support to municipal libraries. Computer services are frequently mentioned in this context.

This is a fruitful area for development, but such services should be funded by contract with local libraries in order to ensure that the services provided are truly cost effective.

Let me now dwell a little bit on the question of incentives to encourage regional libraries. I don't believe this should be done by centralized decision making, where someone at the State or County level decides which municipal libraries will be regional libraries and which will not. I believe a more natural development of such facilities by regional cooperation is possible if proper incentives are provided. The State can play an important role here. Two basic approaches should be considered.

1. Restructuring of State library aid formulas to encourage intermunicipal cooperation.

2. Development of standards and guidelines for contract service similar to the guidelines which the State has defined for similar purposes in public education.

This second point is a subtle one but I believe it may be important. State legislation now provides such standards and guidelines for joint libraries. This is an excellent approach to intermunicipal cooperation when only a single library facility will serve two towns. However, when both towns have libraries and one will back up the library of the other, contract service may be more acceptable. The difficulty is that there is no generally accepted method for determining costs for such contract service. If the State were to define standards which identify how the cost of contract service should be related to the costs of the library providing the service, and to an appropriate measure of usage by the community served, the process of negotiating such contracts would be simplified and the probability of success would be greatly enhanced.

This is important not only as an incentive for developing regional libraries where they don't yet exist, but for retaining regional libraries which already exist. The Madison, Florham Park, Chatham arrangement of intermunicipal library services is working very well as a library system. The funding basis is not. Madison's costs for providing services to the other towns are not, in our opinion, being adequately met and the continuation of this de facto system may be in jeopardy. The kinds of incentives I have talked about here are as important to us as they are in those areas of the county where regional library development remains to be done.

Finally, I would like to comment on the crisis atmosphere in which the discussions of these problems is being conducted. We are told that if a solution is not found shortly the County Library will be forced to close. I can find no basis for such statements.

To the extent that the County Library serves its role as an area library, I believe it is being adequately compensated by broad-based funding now. This includes grants from the State and costs paid by the county as line items in its general budget. The total of those in the time period of the Coopers and Lybrand Report was about \$400,000 - State grants and County grants. If anyone believes that this is not true, it merits further discussion and Madison would be receptive to a detailed cost analysis demonstrating the point. The Coopers and Lybrand cost analysis would be a useful basis for discussion.

The real trouble is that a number of the member communities are dropping out, thereby reducing the ratable base for the dedicated library tax. In fact, the towns which have been dropping out are typically those which are trying most to upgrade local services. It is in their best interests to do so. For them, the cost of the County Library is too high for the value received. I don't, however, believe

that there will be a wholesale desertion of the County Library in the near term if the dedicated county tax rate is maintained at current levels.

This means, of course, that the County Library budget must be reduced as towns drop out. I believe that is something which must happen anyway for a long-term solution. It will not be pleasant, but it must be done. Enough tax dollars cannot be raised for both high quality local and regional library service and for a monument on Hanover Avenue.

Much of the controversy over this issue has implied that the only alternatives are the County Library as we know it now or no County Library at all. In the long run, that approach may be a disservice to the County Library. I believe the real issue is one of achieving a cost-effective balance of library services in Morris County in which the County Library will serve an important but not dominating role. Thank you.

SENATOR WILEY: Thank you, Mr. Benedict.

MR. BENEDICT: Could I also add I have copies of a resolution that was passed by the Madison Borough Council in the past, specifically with respect to the current bill. (See page 2X for resolution.)

SENATOR WILEY: Fine. All of the items submitted will be made part of the record.

Any questions? (No response.) Thank you very much.

Senator Scardino has another commitment which predated the scheduling of this hearing. I know he has made a very special effort to be with us this morning and he is going to have to leave us at this lunch-time break. He would like to make a comment before he goes.

SENATOR SCARDINO: Senator Wiley, I want to thank you for the opportunity to be here with you today. I did plan on staying until twelve Noon because I had a previous commitment to Fairleigh-Dickinson University in Rutherford to speak and it is there that I will be going after I leave this beautiful county and this beautiful community of Morristown. It is always nice to drive out this way and see all this greenery and fine foliage.

I do want to say this. I would feel somewhat bad if I didn't take this opportunity to express something to you, the residents of Morris county and particularly those of you who are represented by Steve Wiley. He doesn't know that I am going to talk about him now and it can be off or on the record. It really doesn't matter. But I have had the opportunity of serving with Senator Wiley for the last three years as a member of the Senate Education Committee and I want to tell you, his constituents and fellow residents of this county, that he is by far the most outstanding legislator that we have in the Senate. (Applause.)

I want to say, personally, that I can't say I have learned as much from any one single legislator as I have learned from Senator Wiley. He conducts the most open meeting and the most open process in government that I have ever witnessed or experienced - and it has been a delight. He has set a shining example for all other committees and I don't think there are any that are as deliberate and as concise and that provide other legislators with the kinds of information that the Senate Education Committee provides.

In conclusion, I would like to leave you with this note. I have learned a great deal about libraries - regional and local. I have learned a great deal

about a particular problem that exists in Morris County, one, as I mentioned earlier, that I can't relate to in any experiences that I have in my locale.

I can tell you that I will make it a point to review any of the statements left with our Committee staff and, of course, review the transcript. And I am sure that under the leadership of Senator Wiley, in conjunction with other members of the Committee, that we will strive diligently for the best possible solution.

I thank you again, Senator Wiley.

SENATOR WILEY: Your remarks are very generous and unexpected. I appreciate them very much, Tony.

Let me return the compliment. None of Senator Scardino's constituents are here so you know I am just saying this to him. Senator Scardino and I don't agree on everything in the Legislature. We have been known to vote on opposite sides once in a while. We do agree, however, on the procedures that the Legislature ought to follow if everything were perfect in the world. I think he probably goes about as far to get to the City of Trenton as any legislator, living way up there in Bergen County. But he is about as faithful as any member of the Legislature and is committed to the process which you see in action here today. And I hope the results of that are productive.

I had always assured him that everybody in Morris County is perfectly harmonious and he is beginning to worry now because we have a little disagreement here. You are very kind and thanks so much for coming this morning.

We are past the point of breaking for lunch. Let me try one thing on you and see how loudly you object. There is a group of Senior Citizens from Heath Village outside of the county who make some use of the County Library. Ann Mann wanted to make a three-minute statement. They have a bus which has to get back and can't wait until this afternoon. She asked if she might step forward and give three minutes worth before we break for lunch. This is out of order. Here is Mrs. Mann now.

MRS. MANN: Thank you very much.

SENATOR WILEY: If that is agreeable to you, I will ask her to do that. If she can keep within the indicated time limit, then we will break for lunch and come back after.

A N N M A N N: Thank you very much, Senator Wiley. Thank you for letting me speak. I am the Vice-President of Heath Village Retirement Community Resident's Council, representing a very small number of residents, but there are over 200 of us. Our residents are completely dependent on the services of the Morris County Library for their reading material. Many of our residents have serious eye problems, and can only read the large print books, which the County Library so generously provides.

Special requests are filled by the County Library's very excellent books-by-mail service. Heath Village is situated in Morris County about a mile south of the Warren County line. Hackettstown has a library but it is most inadequate. They have one large print book. It costs a resident \$7.50 yearly to use their facilities, such as they are, and most of them would have to pay for a taxi to get to the Hackettstown Library. We received many letters from our Senators and Assemblymen in reply to our letter in support of the bills, which, I understand, are still in committee.

The first letters that we have received are dated June 23rd and 24th, 1976. Almost a year has gone by and no action has been taken. We are told that studies and surveys must be made before such a decision is reached. In my dictionary of double talk, a survey means we need more time to think of an answer. We senior citizens, residents of Heath Village, feel there is no need for further studies or surveys, especially after what you have been hearing this morning, that now is the time to take favorable action to support the County Library services on which we depend. Thank you very much.

SENATOR WILEY: Thank you, Mrs. Mann. Librarians have a way of requiring that all of us who go into the libraries to read books behave ourselves and not speak above a whisper, and hopefully not even that, and you have all demonstrated that you practice what you enforce and preach, and it has been a fine atmosphere to conduct a hearing.

We will resume with the scheduled list at one-thirty.

(Whereupon a luncheon recess was taken.)

AFTERNOON SESSION:

SENATOR WILEY: I think we all know Freeholder Eileen Mc Coy. It is nice to have you with us, and we look forward to your testimony.

E I L E E N M c C O Y: Thank you, Senator. The audience that was here this morning, and the audience that is here now, I am sure, have heard all of this testimony. I am going to give you a prepared statement, and then if I can answer any questions, I will attempt to do that.

As a result of exhaustive examination of the Morris County Library Study Committee Report, the study of the Coopers and Lybrand Study, careful consideration of the history of the Morris County Library, lengthy discussions with the Morris County governing bodies, the Morris County Legislative delegation, and the Morris County Library Community and the Morris County citizenry, the Morris County Board of Chosen Freeholders in December of 1976 recommended the following in an effort to provide optimum library services to its citizens and to provide for all the residents of the county the second level of service so vital to modern local library service and its patrons: To provide those residents of the county with the second level of service so vital to modern local library service and its patrons; to provide for those residents of the county with emerging and maturing local libraries such services as their library needs may require; to encourage library service on the local community level and to foster accessibility of library materials, services and programs to all the residents of the county.

The Morris County Board of Freeholders recommended, in regard to funding, broad-based funding to replace a dedicated tax support of Morris County Library; and in regard to function, number one, area designation for Area 9, and continuance of the area library services required by State designation. This includes seven different services which are required by the State Library for an area designation, and they include such things as consulting services, reference services, inter-loan, pick up and delivery, telephone information, photocopy service, in-depth periodical holdings, children's services - the level to be determined.

Number two, in regard to function, the Morris County Board of Chosen Freeholders recommended that the Morris County Regional Film Center be continued, and continue to serve the counties of Sussex, Warren, Hunterdon, Somerset, Union, and Morris Counties.

Number three, that the Morris County Library be phased into a resource and research library. Across-the-counter borrowing and other library services to be available on a contract basis with the municipalities.

Subsequent to these recommendations and in consultation with the Morris County Legislative Delegation, Assembly Bill Number A-3057 and Senate Bill Number S-3068 were drawn to allow the Morris County Board of Freeholders to collect taxes for the support of the Morris County Library, on the same basis that it collects taxes to support other county services, such as county roads, county parks, vocational and post-secondary education, services to our senior citizens, and all other services provided by county government to its citizens.

In addition, the legislation provides for the Board of Freeholders to prescribe the terms and conditions which the Board of Freeholders shall consider necessary and reasonable to provide the free county library or free county library services.

Passage of S-3068 and A-3057 will allow the provision of full library services to the citizens of Morris County and cease the continuing erosion of the financial base of support within the present system of a dedicated tax.

The value of emergency funding to the present county library, as reported in the media, although not through any official correspondence with the Morris County Board of Freeholders, is of great doubt to us. The loss of any one large municipality from the present system would sound the final call of the fall of the present County Library. The question has been raised by the Board of Freeholders, "By who was this emergency funding called for, and to what purpose?" Partial pots of dollars are not what is necessary, but rather a comprehensive change in the base of funding and function of the county library system.

The Morris County Board of Freeholders urges the Morris County Legislators to support S-3068 and A-3057. Strong local libraries, together with a strong County Library, will insure a high level of library service to all the men, women and children of Morris County.

SENATOR WILEY: Thank you very much. This morning we were asking some questions about the language in both bills which talks about library services for the use of all the residents and inhabitants of the county, and wondering how that language was read - that appears in the middle of the first section - in conjunction with the language at the end of that section which talks about discretionary power of the freeholders to tailor the service, whether they can tailor it to the point where it might not be provided to all of the citizens of the county on an across-the-counter primary library service basis.

The answer that I believe we recieved from Assemblyman Gallo, in any event, was that his vision of what this legislation would authorize was a system under which the non-primary, the secondary, features would be available to all, but the primary features would be available only to those who contracted for those services and paid for them separately. I see some reflection of that in what you have said here too. Is that your concept of it?

MS. Mc COY: Well, it has always been the feeling, Senator, of the Board of Freeholders that if the base of funding changes for the county library, the function must also change. As you know, right now it is supported by a dedicated tax. Now, if we go to a broad-based tax where each municipality is supporting the county library, it is felt that the complexion of the library or the function of the library must also change. The reason we feel very strongly about that is because we do have many excellent, well-developed, very mature libraries within Morris County. Many of these libraries do not need - - - I am not going to use your terminology of primary and secondary, because I am not quite sure what you mean by that, so I will use some other language.

We do not feel that the local library should be in competition with the county library, nor should the county library be in competition with the local library. One of the ways to insure that, it was felt by my colleagues and myself, was to change the function of the county library from a full service library to one of a specialized nature, that being a research and resource library. From studies and research I have done on the subject, I have found that national surveys have shown that most people are quite willing to travel a distance for their more technical materials. They don't mind going to their local library for "Dick and Jane books" or for "how to do books" or "how to make a soufflé for Saturday night's guests." That kind of material can easily be available at a

local level. But to duplicate around the county expensive and very technical, highly technical, books is, in our mind, a duplication of dollars and not necessary.

With that in mind, it is the Resolution in the Board of Freeholders in December of 1976, that we stand behind today in April of 1977 and will continue to stand behind the concept of a library, which is primarily a research and resource library. Any across-the-counter borrowing that local libraries might want to do should be contracted on an individual basis. I think this protects the mature, exempt, libraries which exist now in the county, and I also think it encourages the development of local library service.

SENATOR WILEY: I suppose it is fair to say that - at least from what we heard this morning - there is less disagreement, and more agreement about the research and resource aspect of the library, as you describe it - or if we can call that a secondary level of service - being provided by the county library. I don't hear widespread quarrel with that.

The principal difference seems to be on the degree or extent to which the county library provides the other service, the service we are more familiar with, the across-the-counter, day-to-day borrowing, if we can call that primary, or whatever words you call it.

There are those who see that possibility as a substantial threat, at least in their eyes, to their local service and their local facilities. Be they right or wrong, that is the way they feel. The bill, as it is drawn, apparently does not, however, reflect only the area of agreement on research and resource, it seems to presume an agreement on the other matter too, that is, primary library service. And as we hear today, that agreement doesn't exist.

Now, from your point of view, the county library should not endeavor to be a primary service facility, except with those who want to pay especially for it and contract for it. From your point of view, if the legislature should be concerned about authorizing things that may not be acceptable, what would your attitude be toward modification of the bill to say what you have said, that is, that the primary would be on a contractual basis?

MS. Mc COY: Well, I know one of the primary concerns of the exempt library community has been the generality of the language in the bill; however, it was with advice of our legislative delegation that we kept the language as general as it was. As you are well aware, I am sure, there are thirteen county libraries throughout the State of New Jersey. We are one of the thirteen. The question arose, "How successful a specialized piece of legislation which is affecting only a county with 350,000 to 450,000 residents would be in the legislature when there would be twelve other counties who might not be too pleased to see Morris County solving its problems in a manner that we would like to solve them.

For that purpose, and with that reason in mind, the language was kept very general, so that, number one, we could gain - as you used the term this morning - harmonious relationships within the counties; and number two, the bill would have a chance of success on the floors of the Assembly and the Senate.

Perhaps, as you suggest, the language may be too general. As it appeared to us, that appeared to be the way to go. We always had said, and are on record as having said, that the legislation would be provided with a back-up document, and you have in hand a copy of a resolution that was passed by the Morris County

Board of Freeholders on December 21, 1976, which we consider our back-up document. You know, more than that we thought we couldn't go.

SENATOR WILEY: On the other hand, just to round off the scene, we hear the spokespersons for the county library itself, which is the institution at issue to whom the provision of primary service seems to be of primary importance. That is what they see this bill providing, which is at odds with what other people are saying.

MS. Mc COY: I certainly - and I am sure you agree - allow them their freedom of expression and allow them to say what they feel that library should be. Frankly, the buck stops here.

SENATOR WILEY: Let me respond to the question in your statement about the emergency fund. I am responsible for the addition to the emergency fund, and the reason is that I hope we don't need it, and it will never be called upon, and I will be the happiest person in the world. But if some of the predictions that I have heard here this morning, and heard elsewhere before come true, that is, if that harmony doesn't develop and it isn't solved in some appropriate fashion, as it has not been over the many years of controversy, the library then faces a substantial turning point. Because the Mayor of Parsippany-Troy Hills has advised us here this morning that he is going to leave if other solutions are not available.

And we have heard from other member communities that they too are not going to continue to stay and carry the burden that they now carry unless their burden is eased. At the moment, that is the most likely event, it would seem, because there is nothing else that has happened that is going to change that. I want to see library service preserved for the people in Morris County in some fashion. I hope it is harmonious, but in some fashion it has to be as you do, and you have worked hard on it.

The appropriations process is just maturing in the legislature. It is about to complete itself on the legislative side. The Senate passed the appropriations bill at our last meeting, and the Assembly will presumably next week, and then it will go to the Governor's desk. That fixes the State's budget for next year. I see the possibility that in August or September Morris County might face a crisis. I know that the Freeholders are disabled from operating freely here because of the dedicated tax. There is a limit to what you can do in appropriating special money to the library for operating purposes. It is, perhaps, not my responsibility, but nonetheless I feel some on my shoulders. I would like to be sure that to the degree that the State has a role, it is prepared to play it, and so we augmented the emergency fund, which is an existing fund in the Division of Libraries in the Department of Education, to make it possible for that division to step in and make whatever arrangements it can make, and I don't know what they would be, in order to preserve that service during what I conceive of as an interim period, before we reach the final solution to this problem.

I might just say in partial answer to it, that I personally feel there ought to be a broad-based study-- hat is a bad word to use -- of library service statewide, and the system of libraries.

MS. Mc COY: I agree with you.

SENATOR WILEY: We have had library aid, but the state has not been funding it at 100%. I think it needs to be re-examined. Yesterday I put in

a Senate Concurrent Resolution with the co-sponsorship of Senator Dumont and Senator Musto, to have the Musto Commission, the County Municipal Law Revision Commission do a thorough study of library services throughout the State and give us a report not later than August of 1978. They have agreed to do that. The Federal funds are available to do it, and indeed they have already made up a plan to start it in motion. That is, as I see it, for a longer term. So we can see the whole picture, of which this is, of course, a part.

I want to get to that longer term. I want to be sure that we do, and I want to be sure that the people of Morris County are served. If we don't need to ask for the State's help, that is great. But if we do, I hope that the State can at least be in a position to respond.

MS. Mc COY: I would like to suggest to you, Steve, that the \$206,000 that is contributed by Parsippany-Troy Hills, were that taken away - as Mayor Fahy said this morning - that is \$206,000 out of the budget. I have to pause and wonder what good \$100,000 is going to do. I fully agree with you, and I am delighted to hear that you are taking the leadership to propose a bill that will do something about statewide library planning. Certainly, there has been a lack of it within the history of this State. The fact that we are operating under an Acting Director of Library Services at the State Library is incredible in the State of New Jersey with a population of seven million people.

Certainly, that is the direction we must go, and it is long overdue. I would, however, urge the passage of your Senate Bill, rather than worry about pouring a partial pot of money into the county library, an infinitesimal drop in the bucket of \$100,000.

SENATOR WILEY: Just to round out the thought, I think it would be a mistake for me to get into too many numbers because something of this kind may have to be negotiated out, but the \$100,000 that was added was added to an existing emergency fund, so the possibility of a little different number is there. This is to be worked out, and I am in the process of working it out.

But I sensed from Parsippany that Parsippany is prepared to pay for what it gets. It just thinks that the amount that it is paying now is a little more than it ought to be paying. And if there is no other way to solve it, then at least there is going to be a way by which Mrs. Chirico and the Division of Libraries could sit the librarians down and say "Now, look, we have to keep this going for a year or a year and a half until we get a better solution." And if she is in that position, she is going to have the wherewithal to work something out.

Now, I cannot predict, and let me make it clear that I am not predicting how that is going to work. I hope that we don't have to come to this before we solve it. Rules and regulations are being drawn so that the Division of Libraries would have the flexibility to solve it in anticipation rather than wait until we fall into this. I want that flexibility and that will be provided. But, again, with you I hope it is never necessary, and maybe it won't be.

SENATOR DUMONT: Mrs. Mc Coy, I am sorry I couldn't be here this morning to have heard the testimony, but what I am concerned about with this bill is that when and if you get a broad-based system of taxation, which I assume

means that every resident of Morris County is going to help provide the monies through property taxation for the County Library, isn't that going to either double the burden on those municipalities that are already supporting their own library systems or erode their support in such a way that they are going to want to fold up?

MS. Mc COY: One would hope, Senator Dumont, that the local library service would continue to mature as it has so very well done in the past since 1921. But the direction or the thrust that that maturing would take would be on the level of local library services. And in fact what would happen is that we could save the local library a great deal of money by putting the research and resource materials available to everyone, to all the citizenry in Morris County in one central location, so that they in fact would not have to duplicate the technical materials that would be available at the county library.

SENATOR DUMONT: But where does the county go and where does the municipality go except to the property tax in the final analysis to raise their money for support of the library program - whether it be municipal or county? There isn't any other place to go, is there? I know the municipalities are getting a fair amount of revenue sharing starting this year under the income tax program, but basically that is designed to help them reduce the property tax, rather than use it for a number of other purposes, or then continue to leave the property tax on the same level to provide for existing services. And revenue sharing is not just to add service. It is designed to help reduce the property tax. So where else do they go except to property taxation?

MS. Mc COY: I am not so sure that we have reduced the property taxes even under the present tax system that we have in the State of New Jersey. It is a valid question. I don't know.

SENATOR DUMONT: Well, as it stands now you have to almost go to the property tax, and so do the municipalities, for your support.

MS Mc COY: Yes, sir.

SENATO DUMONT: Thank you.

SENATOR WILEY: Thank you, Ms. Mc Coy.

MS. Mc COY: Senator Wiley, it has been a pleasure to have you here, and Senator Dumont.

SENATOR WILEY: Thank you for the use of your facilities. It was very nice of you to make them available.

Mr. Jack Keeler, private citizen.

J A C K K E E L E R: Chairman Wiley, Senator Dumont, interested citizens, I feel embarrassed not to be standing in front of this group, but I have written this message in the hopes of keeping it to ten minutes. It is two-o-six, and in my experience, I seldom have heard a sermon that went on beyond ten minutes that added much in the way of uplift, knowledge, or information.

I come before you as Jack Keeler, Mr. Average Guy, resident of Florham Park, father of four, both present and recent students, and myself a current graduate student at Seton Hall. Books and libraries are, for us, not only a pleasure and a joy, but an absolute necessity for progress and enrichment. And when I use the words "Average Guy" - or perhaps "Everyman" would be more appropriate - this is in no way a personal put-down or a false humility of mine. Quite the contrary; it

represents the broad-based sentiments of many, many Morris parents and citizens.

I have annotated a note at this point during this morning's proceedings, I realized from the signs I have seen on the bosoms of many that I will leave this room with less friends than I arrived. I am a regular, frequent visitor to Madison Library, to Fairleigh Dickinson, to Drew, to Newark, and to the county library. I often go to Newark, and I have never found finer people than at Madison, but I have also found fine people at the Morris County Library. So to them, as well as to my next door neighbor, who is the Chairman of the Florham Park Library, I cannot offer an apology. I will just offer my opinion.

Like many average guys, I have never been a witness before such an august group as the Senate Education Committee. Some of us have been too awed at the prospect; others have too often seen the average guy lose out and the special interests prevail; and also some of us have lost a little faith.

But it is not your titles that brings me here, nor the importance of this hearing. What brings me here is the fact that in the hands of only five people, or a majority of three, rests the fate, truly the life or death, of one of our most cherished and valuable fountains of joy and learning. Indeed, sir, in your hands rests the life or death of a library. In this case, the Morris County Library.

I do not come here as a lobbyist, unless it is to lobby for the enrichment of life for any who seek it in Morris County. However, I come here representing a special interest, the interest in expanded learning that can benefit us all. And, finally, I do not come here as an advocate of a few, but rather as an advocate for the thousands of all ages in Morris County who will rise to the joys of everything from a storyteller to the latest spy thriller.

We have this now. Don't let it slip away. Do not lock up our books. Give us a chance. The professionals have talked of the three-tier system. But we have a unique library here in Hanover. From all the facts and figures, and all the surveys of the professionals, it is clear that the problem is difficult, but it must be solved. And you are the skilled people who are capable of guiding this matter through. As Mrs. Budell said, "Fratricidal war between librarians is most inappropriate."

I do not blame Parsippany or Hanover or others for stating that they will withdraw support unless all towns participate. In a sense, I believe they are right. But they should not be forced to the wall. I don't believe they want the Morris County Library closed. It is just too good a library to lose. When I have been unable to find books at Drew or Fairleigh or Seton Hall or Madison, or even Newark, I have had great success at Morris County Library - and very skilled help as well.

We can't solve the problem by losing a library. We don't confine ourselves to one church, one store, one hospital in a town. We must keep our good libraries, and we must all share in the cost. We may not all use the library, but we can all benefit. We may never use a rescue squad, but they are always there, just like the policemen and the firemen. A library has a broad-based use and need, and should likewise have a broad base of financial support. If, as the Mayor of my town says, the mandate or financial cost is too broad or ill-defined, then correct and amend, do not kill.

And now to tread on some toes. Personally, I want this library to stay open and grow, because I need it for my work, and I love it for its books. In the past ten years I have read over one thousand books, many from Morris County, and

many more from Madison. Many others want libraries for leisure, for greater selection, for economy, or for change. But these are not the most important people. Who will really get short-changed if you allow this library to close? It is the young people, the young people who are today making their lives, planning their careers, starting their families, or just plain letting their imagination soar.

Can TV do it with its homicide-a-minute mentality, larded with the Oldsmobile ads hiding their Chevy engines? The answer is, no way. Radio is better; it gives the imagination a chance to really imagine. Hard core movies leave nothing to the imagination. And so this leaves our young people only the libraries to let their minds really grow and expand.

Alas, our schools have let our young people down. How many high school graduates have had to emigrate to find a college in another state? How far down will our Scholastic Aptitude Test results really go? When will our children learn to write? Have any of you received a handwritten letter from a young person lately? It is nothing short of a tragedy. And only recently, a report from Trenton proclaimed that teacher tenure encourages "creativity and excellence in teaching." It goes on to state, and I quote again, "Tenure laws tend to inhibit instructional improvement, but this is not a problem inherent to tenure but rather it is the result of improper management." To put it bluntly, this merely extends the umbrella of mediocrity over our schools.

Mrs. Mann mentioned her book, the Dictionary on Double Talk. I looked up in Webster's for a choice-for the average guy like myself, a four letter word - to describe my reaction to the report I have just read.

In conclusion, we need Morris County Library. Everyone will benefit if it continues to operate fully. Find the solution; we implore you. We have been given casinos, and we have been given an income tax. Don't take away our library. It is not an even swap. Amend, if necessary but release as soon as possible for a full vote. Do not table. Do not let it die in Committee. Do not take our library away. Do not burn our 400,000 books, as others have. Thank you for your attention. (Applause.)

SENATOR WILEY: Thank you, Mr. Keeler. Are there any questions? (No response.)

Our next witness will be Mr. James Donovan, Town Council, Florham Park. And also Mr. Horace Knapp and Mrs. Griffin, if they are also with us.

JAMES DONOVAN: Senator Wiley, members of the Committee, I have provided you with copies of my statement which I would like to read at this time.

I represent the Borough of Florham Park as a council liaison to the Board of Library Trustees. I am a local businessman and parent. Florham Park for the past several years has provided library services by contract with Madison and with a small circulating library of our own. The Borough withdrew from the county library system at the time it established its own library.

Expenses we have levied in taxes for library service over the past few years have been--- In the year 1974, the Madison contract was costing the Borough of Florham Park \$32,000, and the Florham Park Library budget was at \$36,000. In our 1977 budget the Madison contract is now at \$40,000 and the Florham Park local budget is at \$40,000. In addition to the above, we have also financed renovation of an old frame building for use as a library, and furnished building

maintenance, janitorial service, and casualty insurance for a total additional expense of \$5,000 per year.

The relation of the Madison and Florham Park libraries is analogous to a main and branch library. Madison has about 110,000 volumes, and Florham Park some 20,000. Madison has excellent reference and related facilities. In Madison and Florham Park there are also three college libraries, two high school, and several middle school and elementary libraries. Together all this provides excellent service, and we do not need another circulating library. Indeed, we cannot afford to pay for a service that we don't need.

For 1977, Florham Park has 3.5% of the county's equalized valuation, so that a \$500,000 increase in the county general tax levy for library service would cost the Borough of Florham Park another \$17,500, and the Borough of Madison another \$18,250. If such an increase were mandated, it could only result in offsetting reductions in local library support either here, in Madison, or both. But our residents could not use county services like they do their own, because they are just not convenient, especially for children.

As an end in itself, we do not want to destroy the county library; we just don't want to pay for services that we don't need, and we feel that those who do need them should pay for the services they require, just as we do. Proponents of general funding have staffed a proposal that entails a sort of rebate to the existing regional systems, hoping to gain their support for S-3068. We do not like the broad generality inherent in S-3068, and I have attached a copy of our resolution which has previously been circulated.

How much simpler it would be for each Morris County municipality, school district or other entity to pay for the type of county library service that it requires. It certainly is possible to devise an objective cost allocation and payment system which will be fair to all users and still would guarantee the county library the ability to anticipate the demand for and plan its services.

Thank you.

SENATOR WILEY: Thank you, Mr. Donovan. I take it Mr. Knapp and Mrs. Griffin are not with us.

MR. DONOVAN: Yes, they are.

SENATOR WILEY: Did you intend to speak separately?

MRS. GRIFFIN: No, Mr. Donovan is speaking for us.

SENATOR WILEY: Okay, thank you very much. Our next witness is Mr. Robert Mc Gregor, of Mount Olive and Henry Newbold and Susan Persak.

ROBERT MCGREGOR: Senator Wiley, I have a copy of my statement, and also a copy of the resolution adopted by our Township Council. My name is Robert Mc Gregor. I am the Administrator of the Mount Olive Township in the western end of Morris County. I have a prepared statement I would like to read. I would like to comment, however, before reading the statement, and our librarian, Mrs. Persak, who will follow me, would like to make some comments relative to some of the statistics that were mentioned as a result of one of the presentations this morning.

One point I would like to bring out, incidentally, is that I don't believe there is a municipality in Morris County that is farther removed from the Morris County library than Mount Olive; perhaps Boonton and Riverdale are, I don't know. But they are not much further.

SENATOR WILEY: You are speaking geographically, not ideologically.

MR. MC GREGOR: I have no comment about ideological situations. As a result of that, I think that our statement should have a considerable amount of weight, because of the fact that we are so far removed from the county library itself.

I appear before your Committee representing the Mayor and Council of the Township of Mount Olive, expressing our community's wholehearted support of Assembly 3057 and Senate 3068. On February 22, 1977, the Township Council unanimously adopted a resolution supporting these measures and their intended purpose of funding the Morris County Library from general county funds.

Monroe Township has been operating its own local library for the past two years. In 1974, the Township constructed a library building on Wolf Road in the Budd Lake Section of the Township, with the use of capital improvement and revenue sharing funds, and the library was opened on April 1, 1975, so we have just about completed our twenty-fifth month of operation. The library has been a tremendous success from the very beginning, and I would say without any question, it is probably one of the most popular and accepted projects that has been undertaken by Monroe Township in many years. It has had unanimous support from the entire community.

Nevertheless, no one involved in the planning, construction, and operation of the Mount Olive Township Library ever contemplated that Mount Olive would go it alone. This was never conceived by the library study committee, which was set up back in 1970 or 1971. It was never conceived by the various township councils and the mayors who supported this program until it was completed, and it was never conceived by the library association, which is now operating our facility. Our community felt, and it still feels, that the most logical and effective method for providing comprehensive library service for a suburban community is by operating a relatively small local library backed by the very extensive resources of the Morris County institution.

The taxpayers of Mount Olive Township strongly believe that we get our money's worth from the county library tax which we pay, which amounted to \$51,567.97 in 1976. Books from the county library are used to supplement the relatively small number of volumes, which Mount Olive has been able to purchase over the past three years. In addition, and in the long-run far more important, the county library provides a comprehensive source of technical and specialized material, which could never be procured for a library serving a community the size of Mount Olive. In other words, the Mount Olive library and the Morris County library operate as a very successful team. Without the one, the other would never be able to fill the needs of our community.

In closing, it is inconceivable to the officials and citizens of Mount Olive Township, as it was for the gentleman from Florham Park who spoke earlier, that any consideration could ever be given to closing one of the finest public libraries in the State of New Jersey. Our community is not taking a dogmatic stand on the means to be used in providing general financing for the Morris County Library, but we feel very strongly that the closing of this institution will be a tragic development for all of Morris County.

Now, one thing I would like to say in addition to the statement, as a result of the presentation of the lady from Health Village just before lunch, the discussion about making the Morris County Library strictly a secondary institution

where primary or a direct borrowing would not be permitted, would certainly totally contravene the request which was received this morning by the people from Heath Village. In other words, I think the Committee, whatever you decide to do, or however you decide to write the bill, should give very serious consideration to the problem that people with special needs have in connection with the present use and the future use of the Morris County Library. In other words, eliminating primary use would certainly cause real problems for some of our senior citizens, as well as many of the youth that were brought up by one of the previous speakers.

I hope this is considered when you deliberate finally on the bill. I would not like to turn this over to Mrs. Persak.

SENATOR WILEY: Thank you, Mr. Mc Gregor. Mrs. Persak, nice to have you with us.

S U S A N P E R S A K: Thank you, sir. I am Susan Persak. I am Director of the Mount Olive Public Library. I guess I am filling in for Mr. Newbold, our Board President who is unable to be with us today. The library people in Mount Olive, the Board, the people who staff the library, and especially the citizens of Mount Olive feel that the county library is an essential element of library service in this county. It must not be allowed to wither away due to the shrinking base of support which is inherent in the existing library legislation.

The Morris County Free Library is irreplaceable. There is no public library in this county which comes close to equalling it in resources or facilities. S-3068 is an excellent piece of legislation. It will save our county library by enabling the Freeholders to raise the general county tax needed to support a county institution, and it leaves to the people of Morris County the determination as to the level of support and the future role of the county library. I remind you that, of course, it is specific to Morris County. It affects no other county in New Jersey.

Mount Olive urges the passage of S-3068 because it is an appropriate vehicle for the continuance of library service in Morris County and it gives us the basis we need for future development of library systems in this county.

Going beyond my statement, as Mr. Mc Gregor pointed out, we have a bit of a quarrel over the figures here. I must say that I hope the gentlemen from Madison are more correct in their financial figures. The statistics for Mount Olive are from the 1975 study. I would like to point out that Mount Olive was not open a full year. We were only open nine months. It was our first year of operation, and these figures are based on a collection of about 2500 volumes in a brand new facility. I think that it is a very poor community to pick as a comparison because of this reason.

I think the very fact, though, as Mr. Mc Gregor pointed out, that we are so far distant and yet we are supporting this bill, and we are supporting open access to the county library, is very significant. I would like to speak as a professional librarian for a minute, if I may. I don't know if I have been doing that or not, but this whole question of primary and secondary, a lot of it is based on the type of collection that you are talking about, and I don't think that open access necessarily means a primary collection. I don't remember this point being brought up this morning.

If the collection at the county library is developed as a resource collection, a technical collection, to fill the need that we have for this type of level of service, then we won't find people using it as a primary source. They will go

into their public library. It is my opinion that perhaps it is not necessary for the county library to provide primary service, but this is better done on the local level. And this could be done by contracting with another local library to provide service needed of this nature, the primary nature, in any community, thus freeing the resources of the county library to serve in this critical area of secondary resource material.

SENATOR WILEY: That is an interesting point. You are in effect sharing a notion which we have heard from some others that you would like to see the county library available on an open access basis, but that the collection you are looking for is a supplemental collection, not a duplicative.

MRS. PERSAK: Yes, I feel very strongly about this. I think that here we are talking about an energy crisis and costs. Well, I don't know if you are aware of this or not, but if you do not allow over-the-counter borrowing of any type at the county library, this involves a great deal of paperwork. I will frequently see a patron go to the local library to find that they cannot get what they need, and then they will say, "Where do I go from here?" We will say, "Well, we will get the material from the county library for you." "But I don't know exactly what I want" is the standard response. And you will say, "Well, we will pick it out and we will help you." But it is not a very good situation. Frequently in Mount Olive, I find people would prefer to go down to the county library and select their own material. Now, if they can't borrow it over the counter, it means coming back to Mount Olive and having us fill out forms which we then send back to the county so they can send the books up to Mount Olive.

I think when a patron is willing and desires to go directly to the facility we should not say, "No, you can't take out the material." And it is cheaper to let them have it while they are there.

SENATOR WILEY: What then do you do, following the line that is suggested by Assemblyman Gallo and some others, as far as contracting in addition to this secondary service, which, I take it, you are describing on an open access basis, if the county library is also to have the capacity to be the primary library for areas that don't have their own?

MRS. PERSAK: Some of my friends in Morris County will not like my response, but I honestly feel that the county library is no longer needed for a primary facility. We have local libraries scattered throughout the county that could well provide this service. Let a community that needs additional primary service contract with another local public library. The example is given of Florham Park, for instance. Let them continue their contract with Madison for this type of service, and in addition pay a smaller broad-based tax for the second level of service. Or a community such as Victory Gardens which has no local library at all, let them contract with Dover or Randolph or one of the local libraries in the area.

SENATOR WILEY: What would you do with Parsippany which now makes substantial use on a primary basis---

MRS. PERSAK: I think Parsippany could use their money to build their local facility. I am getting killed for saying this. (Laughter)

SENATOR WILEY: I am sorry I asked. Thank you very much. Dr. Emanuel Averbach. Let me just take the opportunity to say that I appreciate on behalf of the Committee the obvious effort that people are making to group their presentation and to make the presentations brief. We want to hear everything

that you want us to hear, but as is so often the case, things can be said briefly or not so briefly. We appreciate that. I would tell you that for the afternoon we are well behind our timetable, unfortunately, but that is the fact. We do want to give everyone an opportunity, if we possibly can. The room is only available to us until seven. I will be here, I assure you, until then, and my colleagues as far as they are able, but brevity is the suggestion of the day. That is not directed to you particularly, Dr. Averbach. This just happened to be my opportunity to say this.

D R. E M A N U E L A V E R B A C H: Well, if it is coincidence, it is well directed. My name is Emanuel Averbach. I live at 45 Georgine Road in Morristown, New Jersey. I have handed a statement to your recorder. I am here as a private citizen, but I also happen to be a local school board member who sees great need for improving the library services available to our children here.

I should mention I am also a consultant in systems research and planning, and am highly dependent upon public libraries for more sophisticated library services than are required by public school pupils. Finally, I should mention that I believe we should be spending more money than we have been on both kinds of services, and I am willing to pay my share of the additional costs.

Nevertheless, I believe that the Morris County Free Library should be phased out. Morris County has reached a stage of development in which the county library cannot be expected to play a highly productive role in providing either kind of service.

I shall speak first from my perspective as a board member. In assessing libraries as adjuncts to our educational system, it is important not to view them merely as warehouses supplying books to students cafeteria style. They should be viewed, rather, as work places where students can carry out projects designed to provide educational experiences which cannot be provided in school or classroom, or in the normal day-to-day homework. Viewed in this manner, it becomes clear that the library is potentially a major vehicle for implementing curriculum, and the quality of the available library services is a significant factor controlling the effectiveness of some aspects of the educational program. Permit me to provide an illustration.

In communities that have strong local libraries such as Dover, Madison, Chatham, or Hanover Township where the county library headquarters is situated, starting in seventh and eighth grades, teachers begin to assign at least one library research project per year to their pupils. These are rather demanding assignments. They usually take about ten weeks to complete, during which time students are likely to have to make seven or eight trips to the library to locate pertinent books and periodicals and to study and digest the information they contain. The product of the assignment is a term paper of about 1500 to 2000 words.

Teachers in the schools in these communities can assign term papers to their students because they know that their libraries have adequate collections, provide the assistance of professional librarians, and most importantly, are accessible to all of the students in their classes. This is a highly automobile dependent county, and there are children and youth who do not generally have good transportation. The libraries in the communities I cited are accessible to students because they are open on weekday afternoons and evenings and all day

on Saturdays, and are convenient to get to either from home or from school. Teachers in communities which do not have libraries that are reasonably accessible to their pupils simply cannot assign tasks of the kind I just described. It is unreasonable to expect children to go long distances to work in a library.

It may appear to be inappropriate at first to focus upon a task as narrow as a term paper for setting library standards. Nevertheless, after serious consideration, I have come to the conclusion that a library's capacity for accommodating such assignments is a fair measure of whether it is able to meet its basic responsibilities to the school children in the community it serves. If one is interested in getting children to learn how to read and write, that is, to correctly interpret and make inferences from information gathered from a variety of sources, to logically organize information bearing on a particular topic, and to write about it precisely and in decent English, there are very few tasks that you can assign to students which will be as effective as a term paper for achieving these goals. A student who has done one or two research papers each year for five or six years before graduating from high school is unlikely to exhibit the limitations in reading and writing after graduation which have been getting so much public attention - and also got some here today.

What does it take in the way of a library to minimally satisfy the term paper standard? Based on the libraries in Morris County, it seems to take:

One, a carefully selected collection of at least thirty-five thousand volumes;

Two, a core reference collection and the services of a professional librarian;

Three, a library that is open on weekday afternoons and evenings, all day on Saturday, and during most school holidays, and;

Four, a library which is within a ten-minute drive from all of the pupil's homes.

These minimal standards can be met with an annual library budget of the order of \$125,000 to \$150,000, which could easily be managed by a community with a tax base of the order of \$200,000,000.

Over one-half of the municipalities in Morris County, however, do not have libraries which meet these standards. What is most distressing is that in most cases the standards are well within the reach of the communities not meeting them financially or otherwise. The major impediment seems to be a lack of vision which stems to a great extent from the central position of the county library headquarters that is held in the local library scene, and from a lack of recognition that independence or an affiliation with the library in an adjacent municipality may be more effective and efficient.

Allow me to present some examples. I shall use the map of Morris County, since travel distances and time are such important considerations. The pink areas happen to be the non-member libraries, except for Randolph Township here which has a question mark. They will hold a referendum on this issue shortly. The white areas are members of the county library. Here, toward the southeast corner of the county, this black "X" is the Morris County Free Library. I drew in this black line, which happens to be the right-of-way of the Erie-Lackawanna Railroad, to indicate where the area of earliest and oldest development in the county is. There is another rail line in here which has affected this area.

The county library actually is in the oldest, most developed area, and also happens to be the area having the heaviest library services. This is Mount Olive

which, as was mentioned before, is quite a distance from the county library. It happens to be about a forty-minute drive. Mount Olive has a collection of about 6,000 books, and I happened to be in the Mount Olive Library about a month ago, and a person came in and had to do a research paper of 500 words on the subject of artificial respiration, and they were sent to the county library. Now, that person happened to have been a college level student, and they had their own transportation, but I think that high school students and the middle school students confronted with that kind of response from the local library are really missing a very, very important experience being attained elsewhere.

Mount Olive has a population of 14,000 people. It is larger than any municipality in Sussex County, and except for Phillipsburg, it is larger than any municipality in Warren County. It is larger than every municipality in Hunterdon County, which has a large municipality which happens to be Readington Township which has a population of 8500. Yet, this is acting still as a kind of satellite library of a larger library, but it cannot meet the needs of its school children. And yet it goes on maintaining an affiliation to this long distance.

This is Washington Township which happens to have a smaller population of the order of 7,000 or 8,000. It has a somewhat larger library. It is a member of the county system. It is close to forty minutes or forty-five minutes from the county library too. Chester Township is building a library right here close to the border. There is no discussion going on between Washington Township and Chester about a possible affiliation or jointure arrangement with these plans. Washington Township residents have to go right past this library to get to the county line. Nevertheless, they are maintaining this affiliation.

This is Mendham Township and Mendham Borough. It is two municipalities. They have a total population of about 8,000. They have two libraries, each of which is open thirty-six hours a week. Generally they have a tax base of over \$200 million. They could create a single library which will meet those standards. There is a high school in that community, which, if they had a good library could rely upon it as a resource and integrate it into its educational plan.

If we go around the county, we will find the same thing going on throughout. Butler and Riverdale way up here have a relationship (inaudible) and there are substantial municipal libraries in Pequannock and so forth. The system is entirely irrational, and the only thing tying these two together is the county library.

The specific communities I have mentioned do not need the county library. Their school children would actually be better off if they were providing library services on their own. The same is true for other municipalities which are distant from the county library, Jefferson Township, Netcong, Mount Arlington, Rockaway Township, Butler, Riverdale and even Harding Township are not served well by and do not need the county library. The municipalities near the county library also do not really need it. Parsippany has a tax base of over \$700 million and Hanover Township over \$325 million. If the county library is phased out, services can be expected to improve in all of Morris County's communities, with the exception of Hanover Township, to the particular benefit of our school children.

If the county library is not an appropriate vehicle for meeting the needs of school children, the question arises as to whether it should be continued as a resource library for other libraries, and for more sophisticated library users. The county library is clearly the largest facility in Morris County and has by far

the largest collection. By other standards, however, the county library is hardly impressive. The Newark Library's collection is about three times the size and of much higher quality. Newark subscribes to over 2,000 periodicals as compared to 1,000 for the county library.

We do need better resource libraries in the State of New Jersey. A population base of 400,000 - which is what we have in Morris County - is not adequate, however, for supporting the kinds of libraries we need. A state with a population of 7.5 million should be developing multi-county resource libraries serving populations of 1.5 to 2 million people. These are the kinds of libraries which are needed to meet the sophisticated requirements of New Jersey's relatively highly educated population. The continuance of the county library, in my opinion, will be an impediment to the creation of larger, multi-county libraries that are needed.

Before closing, I would like to comment on the proposal I read about that the Committee is considering providing the county library with \$100,000 in emergency aid. I believe this is not a wise thing to do. Morris County is a relatively wealthy county. Our problems are structural, not financial, and there are greater needs elsewhere. If there is money to spare, I would prefer to see it spent on the Newark Public Library, the finest public library in the State, whose costs are far beyond the means of the poor people who live there. If not Newark, it should be given to other county libraries which are still serving a meaningful purpose and which need the funds and which can spend the money wisely. Thank you.

SENATOR WILEY: Thank you, Dr. Averbach.

SENATOR DUMONT: Doctor, did you say you were a member of the Morristown Board of Education?

DR. AVERBACH: The Morris School District, which is both Morristown and Morris Township.

SENATOR DUMONT: And that is an elected board, isn't it?

DR. AVERBACH: Yes, it is.

SENATOR WILEY: Thank you. Dr. Edna Reiners.

E D N A R E I N E R S: Ladies and gentlemen, I am Edna Reiners from the Mendham Public Library. My statement will be brief, simple and uncomplicated. I am happy to be here to have the opportunity to speak in support of the Morris County Library. I am the Librarian of Mendham, a small but growing town. Our population is 4,000 right now. We operate on a budget of \$18,000 annually. I believe that we have an excellent library, but one that in no way could provide adequate facilities for our patrons without the back-up services of the Morris County Library.

A few years back we had a fire in our library. Reconstruction and inventory was a long and arduous task. The assistance provided by the staff of the Morris County Library at that time was invaluable. I believe that I speak not only to the Mendham Public Library, but to the majority of the citizens of Mendham when I urge strongly retention of the Morris County Library. Thank you.

SENATOR WILEY: Thank you very much, Dr. Reiners. Dr. Ralph Blasingame, Rutgers. It is nice to have you with us.

D R. R A L P H B L A S I N G A M E: My name is Ralph Blasingame. I reside in East Brunswick, New Jersey, and am employed as a member of the faculty of the Graduate School of Library Service of Rutgers, the State University of New Jersey. This statement is my own, made as an individual who has been involved directly and as a teacher-researcher in the public library field in various parts of this country. Perhaps it should be added that my statement does not represent any concensus from the Graduate School of Library Service, and it has not been in any way cleared with Rutgers officials.

For seven years I was State Librarian of Pennsylvania when the immediate predecessor of the New Jersey plan for public library service was formulated, translated into legislation, passed by the Legislature and implemented. My statement is then made out of some knowledge of and deep personal concern with the present and future status of public library services.

In 1935, Carleton Joeckel, one of the handful of serious students of the American Public Library referred to the "collectivist philosophy of public library service"; that is, to the belief that the best future for public libraries lies in the centralization o control of decisions concerning the apportionment of resources devoted to public library services. This philosophy, as Joeckel pointed out, was deeply imbedded in thinking about public libraries. I may point out that is still the dominant philosophy in our field of concern. It has been expressed in public library standards, in such major studies as the Public Library Inquiry and in the state plans such as the New Jersey and Pennsylvania plans. Proponents of other views have not been as visible or vocal as have the proponents of this one.

Despite that dominance, or perhaps because of it, the proponents have never proven their case. There is no body of evidence demonstrating that a given resource placed under centralized control results in more or better public library service than would the same resource placed under decentralized control. In fact, analysis of existing library statistics a few years ago strongly suggested that there is no advantage in the extent of public library services in their use, or in their cost, which is attributable to centralized control. That is, attributable to the larger unit of service.

Further, some rather strong evidence has emerged from a variety of studies done over a considerable period of time which suggest that decentralized arrangements probably result in increased utility. For example, the single factor which consistently accounts for the greatest amount of variation and use of library service is geographic distance. It is also quite clear that relatively small stocks of library materials account for relatively large percentages of actual use. It has been demonstrated even in scholarly communities that about 20% of books and journals will account for about 80% of actual use. Though nothing can be drawn for sure from these groups of data, they do suggest that a larger number of middle-sized units, geographically accessible, may be a more cost effective means of delivering service than a smaller number of large units.

It is also worth noting that, as revealed in recent studies in New Jersey and elsewhere, there are substantial divisions of thought among citizens as to whether the locally available library or the remote but larger library is more desirable. The policy implications of those studies remain to be explored.

Like so many of the governmental reform movements of this century, then, the collectivist theory of public library services runs counter to fact and

expectation. That it should encounter major political problems was foreseen by Joeckel forty years ago, and is here demonstrated today.

But aside from these problems of fact and feeling, the most troubling aspect of the proposal to "save" the county libraries - many of which seem to be doing quite well without special legislation - is the widespread dissension such effort brings among librarians and friends of libraries. The degree of cooperation required to establish such a plan as we have now - however imperfect that plan may be - is considerable. To maintain concerted effort over the years and to repair the plan's deficiencies will require careful deliberation and the creation of an atmosphere of objectivity and trust.

I have participated in and observed public library matters for thirty years, or thereabout. It is my urgent recommendation that the Senate Education Committee express its most welcome interest in public libraries through demands for careful testing of assumptions, presentation of facts, and the implications for policy of those facts we know and can gather in an effort to illuminate basic issues such as equal protection and the most effective use of resources. I also urge that the Committee seek the views of those persons who understand, if not advocate, philosophies other than the collectivist attitudes referred to earlier. The problems which are addressed today were a long time in the making; there will be no quick or simple solutions. Thank you.

SENATOR WILEY: Thank you, Dr. Blasingame. We appreciate your coming to Morris County and giving us the benefit of your thoughts.

Robert Staples, and Miss Veronica Cary, New Jersey Exempt Library Association.

We have been given a number of statements here. We have the testimony of Jayne L. Hess, which is yet to come; and a statement by Robert Staples, which is about to come; and one from the Bernards Township Library and one from the Neptune Township Public Library, and I will leave them with you, Mr. Taylor.

That reminds me also to acknowledge receipt of a letter from John Baruch of the joint library of Morristown and Morris Township, which was directed to the Committee and which will be included in the record and made available to the members of the legislature as well. (See Appendix beginning on page 4x.)

Who will speak first here?

R O B E R T S T A P L E S: I would like to identify myself. I am Robert Staples, Director of the Joint Princeton Public Library. I also am the convenor of the New Jersey Exempt Library group.

I just want to introduce three people who will speak more forcefully than I on this subject. I would first introduce Veronica Cary, Director of the Trenton Public Library.

V E R O N I C A C A R Y: My name is Veronica Cary. I am the Director of the Trenton Public Library in Mercer County and a member of the Exempt Library Association. I speak in opposition to Senate Bill 3068 and Assembly Bill 3057. Even though they are designed for Morris County only, I fear that they can be precedent setting for any other county that chooses to emulate Morris.

Indeed, the principle involved could be used in numerous situations other than library ones. For many decades, we Americans have proclaimed our belief in larger is better. I do not think I am alone in challenging this credo. In an expanding area with new communities coming into being, particularly young communities,

perhaps there should be an opportunity for something of their own, to build their own institutions, to decide their own needs, and to set their own priorities. A library can do all of these things.

In my opinion, I think that the Morris County Library already has all the legislation necessary to provide library service. It has a county library, and the laws of this State provide for its support. Having heard the testimony so far today, this might seem like a callous statement. However, I remind you that I come from a community where reality, a declining tax base, must be faced year after year. Morris County is an area reference library, and, again, it receives support from the State for that function which mandates open access. To date it has maintained fine and friendly relations with the excellent exempt libraries in the county, and I believe it should stay that way. I think the bill should be tabled. Thank you.

SENATOR WILEY: Thank you, Mrs. Cary.

MR. STAPLES: Jayne Hess from the Phillipsburg Public Library.

J A Y N E H E S S: My name is Jayne Hess. I am Director of the Phillipsburg Free Public Library, and reside in that town. I am here to represent the Phillipsburg Library Board of Trustees. Senate Bill 3068 is a precedent shattering measure with consequences for all of us concerned with library service in New Jersey. The State is being asked to fight for their longstanding tradition in the very support and governments of public library services. Although the bill presumably applies to a single county, other counties might easily be included in the future by a change in the population designation now written into the bill.

The Phillipsburg Free Public Library Board of Trustees is troubled about the implicit threat posed by Senate Bill 3068 to community library service as we have known it up to this time. The immediate issue is the public library. But the larger issue which would be affected, if the bill were to pass, is a style of government which has developed and is a consequence of the way people distribute themselves across the country. Local autonomy and local option have always resulted in uneven service, just as the population is unevenly divided.

The need for and the desire to support certain services have both arisen as a result of the drawing together of people in population centers. Those population centers, large and small, are distributed widely and unevenly across the state. We are not today arguing the case of one kind of library organization against another; rather, we are pointing to the fact that in an urbanized society the demand for service and the wealth to support the service exists in scattered centers. What does this mean to this hearing? It means that for many years persons living in those concentrated areas have been given the option by the State of determining whether or not they will have library services, and if so, at what level they will support them.

The proposed bill, Senate Bill 3068, would have the effect of changing that very basic structure, because it flies in the face of local autonomy and passes decision making out of the hands of the people and into the hands of county officials with no provision for referendum.

I would like to add a personal word here. I have worked in a variety of libraries, in a State Library, in large city libraries, and more recently have been the Director of two rather small city libraries in succession. I realize that arguments in favor of large libraries and centralization of libraries are strongly held by many of my colleagues. I recognize that certain agencies do provide kinds of service of a type beyond the reach of a small city library. For example,

specialized service to business. But I am unable to understand why a local community library that is available to all should be put at disadvantage in order to support such a specialized program servicing a restricted group at a remote point. In my experience, I have come to recognize that, if properly managed, small city libraries serve a great many people and help to preserve a sense of community. I am not able to understand how substitution of a large, remote library would compensate for that sense of community expression. It is that local feeling for the community library which has helped to define what public library service is, and to get public library support which is at a reasonable level.

Phillipsburg is an example of a community library which appropriates twice as much in per capita support than does the county in which it is located, and whose future could be affected without a referendum if the proposed bills were to pass. Senate Bill 3068 is an unfortunate bill that would save one library at the expense of most others. And it seems especially unfortunate when those other libraries likely serve by far the greatest proportion of the public.

We appreciate the opportunity afforded by this hearing to express our very deep interest and concern.

SENATOR WILEY: Thank you, Mrs. Hess.

MR. STAPLES: William Le Kernick, Director of the Middletown Township Library.

W I L L I A M L E K E R N I C K: My name is William Le Kernick. As Bob said, I am Director of the Middletown Township Library. I have no prepared statement, and in the interest of brevity, I would only like to say that the Board of Trustees of the Middletown Township Library has gone on record with the Legislative Delegation against this particular legislation for many of the reasons you have heard here today.

SENATOR WILEY: Thank you, Mr. Le Kernick. Thank you all for being here.

Kathleen Pizar, College Club of Mountain Lakes.

K A T H L E E N P I Z A R: Mr. Chairman, Committee Members, I do not have a prepared statement for you to read at this time, because I am a former speech major, and I would rather have you listen and think. I will send you one, if you would like to have it.

I also would like to respond to things as they have been mentioned here today, so I wanted to be as spontaneous as I could in this presentation. As I sit here, I wear three hats, although I may appear to be liberal minded enough to wear none. I am not a council person, nor am I a librarian. The first hat that I wear is as resident of the Township of Boonton, which is a municipality having no library facilities. Thus, we must pay fees ranging from a few dollars to over ten dollars to area towns if we wish to use a library in a nearby community. For us, the county library and its visiting bookmobile is the free library.

A second hat I wear is as a member of the Boonton Township Board of Education. I have seen the audio-visual and other services provided by the County staff, and as a person in education, I see no reason why the county library as the county college, both being educational institutions, should not be backed by the full financial resources of the county. A short while ago, Dr. Emanuel Averbach said that a number of libraries of research quality should be strewn throughout the county. This seems to me a bit of a contradiction and a bit unrealistic since we have never put our full financial resources as yet behind the one county

facility that we have that is approaching research quality. Also, it seems to me that there is a lot of circulation of the volumes that are in the county facility, and that this circulation could be broadened with the use of remote TV, and also in combination with the microfiche and microfilm units, and the circulation that now goes to the member libraries and the bookmobiles could be broadened, so that even the remotest areas of the county could have use of the county collection.

The third hat that I wear, and the one that is printed on your program, is as a member and also the outgoing president of the College Club of Mountain Lakes and surrounding communities, which is a branch of the American Association of University Women. In 1972, the College Club did a study of the libraries in Mountain Lakes, Boonton, the non-existent one in Boonton Township, Montville, Denville, and the county libraries. The conclusion, which I wrote at that time, at the time of the study, is still relevant. The Morris County Free Library would benefit if all counties, municipalities, participated in library support.

Many libraries have never experienced the county system. Denville withdrew before the fine facility on Hanover Avenue was built. The county can provide considerable savings as a central buying agent, a bindery, a publicity printing service, an expert cataloger, and a central professional resource to member libraries.

Rotating use of a central art collection is useful due to the initial expense involved. It should be exciting years ahead for library services. County-wide cable TV is a possibility in the near future. That was 1972. The growth of industries and educational programs should increase utilization of library services. Looking ahead, what is desired, from an individual viewpoint, are various services close to home which may be autonomous, yet, which are inter-coordinated. Just as local facilities of quick access are convenient, so a large repository of reference periodicals, children and adult titles, is desired. Does not a county library deserve the same quality support as a county college receives? Both are educational resources for the community at large.

So these are the hats that I wear, and these are the needs that I see. Were there no need for a strong quality facility on the county level, there would be no patrons at the county library. Were there no need for a strong quality county facility, there would be no member libraries in the county system at the present time. Individual libraries funded by inequitable property taxes and by friends groups of variable enthusiasms cannot provide quality local facilities everywhere. Such a system has provided the Township of Boonton residents with no library at all.

Member libraries are fearful their facilities will suffer and that they will have additional burdens and paperwork. Surely, civic pride will remain, and surely educated administrators may cooperatively work out a system that is mutually beneficial. The question today is how to fund the county library, and who needs its services. I need its services, and I am willing to continue to fund the county library. It is hard for a county to have the same identity that countries have, or even states, or municipalities. Countries have their flags, wars, uniforms, languages and ethnic dishes; municipalities have their football teams, and distinctive ethnic character and topography. For states and counties it is more difficult. States

must grasp at sunflowers and buckeyes for identity. I would hope that Morris County would find its identity in quality education, first rate schools, and colleges, and libraries, including a county library that is equally available to everyone in the county. Thank you.

SENATOR WILEY: Thank you very much. Mr. Irving Worden.

MR. WORDEN: I would like to have Mr. Muller speak initially, and then I will follow up.

SENATOR WILEY: All right, Mr. Muller, we will be happy to hear from you.

E D M U L L E R: Senator Wiley, Committee members, my remarks will be more or less introductory and brief, because Mr. Worden has the main gist of what has to be said.

My name is Edward V. Muller of Pequannock Township. I served on the Board of Trustees of the Pequannock Township Library for a period of ten years when we initially municipalized in 1964, and in 1964 severed our relations with the county library for good reason. Some years ago, when a law similar to the present 3068, known as the Beadleston Bill, (inaudible) simply because it arbitrarily brought the exempt libraries into the county system. I testified at a hearing at Madison concerning it, voicing my objections to it. Now, similarly, I voice my objections to 3068.

Certainly the county library has a place in the sphere of library service as a back-up facility for all county libraries. However, while local taxes (inaudible) a strong local library now operating without county assistance, it would be an injustice to forcibly include such exempt libraries in the county system.

I feel that perhaps exempt libraries could make a contribution of some kind to the county library on the basis of services rendered, but to expect Pequannock Township or others to pay a high tax for a modicum of service would still be an injustice on the face of it. I am not fully informed as to the recent study committee's report or the consultant's report to take a position on them. Mr. Irving Worden who follows me is fully conversant with the county problem, since he served on the study committee, and has made an analysis of these studies in depth. His report will cover this aspect.

I urge withdrawal of S-3068. Thank you.

SENATOR WILEY: Mr. Muller, while it is fresh in my mind, you mentioned that you feel it would be unjust if Pequannock were required to pay on the basis that the bill proposes, which, at the time that these numbers were put together, the expenses were figured out to be \$29,000 for Pequannock. Do you have a figure in mind--- And you also mentioned that you thought, however, Pequannock could reasonably consider something. Can you give us a range?

MR. MULLER: I cannot do that. I am not that close to the situation now. It has been a number of years since I served on the library board. However, I can say from past history that when we initially municipalized, we at that time considered severing our relations from the county. But we decided we would stay with the county two or three years to determine whether we were getting dollar value. At the end of that period, we decided that we were paying far in excess of what we should normally pay for a service of this kind, and it would be better to stock our own library with our own funds and go it alone.

SENATOR WILEY: Fine, thank you. Mr. Worden.

I R V I N G W O R D E N: My name is Irving Worden. I have been a trustee of the Pequannock Township Public Library since it became a municipal library in 1961.

At the invitation of the Board of Chosen Freeholders, I was a member of its Morris County Library Study Committee from its inception in February, 1973, until its dissolution in July, 1976. Since 1972 I have been retired from public practice as a Certified Public Accountant.

In my opinion, the proposed legislation, which is the subject of this hearing, is not a viable solution to assuring the future success of the Morris County Library for the following reasons:

One, the wording of the proposal would permit establishment of a new type of county library not contemplated by the Section 40:33-1, et cetera, of the New Jersey Library Laws. That may be good and that may be bad.

Two, the proposal would permit establishment of a county library service merely by adoption of a resolution of the Board of Chosen Freeholders which "shall prescribe the terms and conditions which the board considers necessary and reasonable to provide the free county library or free county service." The wording of such a resolution has not been made public. It is doubtful that it has, as yet, been drafted.

Three, it is spot legislation worded so as to apply to Morris County only. As such, it would set an undesirable precedent in amending State Library Laws.

Four, it would penalize the majority of present non-member municipalities of the county who have shown a willingness to contribute substantially to their local libraries.

Five, its long-range effect would be centralized administration and funding of all county library services with related diminishing incentive for development of local facilities.

Six, it fails to recognize the inequity in funding, whereby, a few municipalities contiguous in location to the county library have shown a substantial majority use of its facilities at the expense of the more distant municipality.

My reasons result from information accumulated during my research of the problem over the past sixteen years, especially that acquired since my appointment to the County Library Study Committee. I accepted that appointment with the belief that there is a place for the county library in providing library service in Morris County. That is still my belief.

Although I did not and do not agree 100%, I did agree substantially with recommendations of the Study Committee which were submitted in July, 1976, the deadline set by the Board of Chosen Freeholders. My dissent related primarily to a statement report which, in recommending direct county support for the library's function as a county-wide library resource, suggested a possible budget for 1977 of \$500,000. Subsequent action by the Board of Freeholders and the County Library Commission appears to have escalated this figure to require full funding to a budget amount of over \$1,200,000 in 1978.

Principle five of the Committee's recommendation stated "The tax support for library service in Morris County should be borne equitably in all communities." The last conclusion stated on page 18 of the consultant's report reads, "The current dedicated tax supporting the county free library is not related to the cost of services used by member communities. Allocation of the current county free library's expense base to all municipalities within the county, using the current method of assessing county taxes, other than the dedicated taxes for the county library, will generate similar results."

Can an equitable base for funding library service be developed? Certainly from the aforementioned consultant's quotation broad-based funding is not the answer. While there is probably no precise answer in the instance of a county library which also accepts designation as an area library and a film distribution center, it appears that Section 40:33-13.1 relating to contracts with other municipalities for additional services might be amended to make it a two-way street. In addition to permitting the county library to contract with another library community to service one of its member communities, the law should permit the county library to contract to provide specific services to library communities, either member or non-member.

Contractual agreements would assist in overcoming a substantial area of inequity of use as disclosed by the recent open-access study of the county library. Four member communities - Par-Troy, Hanover Township, Morris Plains, and Randolph - accounted for 42% of headquarters use and 45% of over-the-counter circulation during the test period. Morristown, Morris Township, joint library accounted for an additional use of 18% and 15% respectively. These six communities accounted for over 60% of headquarter use, whereas, had broad-based funding been in effect in 1975, their portion of the county-wide tax would have been 32%.

The study committee tried to address the equity problem by recommending restructuring the county library as a resource library, which some have assumed would eliminate over-the-counter circulation. Also recommended were contract payments for specific services such as bookmobile service, acquisition and processing programs, library management services, et cetera.

The county library commission, I assume at the urging of the county library's professional staff, has chosen to ignore the study committee's recommendations and go for business as usual to function and the security of a county-wide tax for funding.

The plan as unveiled in February admits its prime purpose is to reduce the opposition of non-member communities to the legislation under hearing today. While the plan displays some innovative thought, it is not designed to reduce the inequities of either present or proposed funding and certainly should not become a basis for the freeholder's resolution contemplated in the proposed legislation. It would cost 16 of 19 non-member communities over \$350,000 additional to implement the plans, an increase of 32% over the 1976 local support of these sixteen municipalities. The library of the Chathams, as an example, would pay an additional 31% - \$60,100 - over its local support budget of \$194,800. Chatham is a strong library, never a member of the county library system and showing in 1976 the fifth highest in Morris County in local support based on equalized valuation and third highest based on population.

When the county library obtained in 1972 designation as an area library, its administration obviously anticipated its state aid, for the service it contracted to perform, would suffice. Unfortunately, the state has not provided the full-funding for area libraries and, in addition, the failure to fully-fund per capita state aid to libraries in 1975, 1976 and 1977 has added to the dedicated tax burden of member communities.

In summary, I reaffirm my opposition to county-wide funding. It does not even approach the goal of equality of tax support for library services. I suggest the more positive approach of obtaining, one, full and, if possible, additional funding under the Area Library Grant and; two, contractual agreements for payment of services

required by those municipalities unable or unwilling to provide adequate library services through local support. There remains a substantial core of communities in Morris County with local library budgets so low as to require the services of a county library as defined in the 1922 law. In addition there are those communities contiguous to the county library, which obviously benefit by its location and whose local support is diminished accordingly. Any change in library law should really address itself to the latter communities.

I also have a statement relating the position of the Township of Pequannock regarding broad-based funding for county library purposes. This statement is being presented on behalf of the Township Council of the Township of Pequannock to reflect our opinion of the proposed legislation which would authorize Morris County to enact a broad-based tax for support of the county library system. Pequannock Township is presently exempt from paying the county library tax due to the fact that a number of years ago, being unsatisfied with the quality of the county library system, Pequannock Township decided to create and maintain its own municipal library. Over the years, since that decision, the Township has developed an excellent municipal library which is used extensively by our residents who have willingly and strongly supported the system through the municipal tax rate. Indicative of the continuing strong support for our local library is recent action taken by the Township Council and other community groups to begin plans to construct a new and expanded library facility.

The rest of it is the resolution that was adopted back in February and has been sent, and I imagine you have a copy of it.

SENATOR WILEY: Yes.

MR. WORDEN: It disturbed me considerably when Jack Keeler spoke and took a doomsday attitude on this whole situation, as though the library is going to fold up right away. I don't think--- There are very few people in Morris County that feel that way. I think most of them want to see the library continued in some fashion. And I think it can be continued in some fashion. I think what we have to do is look at it realistically.

The study committee would, I think, have come up with a better report than they did come up with had not the July first deadline been set for them. They got a report from the consultant on May 26, and had to submit a report on July first, which to me is entirely an unreasonable amount of time to put together a report that we have been working on for three and a half years. We needed that information from the consultant, and I am sure it was not used hardly at all, because it had not been referred to in any way.

SENATOR WILEY: One of the subjects that the study commission got into was the question of a council of county libraries.

MR. WORDEN: Yes.

SENATOR WILEY: This goes to the issue of governments generally, which we have not talked much about today. Do you have any observations on that?

MR. WORDEN: Well, one of the problems, I think, in this whole library situation in Morris County has been, naturally, the library commission, which is appointed from areas that are member libraries. There has not been the rapport between the exempt groups and the member groups that there should have been, partly because the public relations in the county library has not been the best with the exempt library group. And it has just been an unfortunate thing. In putting

together this plan, the thought seemed to be, let's develop a council that would represent all the libraries of the county, and give, more or less, equal weight to all of them.

SENATOR WILEY: That council would have had some reviewing authority. Is that the way it was conceived?

MR. WORDEN: Well, yes, it had some reviewing authority. I just felt that the whole plan of the council--- It apparently was going to retain the county library commission as sort of the Board of Trustees of the county library, and they would--- Well, there seemed to be a certain amount of opposition by the county library commission for fear that this type of approach would relieve them of some of their responsibilities and prerogatives they didn't want to lose.

Could I just mention one other thing? In my study, and I have done a tremendous amount of research on this thing, the one overriding problem that I have run into is the inaccuracy in reports that I have had to work with, and one of the reports that has had a lot of inaccuracies in it is the state statistics that have been put out on libraries. As I worked with them, I found that there are all kinds of figures in there that just don't tie into anything. They will show, for instance, the cost of materials, maybe \$5,000 when they are buying 6,000 books. Now, you can't do that sort of thing these days.

SENATOR WILEY: That is a pretty good trick.

MR. WORDEN: I think they also showed that Morris County only paid around \$27,000 for library materials when they bought some 300,000 books. It would seem to me that there is some little problem here in the way things are put together.

SENATOR WILEY: Either that, or some sharp buying, one of the two.

MR. WORDEN: I hope it isn't that way. I hope they do better.

SENATOR WILEY: Senator Lipman has a question, Mr. Worden.

SENATOR LIPMAN: You mentioned the state aide to the Morris County Library as an area library is not up to what it should be. If it were at the right figure, do you think that would be adequate?

MR. WORDEN: No, I don't think it would be adequate, because I don't think there has been any good study made of what area aid should cost, and even the Coopers and Lybrand Report, I am not satisfied with their analysis of it, and they actually did not try to pinpoint the cost of area aid. I am not entirely sure what it is now. I think if I had the Coopers and Lybrand work papers, I might be able to work out something, but I don't know what it is, and I think it is going to be a very difficult thing to determine.

SENATOR WILEY: Thank you, sir. Alyce Bowers, Library Director, Rockaway Township.

We should have a break here shortly. Why don't we try to do that at four o'clock, perhaps after two more speakers.

A L Y C E B O W E R S: Thank you. It becomes a long day for you, I am sure, sitting as you have. My name is Alyce Bowers, and I am the Library Director for Rockaway Township Library. We are a member of the Morris County Library system.

I would like to ask you to fund the Morris County Library from general county tax revenues, and I want to discuss why this should be so. First, because this is the only fair means for funding a county service. The present method of funding the county library offers an option to local municipalities. The local municipality can choose whether or not they want to pay the dedicated tax.

The dedicated tax is a separate line on the budget, and a community may state they will no longer pay that tax and withdraw. The residents in these exempt communities can still use the county library. Residents in exempt communities can borrow books on inner library loan. Residents in exempt communities can go in the library and use the reference collection. They can use the magazine collection, and they can use the government documents collection. The residents in exempt communities can use the record collection, and they can borrow sixteen millimeter films. These residents can have librarians help them with reference questions on school assignments, and any other reference question they may have.

In fact, one local exempt library sent a notice to all homeowners bragging about all the services their residents could get free from the county library, and saying in effect, why do you suffer and pay for it when you can have it free. They listed the services I have listed for you in that folder.

Now, more and more communities have said they don't want to pay for a service that other communities get for free. Last year Chester and Roxbury decided they wanted a free ride too, and they withdrew. This year Parsippany and Randolph have announced that they are tired of paying, and they want a free ride also, but now there are so many communities who won't pay, that there isn't enough money left to run the county library. This situation is unfair. The Morris County Library is a county institution. The Coopers and Lybrand Study showed that it was used by residents in every community in Morris County. The fact that six communities use it more is due to the fact there are more people in those communities. If you have 50,000 people in Parsippany as potential borrowers, you probably will get more usage than if you had 5,000 in Rockaway or 1,000 in Victory Gardens. But every community in Morris County, all thirty-nine, have residents using the county library, even as far away as the outer reaches of Pequannock.

Because it is used by every resident in Morris County, it should be supported by every community in Morris County. No one says that because an exempt community has its own road department that the county road department is duplicating a service, and therefore we won't pay for the county department. Morristown area residents use the county park here in Morristown more than people out in the northeast use it, because it is closer. But there is no special discounted tax given to the northeast residents who don't use the park here in Morristown. We all have local governments, local road departments, and we still must support the county government, and the county road department. Likewise, every community pays for county welfare and social service agencies whether or not any of their residents use them. They still pay.

The fair way to fund the county service is from county tax revenues, and this is the way the county library should be funded. During the year of the study that everyone has referred to, we call it the Coopers and Lybrand Study, the exempt communities use \$250,000 worth of county library service and paid nothing. These communities which received a quarter of a million dollars worth of free service are here today to ask you to let them keep their tax loophole. They want to continue to get a free ride. But you must ask yourselves if this is fair. When an exempt community says it worries about whether its residents use the county library too much or not enough or for the wrong reasons, you have to ask yourself if they are really concerned about the county library's function or whether they really want to remain getting their free ride.

Now, during the same year's study, Coopers and Lybrand showed that Rockaway Township, my community, paid \$7,000 more in taxes for the county library support than they received in return in service. Roxbury paid \$14,500 extra; Chester paid \$16,000 extra. Roxbury and Chester used these figures to show they were paying more than their fair share, and they withdrew. This places an increasingly heavy burden on the remaining members. If Parsippany and Randolph withdraw, Rockaway Township will probably follow.

Eileen Mc Coy made a valid point when she said that \$100,000 is not going to delay the closing of the county library. I don't wish to think that we are scaring you, but it just cannot happen. At the present time, Parsippany, Randolph, Rockaway Township, account for nearly half of the county budget. We all have the option of pulling out this very year, leaving the county with less than half its budget for 1978. This will happen. Mr. Taylor said that he couldn't imagine "they" would allow the county library to close, but "they" is us, and we will. You must not think there is any back up that is magically able to save it. Either we get a proper funding establishment soon from your Committee, or we are going to lose the county service. Peter Burkhardt, the head of the Freeholders, sent everyone a letter to this effect, that he would in fact close the library.

Now, this unfair method of financing a county service cannot continue. There are only four towns in Morris County that have no local library. So the question of whether you have a local library or not is irrelevant. Four tiny little communities, each having less than four thousand people, lack a local library. Thirty-five communities all have a local library. We all have a local library. This service is provided. The question is, are we going to continue to have a different level of service, a county library service?

There have been other people who have considered this problem. In the past seven years we have had the Beckerman Study, the Cochran Study, the Seaborne Study, the Coopers and Lybrand Study, the League of Women Voters Study, the Morris County Freeholder's Study, the Morris County Library Commission Study, and we are now having public hearings, and Senator Wiley has threatened us yet with another Musto Study.

I must admit that I am a little weary of studies. When Moses said he was going to lead the children of Israel to the the Promised Land, the Pharaoh should have said, "Don't go; I will appoint a study, and we will look at the problem." However, every one of these studies agrees, the financial base for the county library has to be changed, and they all recommend that the county library must be funded on a broad-based tax, not a dedicated one. We have had dozens of letters written; resolutions have been adopted. Between seven and ten thousand signatures have been written on petitions, and we finally have two bills in the legislature to fund the Morris County Library from general county tax revenues. I ask you to help us pass these bills and save our county library from being closed.

The law would apply only to Morris County. It would not set a dangerous precedent because the precedent exists. Contrary to your study there is now the Cumberland County Library already funded by the means we propose and it has been successful in Cumberland County. I spoke with Mr. Weatherall the Assistant Director of the Cumberland County Library on Monday, and he told me that since 1963 the Cumberland County Library has been funded as a line item in the general county budget.

The county library commission prepares a budget each year, and the Cumberland Freeholders review it. The Cumberland County Library then receives its money from the county, all communities pay, and all communities can use the service. It has worked fine in Cumberland, and they are the one county library with the stable financial base. We have with us today the Directors of two other county libraries, and they each have problems in their county. They would like some kind of solution to be arrived at as much as we would. The State has gone on record as supporting broad-based funding for county libraries and Ms. Chirico could speak to that point.

I beg you to let us have a chance. Let us set a good example here in Morris County and let us save a valuable service. Morris County Library should be a county service available to all county residents and funded by all municipalities. I have one other short statement on the way this funding would work out and what it would do for local libraries exempt as well as members.

The amount of money we are talking about, in relation to the amount of public input in that, to me sometimes becomes somewhat ludicrous. The county budget is less than \$1 million. Now, we have high schools that serve part of one community that spend \$6 million. Parsippany High School spends something like \$20 million. But this is the county service available to 400,000 residents, all ages, young people, old people, anybody, and it is asking for a budget of less than \$1 million at this point in time, and it would make such a tiny little drip in their tax bill that it is amazing you could get this much heat on it.

However, if the county is funded from general county tax revenues, this is what they propose to do with it. The exempt libraries will receive an incentive grant from this general money raised, and return it directly to the local library to be spent. They can buy books with it; they can contract for services and so forth. The exempt local library will now receive funds from the county money, just as they do from the State. The result of this would be that their amount of money on library service would increase, and they would be eligible for a larger share of state aid, because it is based on how much you spend on libraries.

There are five exempt libraries that would take part in a regional grant. And, of course, all citizens in exempt communities would now have full access to the Morris County Library, which the citizens in these communities very much want. The member libraries would also receive an incentive grant which would replace their present allowances. They would be receiving 100% of their state aid, whereas now they get 50%. The local tax rate to support the county library would be decreased from a quarter of a million to a fifth of a million, and we would continue use of our county library.

This bill can do this for us. Without it, the question of the function is not going to be relevant, because the county library, I am afraid, will not be here to worry about what it is doing. Thank you for your time.

SENATOR WILEY: The plan that you have described is the plan that was presented by the Commission itself. Were you here this morning when Assemblyman Gallo and others were talking?

MS. BOWERS: Yes.

SENATOR WILEY: I am speaking now about Assemblyman Gallo and Freeholder Mc Coy's description of what, apparently, the Freeholders would contemplate as the plan, were they given their discretion, proposed by this bill, and that is, a plan under which the county library would be closed, so far as primary service is concerned, to anyone other than a town, which, in addition to the broad-based tax

was to contract especially with the county library for that primary service. Can we have your views on that.

MS. BOWERS: This over-the-counter borrowing is an extremely emotional question in the county. The member libraries are united in agreeing that it is essential. The exempt communities, with the exception of one up in East Hanover would like not to see it. Why they are afraid to have a library loan books is a puzzle to me. I don't understand it as a professional librarian, and I have to agree with Sue Persak's view of it. It does not compete - and Morristown said this, although they are the closest and use the county library one of the heaviest - with your local library service. When we could all use the county library, the local circulation was the highest it has ever been in the county. But now that some of them can't use the county, some of them have actually had a decrease in local circulation as well. So it is no threat. That is not true.

Secondly, the community citizens, when they heard that the doors were going to be closed for open borrowing, were very angry, and they wrote massive letters, and they phoned and they petitioned, and they dunned the Freeholders, and they said, don't close the library doors. It is like having a golf course and saying you can't play on it, or you are going to have a county college and you can't attend courses. What good is a library if you can't get a book out of it. You know, a library loans books. This may be kind of traditional, but that is the function. It really is. It is nice to have a story hour, and it is nice to have a film, but a library loans books.

Now, the idea of having them sent is like a toy game. It is like pickles and olives when we are talking about a meal. In Rockaway Township 20,000 items were borrowed directly by the citizens from the Morris County library. This represents only one-fifth of our circulation, so it is not a massive amount, or the total. But 20,000 items were taken out directly; 272 items were shipped in on inter-library loans. An inter-library loan takes at least a week. It takes triplicate form. It takes about twenty minutes to fill out, and it doesn't work very well. You could not begin to substitute 20,000 borrowed items with this inner library loan system. It wouldn't work. You have to have a county open and accessible and allow the people to use it.

If you try to decide how you are going to fund the contract--- All right, now we are going to say we are going to contract and we have to figure it out. You asked Mr. Mc Pherson what it would cost, and that kind of thing. It can't be done administratively, because if you say I want to know what it costs so that I can agree to contract it to you, you have to almost count the entire library budget in, because they have to buy all those books to have them to loan, and therefore, you cannot just charge it to members. You have to have the catalogue department included. You have to have the staff included. You have to have the building included to house them, and the lights, and the furnace. You are talking about their total operating budget. Now, if you say that we are only going to contract for that you are right back to the system we have right now. If you agree to pay, you get to use it. People will work around it. It is just not a feasible system.

The Freeholders realized this stand once they really went into it, and they said, of course we can't close the doors and not let it be used. The study itself agreed it couldn't just be a library's library. It has to be open to

the people. And they all try to waffle on it, because they think maybe if they concede that point, the exempts will agree. But I have not heard any exempt stand here and say, if you promise to close the doors, we will promise to fund it. I don't think that is true. And I don't think that is a good thing to do. I think it is one way to kill the library without doing it directly, because if you shut the people off from what they want, and you tell them they can't use it, your support is gone. We won't get people signing petitions if they can't use it.

SENATOR WILEY: You are saying that you think the Freeholders ultimately would not do what was represented here this morning?

MS. BOWERS: I think they will be forced by public pressure to reconsider that point, but you see when this evolves, as it is now--- You know, they only buy one copy of fiction. They buy very few children's books to circulate out. They are circulating tools to college students, to businessmen, to that kind of community now. Who cares? Let them. I hate this castle mentality of, you must come to my library or else. It is not right. It is not where we are at as professionals; it is not where we are at in public services. You don't tell people, you may not walk into my library. It is not right.

I worked for the Newark Library. It is a marvelous library, and they were very service oriented, and we served people way out of the county, and they do now. They serve us here in Morris County from the Newark Library. This is the kind of attitude that libraries have, not the one, lock up the doors, and throw the people out, and say, go home to your own community.

SENATOR WILEY: Thank you, Ms. Bowers. Ceil. M. Long, Chester Township, and then we will take our three minute break.

C E I L M. L O N G: Thank you. Senator Wiley, Members of the Committee, thank you for providing this opportunity for members of the general public to address your Committee today. The local and county meetings that I have attended regarding the Morris County Free Library are all too often monopolized, and perhaps that should be in quotes. The county and local officials and librarians are heard quite a bit, but people like myself are not perhaps always in evidence, and not often heard. Though all these viewpoints should be heard, the public sector, likewise, has much to say. Perhaps if our officials and librarians had sufficient time to converse with the signers of the many petitions and letters written on behalf of the Morris County Free Library, they would speak from a less biased viewpoint and consider the library user - actual and potential - as the person for whom this legislation should principally aid.

In this regard, I had an opportunity last Fall to discuss the issue of membership in and funding of the Morris County Free Library with over 300 residents of Chester Borough and Chester Township. Several other volunteers also circulated petitions, and the concensus was definitely that the Morris County Free Library is a viable, appropriate, and adequate facility, very much needed by residents of communities like the Chesters.

The wording of our petition, copies of which were sent to our local councils, board of chosen freeholders, and state representatives, was as follows: "Support library service. We are residents of Chester and Chester Township, and wish to have our free borrowing privileges restored at the Morris County Free Library. We support legislation that would permit broad-based funding, so that all residents of

Morris County would support and be entitled to free access to the Morris County Library. As all elected officials, we urge you to consider our wishes and endorse this change in legislation.

Our local library board, after being requested to reconsider their resolution of last September to leave the county system, did not consider the views of over 300 petitioners, a mandate to ~~re~~-enter the county library for the interim period while broad-based funding legislation is pending. The library board considered the above wording ambiguous, or, in other words, more than 300 of our residents signed petitions without understanding the statements of the petition. This pedantic attitude of our library boards and officials is not appropriate for 1977. The petitioners are well-informed, and often better educated than those whose attitude appears to be, we know best. "

In our conversations in the homes and on the streets of Chester, our citizens recognized that they and their children are being deprived of the full use of an excellent educational facility. They wish to have the full use of a comprehensive library - not to walk in and use the reference areas and be unable to take out books. Instead, they must place requests for specific titles at their local library and wait for varying amounts of time for the books to become available.

In your deliberations, please consider the users and potential users of the Morris County Free Library with the following specifics in mind: One, our local library is open half the amount of time that the county library is open - 35 hours versus 68 hours. Two, students; there are the elementary students. Many teachers have depended on classroom collections on specific topics, topics which their local and school libraries can only provide a few titles, rather than enough books for each child. High school students, if one looks at a typical high school curriculum containing courses in sociology, psychology, political science, and so forth, it is readily apparent that a high school library and a local library cannot afford the many titles necessary to amplify these subjects to our students. As a mother of four teenagers and a pre-school youngster, I have seen the constant need for specialized materials for these junior high and senior high school students. Students with Morris County Free Library cards are privileged to browse among the many titles on a given subject and choose those best able to express the area of their writing.

Three, college student; many students such as myself are combining household care and careers with their studies. We cannot afford to spend long hours away from our homes, and therefore, the over-the-counter borrowing services are indispensable. Our university libraries must put many needed materials on reserve for the use of students who can spend more time in the university library. This is likewise true of students from out of town colleges and universities who need ample material for projects and reports assigned during vacation periods.

Four, elementary school teachers; it was mentioned above that teachers rely on groups of books and audio/visual equipment for classroom use. Local teachers have told me how helpful it has been to borrow projectors and films and preview their planned audio/visual program at home during the summer months. School projectors are not permitted off premises and therefore necessitate many people spending additional hours away from their homes.

Five, all citizens wishing to research given subjects have the best possible research and reference material as well as periodicals at a centralized

location. They can further enhance their study by being able to immediately borrow materials at the library. The month loan is particularly helpful to adults and children. Many local residents have complained of the expensive overdue rates at local libraries.

In closing, please realize these are just a few of the categories of individuals from Chester and other communities who are being denied full use of county library privileges unless they pay a \$25 yearly individual membership fee. Due to the action of local councils and boards whose motivation, whether empire-building or what, have inconvenienced their local residents, please assure by your legislation the use of the Morris County Free Library privileges to each and every resident of Morris County. Thank you.

SENATOR WILEY: On the question of the use by elementary and high school students, what do you do about transportation?

MS. LONG: My oldest youngster now drives and it is a big help. She is a senior, and I will emphasize with the courses that these youngsters are getting, they do need very good material. I do not mind driving my youngsters to a library. Having a number, I do it on the same occasion most often. Sometimes I will get their items for them, if it is a time when I will be at the library and they are in school. It has not been a hassle. The idea of one gentleman saying there should be a contractual agreement between the Washington Township and Chester sounds good. You are passing a library, but what type of a library? The other library will not have the materials needed for many of these courses, and I have checked this personally.

Again, I have used the Dover Library, and I have used the Morristown Library. Neither would be a good substitute for the county library, and I have completed two degrees using all the library facilities mentioned.

SENATOR WILEY: Thank you very much. We have a statement submitted by the Township of East Hanover, in the person of George M. Tomko, Mayor of East Hanover, which will be entered into the record. We promised a three-minute break. Let's take it now and try to then finish up the hearing. (See Appendix page 13x.)

(Whereupon a short recess was taken.)

AFTER RECESS:

SENATOR WILEY: If we can resume, please. Many of you have mentioned to me that there are time problems in your own schedules and had hoped to be advanced on the list a little bit, but I am afraid to begin to make exceptions, because I am sure everyone has time problems, and we will be facing them as we get closer to the dinner hour. I therefore will try to adhere to the schedule as we have distributed it. Copies of that are in short supply, so one is posted on the board for anyone who has not had an opportunity to see that schedule. We most recently heard from Ceil M. Long who was scheduled to speak at 2:20, and here we are at 4:15. We are only scheduled for six o'clock on the paper. We have the room until seven, so we have a little latitude. But nonetheless, since all of us will be facing other obligations, I would ask that you make your remarks perhaps even briefer than we have so far, so that as many as possible can hear the testimony of each of the witnesses.

You have been a marvelous group, incidentally. Senator Lipman and I are used to having to bang gavels and all that kind of rough stuff down in Trenton, but up here in Morris County we don't have that kind of problem.

In calling Ceil M. Long, I overlooked a penciled note on my copy that Margaret Seely was speaking for Earl Whrightenour at the 2:10 slot, so in fairness, in order to correct that, I will ask Margaret Seely to come forward at this time if she is here.

M A R G A R E T S E E L Y : The Mayor and Council of the Kinnelon Borough and the Board of Trustees of the Kinnelon Public Library have recommended by letter and resolution respectively that the Legislature of the State of New Jersey should reject the proposed legislation for funding the Morris County Free Library from general tax revenues.

This bill would establish an unjust and unfair tax on the municipalities who are successfully providing first level library service locally. It would legislate funding of the Morris County Free Library without a plan for the future function of the library.

Section 40:33-1 of the New Jersey Library Laws adopted in 1920 establish the county library to aid in the establishment of local libraries, and also to provide service to municipalities that do not maintain a library facility. As municipal libraries grew and became stronger, most withdrew from the Morris County Free Library system. A study entitled "County Membership for Kinnelon Public Library" was undertaken by Dr. Fay Sorenson in 1972. This study was the basis for Kinnelon's withdrawal from the Morris County Free Library in December, 1973. This study stated that Kinnelon, as a member, was not receiving a fair return for the dedicated tax paid. Indeed, the return was less than 50%. Since 1973, Kinnelon has been an independent library and has been doing an excellent job in providing library services to the community. A roundtrip to the county library is 35 miles for Kinnelon Residents - hardly a convenient or economical practice.

The Morris County Study Committee engaged Coopers and Lybrand, a consulting firm, to study usage patterns and to estimate the cost of the use of services by the 39 libraries in Morris County. The Coopers and Lybrand report showed that 98% of Kinnelon's residents found the necessary library services at the Kinnelon Public Library. Kinnelon does depend on the Morris County Library only for the following supplemental services which are included in the Area Library Service: interlibrary loan, telephone reference service, in-house use of the reference collection and borrowing of films. These services are second level library services, and are supported by the State Library grants. Coopers and Lybrand estimated a cost of \$3,379 on the services rendered to Kinnelon residents by the Morris County Free Library. This is a far cry from the \$36,340 suggested by the Morris County Free Library Commission. We don't need or want all of the services that figure suggests. Kinnelon needs second level library service only from an area library.

We oppose bill S-3068 and A-3057 because they do not define the intended function of the Morris County Free Library and its relationship to the existing system of municipal libraries in Morris County. The proposed general funding would significantly increase the property tax burden for library services in Kinnelon as well as in many other municipalities. This increase would be completely unrelated to their needs and usage of the services of the Morris County Free Library. The broad-based tax this legislation proposes would support county library services which are already very adequately and more appropriately provided locally. Duplication of services is a waste. We recommend that the Morris County Free Library cut and trim its services to provide second level library services and become a research and

resource library. The long-term impact of the proposed general funding of the Morris County Free Library would be to compromise the ability of our municipality to continue providing high quality local library service.

Kinnelon wants to use its tax monies to support and strengthen library services at the local level. We urge you to reject legislation that will put an additional tax burden on an already over-taxed community for services which are not needed. Thank you.

SENATOR WILEY: Thank you, Ms. Seely. Are there any questions? If not, we thank you very much.

Catherine Ball, along with Mrs. Shin, Mrs. Sweeney and Mr. Kissil of Morristown and Morris Township.

C A T H E R I N E B A L L: I don't think Mrs. Shin or Mrs. Sweeney are here, but Mr. Kissil is.

Thank you, Senator Wiley.

SENATOR WILEY: Yes, indeed, nice to have you here.

MS. BALL: I am not speaking from a prepared statement, but I will be brief.

SENATOR WILEY: That is appreciated.

MS. BALL: My name is Catherine Ball, and I am a resident of Morris Township, and I am speaking here as a resident of Morris Township, and also as a member of the Friends of the Morristown and Morris Township Library. I am opposed to bill S-3068, which would fund the Morris County Free Library from general tax revenues, for the following reasons: I don't want to see any of my local tax dollars go to the county library, because I think it would syphon off tax support for the Morristown and Morris Township Library, and it has an excellent library collection; it has an excellent staff; and it provides very fine service to the community.

The Morristown and Morris Township Library was once a member of the Morris County system, and it withdrew from that system back in the sixties. I was a resident here at the time, and I know that the service they were getting from Morris County Library system was not adequate, so I think if the Morristown and Morris Township Library had to go back supporting a county system again, I think it would be a retrogressive step, rather than a progressive one.

I also feel that this bill was not carefully thought out, not carefully thought out in regard to the other libraries in the county, and not thought out as far as future library services are concerned and projecting well into the future as to what library services are needed in this area.

There is one point I would like to make here. I am a former librarian, and as I remember when I studied in library school, county libraries were set up to provide library services for rural and sparsely populated areas. Now, New Jersey is one of the most urbanized states in the union, and in this particular part of the county, where it is completely urbanized, I would say - even though there are some parts of the county that still remain rural - on that basis, our library needs here are quite different from a rural area, and therefore, I don't think a county system serves the needs today.

Now, this leads me to one further step. The Morristown and Morris Township library has joined in what I would call a small regional system called MUF, Municipal Union Federation, which is comprised of the Morristown and Morris Township Library,

Madison, Chatham, Summit, Berkeley Heights, and New Providence. Now, we, as members of the Morristown and Morris Township library, have library privileges in those libraries. We can have the benefit of their library collections, and this gives us quite a wide range of library services. So I think that what I am really leading up to saying today is that I don't think county library systems are the thing of the future. I think regional systems are the thing of the future, and I don't think regional systems necessarily are confined by county lines. I think they can cross county lines, depending on the needs of the residents in that particular area.

I would also like to say that libraries are educational institutions, and I think they have to look to other things, not just providing books and services, but they are an educational institution which should look at things on a much bigger and broader basis. I would like to see in a regional library system, which I really do believe is the thing of the future - college libraries. We have Fairleigh Dickinson University, and we have Drew, and St. Elizabeth, and I think they should be included in a regional system, if it were planned for the future.

For example, I took a course recently on the Reformation in England, and most of the library books that we needed were in the Drew University Library, which I think points out the fact that we need to have access to the university libraries. I think also in a regional system we should have access to the special libraries which would be libraries in business institutions and the research laboratories such as Bell Telephone Laboratories, which has a marvelous scientific library. I think we should have access to those things. I think in planning library services for the future, particularly in an area like this one, which has a very cosmopolitan population, which is a highly educated population, which also has people who are starting at the bottom of the economic and social ladder and working their way up, and we need to take their library needs into consideration. I think we have to think of a system that is much more comprehensive and much more sophisticated.

On the funding of that, we need to retain our independent libraries and support them well, but I think we need good state aid for a regional system. I think the state aid - which I think Senator Wiley said earlier this afternoon was not fully funded - should go to the libraries on the basis of the kind of service they would provide in the regional system. And, of course, this is a formula that would have to be determined at the state level. But I think this is the way it should be.

And then I also think if this bill were passed, regardless of what was said earlier this afternoon, it would tie other counties into a county library system, and I am not convinced that counties want to be tied into a county system any more, certainly not all of them in the State of New Jersey, because the needs are so different, and the state varies so much in its make-up. But I think that I would be reluctant to see a county financing system drawn up that would be applicable to the whole state.

My last point is the energy crisis that we are all very aware of, particularly since President Carter's speech last week. In this particular area of Morris County, we are on the potential public transportation system, which has a very good basis, and we are going to have to use public transportation more. I think regional systems also have to take transportation into consideration. We can

no longer say, "Well, I will jump in my automobile and go forty miles to the library." It just isn't going to work. We are on a potentially good transportation system, and I think in regionalizing we also have to think of those things. Thank you very much, Senator Wiley.

SENATOR WILEY: Thank you, Ms. Ball. Mr. Kissil.

D O N A L D K I S S I L: Thank you very much. My name is Donald Kissil. I live in Morristown and have for the last fifteen years, with the exception of three years when I lived in Mountain Lakes. I have a wife and two children, both who attend the public school system. I will speak briefly to four points.

Having lived in the Morristown area for twelve years and able to compare the library facilities with the Mountain Lakes area, I am convinced that the local library situation is where it is at. The community that is Mountain Lakes, by comparison to the community of Morristown, if one compares their library situations, it becomes perfectly clear that an upgrading of the local library situation is extremely necessary. This bill is contrary to that activity.

I would like to speak to the point that was raised about the necessity of passing this bill or else the county library will cease to exist. To my mind, that is a scare campaign. It is public relations, and Mr. Burkhardt cannot kill the county library.

Line 6, which Senator Wiley keeps referring to, is a very well taken point. The fact that the bill is not clear in line 6--- Incidentally, I have been here since ten o'clock this morning, and I have yet to get a clarification anywhere within this bill that explains the use of library services to all residents. We get conflict from Dean Gallo versus Mr. Vreeland. This bill, as it is now constituted, is total confusion. Finally, we come off in Morris County with this bill as a poverty amidst wealth.

The Senator from Essex County and the Senator who was here from Bergen County - and Mr. Dumont - I can't read their minds, but from looking at their faces, I could assume an incredibility that this thing should have come up at all. We are facing a poverty amidst wealth and it is not a dollar wealth; it is a poverty of ideas.

This bill, as it is now constituted seeks to push the least creative approach that any commission has put forth to solve our problem. The Library Study Commission reached the conclusion that we should go for research and reference. Nowhere in this bill as it is now constituted is there any indication that that is the thrust of the Library Commission Study, and therefore, I reject this bill, and the Assembly Bill that accompanies it. Thank you.

SENATOR WILEY: Thank you, sir. Tina Brooks, President of the American Association of the University of Women. If she is not here, we will turn then to Susan Ostergard. I am sorry, Virginia Lyttle is speaking on behalf of Susan Ostergard. We have been advised of that previously, and I neglected to mention this.

We have about three hours or a little better of testimony and two hours and twenty-five minutes to do it, so we will ask you to cut your sentences down.

V I R G I N I A L Y T T L E: The Morristown Branch of the American Association of University Women is, and has been, concerned about the quality of education. Going hand in hand with education on all levels, is the availability of materials, books, visual aids, art prints, movies, slides - the types of materials that are too

expensive to duplicate in every municipality and school library, but are and should be available to all through an active county library.

We find it very disturbing when games are played with an issue as crucial as this, the closing of a community resource. We realize that local libraries are valuable, that they fill a vital need in any community, and we support them. But they need not be and should not be the total resource available to a child or an adult in the pursuit of knowledge.

To have to pay fees to join several libraries in a given county in order to meet individual or family requirements means that many will go without. Unfortunately, the ones who would go without are the ones who should be encouraged to use the community's facilities, whether it is a local library, a county library, or inter-library loan.

Our members are concerned about the visual aids and supplemental materials now available for teachers in the classroom. Field trips are being cut, outside programs are being cut, yet enrichment was still possible through multi-media loans from libraries. How many towns in the county can afford to duplicate the county library's resources? And is it advisable or economically feasible for them to do so?

Dollars and the cents considerations, plus a small commitment to education in the schools or individually pursued, makes us continue to fight for a strong county library with interlocking commitments to school and community libraries.

The county library materials are bought with taxpayers' money, and we feel that all taxpayers should have access. Double taxation need not be a problem. We have local roads and county roads, local parks and county parks. Why not a local library and a county library?

It is time for New Jersey to follow the lead of so many states which have interlocking library systems. Autonomous community resources are not what is needed now or in the future to process and distribute the ever-growing avalanche of materials.

We want a strong county library system in the State of New Jersey, as well as local and school libraries.

SENATOR WILEY: Thank you, Ms. Lyttle. The next one on the list is Evelyn Delaney of Boonton Township.

EVELYN DELANEY: I am Evelyn Delaney of Boonton Township, and I am very happy to be here, and I am going to be very brief. When I called up to make the appointment, I was asked whom I represented, and I said, "I represent me," but I also represent a number of teachers, a number of sports women, a number of club women, and a number of golfers, and a number of garden clubbers, the Rockaway Valley Garden Club. So multiply me by about one hundred.

Earlier today you had many experts talk about all the meetings, all the reports, all the things that libraries do or don't do. We have been told about the services of other libraries. We all know about the services of the Morris County Free Library. But, the Morris County Free Library is a cultural resource in the same fashion that coal is the natural resource. Natural resources benefit all the people. Cultural resources should also benefit all the people.

Anyone who wants to take advantage of these resources should be able to. I have been in the Morris County Free Library when an elderly gentleman was there

asking for some books and couldn't get them because he was from the wrong town. It shouldn't make any difference where you live. You should be able to have the cultural advantages no matter where you live.

There should be free access to everyone to enjoy the benefits of the Morris County Free Library. The time has long since passed for further discussion. Let's get on with the business of letting the Morris County Free Library provide free access to all Morris County citizens. With this freedom comes the obligation of all citizens to support it. Natural resources have to be funded; cultural resources have to be funded. My message to you is, pass a broad-based tax, so the Morris County Free Library can be free and be used by all the citizens of Morris County. Thank you.

SENATOR WILEY: Thank you, Mrs. Delaney.

SENATOR WILEY: Richard Seuffert, Rockaway Township. You aren't Mr. Seuffert, but you are appearing on his behalf?

MR. CRESTA: Yes.

SENATOR WILEY: Do you just want to submit the statement, or do you want to read it?

MR. CRESTA: I will read it.

SENATOR WILEY: All right, sir.

W A Y N E C R E S T A: I am here to speak for the Mayor, Council, and people of Rockaway Township.

Rockaway Township supports the Morris County Library and pays 1/4 of a mil of the equalized valuation. Rockaway Township also has a local municipal library which must receive a minimum of 1/3 of a mil on the assessed valuation.

Our community is a strong supporter of good library service and we want both a local library service and a County Library service to be available to our residents. Our tax dollars have helped build the County Library and we don't want to lose this service.

However, at the present time, only 20 municipalities out of 39 pay the dedicated tax to support the County Library and more are threatening to leave every year.

Rockaway Township is glad to pay its fair share to fund the County Library, but we do not think it is fair for only half of the municipalities to pay for a service that all Morris County residents use and enjoy.

The Morris County Library is a county institution and should be funded from general county tax revenues. The Mayor and Council of Rockaway Township unanimously adopted a resolution which states that they support a legislative change that will provide broad-base funding of the Morris County Library out of general county revenues.

The County of Morris has two levels of service in many areas. There is a county law enforcement agency with a County Sheriff and in Rockaway Township we have a local police department. The county has a court system and holds trials and hearings. Rockaway Township has a municipal court and a judge who also holds hearings. There is a county Health Department and a municipal Health Department - also an Environmental Commission. The point is that different levels of service are available at a county level than are provided at a local level. However, with the exception of the County Library, all other county services are funded from the general county tax revenues. This exception should be discontinued and the dedicated tax line on the budget should be eliminated. County services should be funded from county tax revenues. The Morris County Library should be a regular line item in the general Morris County budget.

The residents in Rockaway Township have written many letters in support of this change in legislation. Several hundred residents have signed a petition supporting broad-based funding. The local Library Board of Rockaway Township, the Superintendent of Schools, the Senior Citizens group, and the Mayor and Council are in favor of passage of Senate Bill 3068. We request that you heed the residents of Morris County and help pass this bill so that the County Library can continue to exist. All communities should pay their fair share and all residents will benefit from this fine county service. (Resolution attached to statement read by Mr. Cresta can be found on page 16x in the Appendix.)

SENATOR WILEY: Thank you, Mr. Cresta. We appreciate it.

Constance Lane, Library Director of Roxbury Township.

C O N S T A N C E L A N E: I am Constance Lane. I represent the staff and the Board of Trustees of the Roxbury Library.

With libraries as with sex, more is better. It may not be true of oil spills or taxes or castor oil, but with most good things in life, including libraries, more is better and bigger is better. With libraries too, bigger and better is more economical. We not only serve the public better, but we save money through sharing resources and services and circulating collections.

As just one small example, let's consider children's story hours. In Roxbury, we found story-telling to pre-schoolers a transcendently valuable service, primely illustrative of the kind of venture handled much more frugally and more efficiently by a headquarters library. Certainly, just a couple of cracker-jack story-tellers can spend the same preparatory time for one program or fifty or one hundred. Having individual professional story-tellers for every local library is comparable to having a seasoned Broadway troupe rehearse months for only a few shows in one community.

Through the Morris County Free Library, we can pool our money and hire two or three beguiling yarn-spinners, those with the longest experience and greatest finesse, at far less expense.

Likewise, in other departments, we can afford the master craftsmen of our trade. We can acquire the most technical advanced and specialized materials to share among us. And we can dispense with much of the creaky, inconvenient and exorbitantly expensive interlibrary loan transactions which discourage borrowers from reaching beyond their own limited, local collections.

Our County Library stands as a massive bulwark of resource materials and elite staff. To caponize it by cutting down on size and cutting off vital services will be blasphemously destructive. Broad-based funding is essential to continue the Morris County Free Library as a full-service dynamo, charged with serving at the lowest cost the high-level interest and concerns of an increasingly sophisticated, literate and intellectually demanding electorate.

We can't afford not to have it. Thank you very much.

SENATOR WILEY: Thank you, Mrs. Lane.

Peter Rayner from Chatham Borough and Chatham Township, and other names listed with Mr. Rayner are Russell Jackson, Preston Mears, Wayne Robbins, Jack Davidson and Jack Mapletoff.

P R E S T O N K. M E A R S: Senator Wiley, my name is Preston Mears. I have a statement here that Mr. Wayne Robbins asked me to read for him because a pressing business appointment made him leave. May I do that, Senator?

SENATOR WILEY: I understand that he had to leave and I am sorry that we couldn't accommodate him before.

MR. MEARS: I will now read Mr. Wayne Robbins' statement.

SENATOR WILEY: Fine.

MR. MEARS: I am Wayne A. Robbins. I am President of the Board of Trustees of the Library of the Chathams. With me are: Mr. Preston Mears, a fellow trustee of our library; Mr. Russell Jackson, the President of the Friends of the Library of the Chathams ---

SENATOR WILEY: Pardon me, sir. Are you going to give us copies of that?

MR. MEARS: Yes, sir, I am.

SENATOR WILEY: Perhaps if we had them now, it would be helpful - but either way - as long as you give them to us before you leave.

MR. MEARS: Also I would like to say something in my own behalf after I get through reading Mr. Robbins' statement.

SENATOR WILEY: Why don't you give those copies to the young lady and then we will hear your own comments afterwards as well.

MR. MEARS: Shall I continue reading Mr. Robbins' statement, sir?

SENATOR WILEY: Yes, please.

MR. MEARS: (Reading) We very much appreciate the opportunity to appear before your Committee today.

The first point I would like to make in my statement is that I have long been concerned about the problem of assuring the continued existence and well-being of the Morris County Free Library. I have for most of the past five years been involved in trying to formulate and propose a workable solution to this problem. For nearly three years, I served as Vice Chairman of the Morris County Library Study Committee, created by the Board of Chosen Freeholders, in their resolution of February 14, 1973. Prior to the establishment of the Freeholders' Study Committee, I had worked informally on this problem for about a year.

I refer to this work I have done on the Library Committee, Mr. Chairman, to establish my credentials as being genuinely concerned about the problem of assuring its continued existence as a valued library resource. Having said that, Mr. Chairman, I must say that the provisions of Senate Bill Number 3068 do not offer a good solution to this problem. The solution which the provisions of this bill would provide is not sound because:

One, it requires the communities and their taxpayers who have in good faith exercised their statutory options to devote their community tax dollars to development of strong, local library service, now to absorb an additional tax burden for the ostensible purpose of duplicating library services that they do not want and will not use.

Two, thus it violates an understanding that the citizens of these communities have quite generally believed that they had with their State government when they elected the statutory options, as provided by State Library Law, to direct their local tax moneys toward the development of strong, local library services.

Finally, it shifts the burden of paying for services, which are in essence local library services, but which are supplied from the County Library -- it shifts the burden from those communities who want and use them and, hence, of course, the cost involved in supplying them to communities and taxpayers who do not want them and do not want the cost of providing them.

It is my belief, Mr. Chairman, that there are far better and sounder solutions available to this serious problem of assuring the continuing existence of the County Library than the one offered by S 3068. Of all the proposals I have seen for dealing with this problem during the five years I have been concerned with it, I think the best and most workable approach is the one embodied in the recommendations made by the Freeholders' Morris County Library Study Committee which was submitted to the Board of Freeholders in July of 1976. These recommendations would establish the principle of countywide support for the purpose of funding that portion of the County Library's operations that involve the provisions of resource library services. It would permit communities who wish to do so to contract through

their local library boards with the County Library for provision of local library services.

It would establish the principle that each community should provide locally at least a minimum tax support for the provision of library services.

It would add full reciprocal borrowing privileges for all county residents at all libraries in the county.

It would add a five-year transitional period from the present situation of each community being either a member or exempt to a future more cooperative arrangement.

I believe that the solutions which these recommendations would provide, Mr. Chairman, would be more appropriate and more generally acceptable to Morris County residents and taxpayers than would the remedy provided by S 3068. This is because the effect of implementing these recommendations would provide equally well for solving the problem or assuring the continued existence of the County Library through countywide funding and for providing the opportunity for County Library services to be extended to any community in the county who really wants them, while simultaneously avoiding the worst effects that would flow from the passage of S 3068, the imposing of additional costs on the taxpayers of some communities without providing commensurate benefits.

I am providing this Committee, Mr. Chairman, a copy of these recommendations as submitted to the Freeholders by the Morris County Library Study Committee and I would be delighted to work for the passage of legislation embodying them. For the reasons I have recited, Mr. Chairman, I would urge that S 3068 not be enacted and that legislation along the lines of these recommendations be introduced instead.

Again, thank you for the opportunity of making this statement before your Committee.

SENATOR WILEY: Thank you, sir.

MR. MEARS: Senator, may I make a brief statement on my own behalf?

SENATOR WILEY: Yes.

MR. MEARS: As I said before, my name is Preston Mears and I am a Trustee of the Library of the Chathams. In my business experience, I had some budgetary and administrative responsibility for our special library. One of the previous speakers mentioned special libraries. They are libraries that business corporations run.

I bring this out because they are entirely different from a local library and a local library is entirely different from, say, the Library of Congress. And they are entirely different from the County Library. Libraries are not the same. Libraries are specialized in their basic function of the services they are going to provide. That is one of my points, sir.

Another point is that a library is not just a book-lending institution. It is an institution that provides many services to the community. In the Library for the Chathams, we start with the pre pre-schoolers, the pre-schoolers, and the schools. The Superintendents are on our Board. Mr. Yannotta works very closely with the schools of Chatham Borough and Chatham Township. We have adult programs and we have special programs for our senior citizens. These are important to our people. We want them - we are paying for them. We don't want them cut out. And I am very much afraid, personally, sir, that passage of this bill could work harm to the jointure that exists between Chatham Township and Chatham Borough. I am very serious about

that.

My third point is that beyond that harm which I see, I think that this bill would just call a halt to the development of local library services in Morris County; and, if extended to other counties, could do irreparable harm to the development of good library service throughout the State. Thank you very much, sir.

SENATOR WILEY: Thank you, Mr. Mears.

MR. MEARS: Mr. Jackson has something he would like to say.

R U S S E L L J A C K S O N: Senator Wiley, my name is Russell Jackson and I live in the Borough of Chatham.

SENATOR WILEY: It is nice to have you here, Mr. Jackson.

MR. JACKSON: I have lived there for thirty years and I am retired.

In Chatham, we think we have a very good library. It has been there for more than fifty years. It is a very substantial property, right in the middle of town. I would say it would probably cost more than a half a million dollars to replace it today.

In addition, in 1974, when the Chatham Township had no library, it came together with Chatham Borough and we now have a joint library in Chatham - Chatham Borough and Chatham Township together. I think if we were to pass this bill, Chatham Township might seriously consider exercising their option to end this joint library agreement, which would very seriously affect the operations of our Borough Library in Chatham.

Now, in Chatham we have a group of citizens who call themselves, Friends of the Library. Perhaps many towns do. In 1976, we had about 500 dues-paying members who raised about \$3500 to help support the local library. I happen to be President of the Friends to the Library at the present time; however, I speak for myself. But we are opposed to the passage of this general funding of a library of general circulation for the county. I think a library is a local situation; it should be a local facility. Ours is a very active local facility. I would like to see it improved. I don't think local libraries though are the complete answer to library services. I think we need a research and resource library, a limited County Library, which would back up all these local libraries. (Inaudible.)

In Chatham Borough, we have access to the Madison Library and the Summit Library. (Inaudible) We don't need a library of general circulation located way over here on East Hanover Avenue. It is 15 to 20 minutes drive each way from Chatham. I don't know how many miles. But I don't think we would get the proper use of the County Library if we were to be general supporters of it.

In the second place, we contribute heavily now to support our library. I think the budget is over \$200,000 a year. And if we were to require additional funding for services we do not need, as Mr. Mears said, I think we would threaten the financial support of our own local library.

I would like to see this bill put aside and the County Library be restricted to a resource and research facility.

SENATOR WILEY: Thank you, Mr. Jackson. That is the total group from Chatham Borough and Chatham Township.

Mr. William Barnish from Denville. Mr. Barnish, as I understand it, is joined by some or all of the following: Doris Headley, Patricia Avrutik and Betty Laue or perhaps it is Betty Lane.

Mr. Barnish is the President of the Council in Denville.

W I L L I A M F. B A R N I S H: I have this prepared statement, Senator Wiley, which will keep me on the straight and narrow path to assist you in your time element.

SENATOR WILEY: Thank you, sir.

MR. BARNISH: I am William F. Barnish, President of the Denville Township Council. Today, my testimony is to reflect the position of that governing body relating to our local library facility, and the effect the Vreeland-Bateman-McDonough Bill, S 3068, will have on its function to service the people of Denville. I speak for the other elected Denville Council members, who in turn are the majority representatives of our 15,000 people. The Denville Council on February 1, 1977, unanimously adopted Resolution 8-77 encouraging the rejection of this legislation.

Prior to 1967, Denville Township participated in the County Library System and, in addition, maintained a small library facility on Diamond Spring Road. It was staffed by part-time employees, and for that period of our town's development was considered an adequate library facility.

However, subsequent to Denville's withdrawal from the county system, the present library, guided by a Board of Directors and assisted by dedicated people, has developed to a position where 13 employees and 11,000 current card users utilize the \$134,0000 annual budget. More importantly, great pride has enveloped Denville's library functions, existence, and projected plans for its future. Local pride is an attribute that more towns should cultivate, and we in Denville are most thankful to possess this virtue. The building housing our local library, although inadequate for growth, is strategically located in the Denville downtown section, close to five local schools and four churches, thus providing an excellent opportunity for convenient use by Denville residents.

To tamper with the state library law and continue with the County Library's present role of providing local services by mandatory assessment of towns such as Denville, would be a gross injustice to our 15,000 residents.

The 1977 budget of \$134,000 is the maximum that the Township Council can justify at this time or in the foreseeable future, and any compulsory county assessment for library purposes would necessarily be deducted from this budgeted amount. Should this be a reality, the Denville budget would be reduced by an equal amount, thereby greatly affecting the service presently available to our people. I have grave doubts whether the County Library could reconstitute this reduced local service. For the average local library user, geographic location is a determining factor. For example, if the Denville budget were reduced by, say, 25 percent or more as a result of a county assessment, would 2500 local people travel to a county library facility? I rather doubt it!

For the foregoing reasons, the Denville Council unanimously objects to a change in the State Library Statute as suggested by S 3068. We strongly urge the Morris County Library to withdraw from local library service and confine its responsibility to being a "back up" library for local units. Every attempt should be made to sponsor this back-up service within the allotted State funds awarded county libraries.

To summarize, Denville Township, in the past, has successfully handled its local library needs without interference from the County Library administration and

programs and wishes to continue doing so in the future. Bill S 3068, as proposed, would be a penalty causing considerable hardship to Denville's present local library program and, in turn, to its people. Thank you, Senator Wiley.

SENATOR WILEY: Thank you, Mr. Barnish.

MR. BARNISH: We have some other folks here from Denville who, of course, will make statements.

SENATOR WILEY: Thank you, sir.

DORIS HEADLEY: My name is Doris Headley. I am a former trustee of the Denville Public Library.

SENATOR WILEY: It is nice to have you with us.

MS. HEADLEY: Thank you.

In 1966, when Denville withdrew from the county and became a municipal library, I was President of the Board of the Trustees. I was one of the prime movers in this effort and I felt at that time that it was the only way the Board of Trustees could be responsive to its citizens and their needs and their demands. However, I have always been aware of the need to belong to a larger network of library service. I had read the Martin-Gaver Report, before that I subscribed to their plan for three levels of library service so that there would be a complete network throughout the whole State.

Since then, I have read every report that has come out. I have attended innumerable meetings. In 1970, when the County Library Commission appointed a long-range Planning Committee, which was known as the Cochran Committee, I was the only member of that committee from the exempt libraries. We worked maybe in a naive way, but we worked very hard to see if we could help solve some of these problems.

This last week while I have been thinking about coming to this meeting and speaking, and pondering the problem of the County Library and trying to figure out why, with all these many reports -- as Mrs. Bowers said, there have been so many -- the Martin-Gaver Report, the Geddes Report commissioned by the County Library, the Nelson Associates Report commissioned by the State Library, and the Beckerman Report commissioned by the County Library. All of these knowledgeable, concerned people have not been able to solve this problem. I read through these reports again very carefully this week and I have found a clue which I think is the crux of the problem. I think the Nelson Report put it most clearly. It seemed to find that county libraries are not viable as they exist not only because of their untenable tax base, but because they are not true library systems. "There are no structural ties between county libraries and their member libraries." This is quoting the Nelson Report. "Thus, there is no definition of roles and responsibilities for the various member units." As set up under the present law, the County Library Commission cannot assume a posture of leadership. There is no specific representation of member libraries in forming policy. Therefore, it is not really a system. The County Library draws money from its members. Then it uses it without any true responsiveness to those members, as it sees fit.

I do think the law has to be changed. I think it is keeping the County Library from solving its problem.

In 1971, the County Library Commission again ordered a study to be made, this time by Edwin Beckerman, investigating their extension services. Mr. Beckerman praised the County Library central collection as a superior resource facility, which it is. I think we all agree that it is. He, at that time, thought that direct

access to its collection could not be done away with because it had been built up to such a strong point and it was something which everybody in the county needed. However, he did feel that the viability of the County Library in its relation to its members and to the exempt libraries is the basic question with which we must finally deal. And that is quoting from the Beckerman Report. As he says, a bold, new design is needed. But he feels it must await the resolution of the county funding dilemma. He states that to solve that problem is, in fact, to create a bold new design.

With all due respect to Mr. Beckerman, I must say that solving the funding problem through an expedient measure, such as S 3068, is putting the cart before the horse. In order for the funding change to be acceptable to all Morris County Library users, the bold, new design which Mr. Beckerman mentioned must precede or, at least, accompany the change in funding.

In spite of all of these extensive studies, the County Library as it is presently structured remains an anachronism; and an open-ended law, such as S 3068, which deals only with the financial base and ignores the structure and function, is mere expediency and delusion, I believe. I don't think that the problem will be solved until a new, true library system is created at the State level, which will place the splendid resources now housed in the County Library at the disposal of all of the residents of Morris County.

I would like to read two sentences from the Nelson Report, which I think are very apropos at this time: "In attempting to devise ways and means of grappling with the new problems in a rapidly changing society, we are perhaps too prone to patch and reshape the old set of institutions and working arrangements to enable them to survive. In doing so, we pattern the organization after the very mechanism which was found to be defective. Students of the problem of library service have repeatedly warned that fundamental transformations in structure and in program will have to be carried out if library agencies are to be equal to the challenges their predecessors have failed to meet."

So I oppose this law. I think it is inadequate. I think it is patchwork and expedient, and will not solve the problem. I do think that change has to be made, but it has to be on a much broader pattern. Thank you.

SENATOR WILEY: You divided it into problems of finance, structure and function. When you say "structure," are you speaking of governance primarily?

MS. HEADLEY: Governance, yes. The relation of the central facility to its members, responsiveness to its members, the ability of the members to be part of the policy-making process - the whole structure.

I think that the concept of the County Library, itself, is just out of date. I think a whole new concept has to be devised, which will provide these services and this structure for the whole -- call it a region, a regional system - and maybe make it coterminus with the county lines. Some new idea has to be brought in here, I think. If you try to patch up the old one, you are going to have the same problems over and over again.

I didn't read all of my report. I have a copy here.

SENATOR WILEY: Fine. If you pass it along, we will make it a part of the record.

(See page 17x for written statement submitted by Ms. Headley)

Thank you very much.

P A T R I C I A A V R U T I K: I am Patricia Avrutik, President of the Library Board of Trustees of the Denville Free Public Library. I speak against S 3068.

Passing this legislation to increase funding for the Morris County Library cannot be equated with assuring adequate library service for Morris County residents nor will it provide a base on which to improve its inadequacies.

The library needs of the residents of Morris County are varied and numerous. Professional studies over the years show that most library users prefer to go to libraries located where they live, to meet their regular day-to-day reading needs. Certain businesses, researchers and serious advanced students require frequent access to highly specialized material. These needs are the logical province of the second level resource library.

We need a statewide system that will encourage growth of local, municipal libraries to meet 75 percent of the library needs of the county residents, and expansion of the area library function to provide the remaining 25 percent of specialized in-depth service. These figures of usage are verified in both your Gallup Poll published in 1976 and the recent Coopers and Lybrand Study in Morris County.

Our Morris County residents have a right to expect both kinds of library service. Library professionals at both the local level and the second, resource level need legislation to provide a framework of such a system and assure its equitable funding.

Our Denville Board of Trustees passed a resolution, which is attached, affirming our belief in planned growth of library service in Morris County and against the proposed legislation, S 3068. I personally stress that you address yourself to the overall needs of library users of the State and not to the limited goal of what I can only deem to be the bailing out of the Morris County Library. Thank you. (See page 22xfor resolution of Denville Free Public Library.)

SENATOR WILEY: Thank you.

While we have an interlude changing seats, I might mention that the Concurrent Resolution that I described before is designed to provide a new piece of legislation for the Legislature to consider not later than August 1st, 1978, for the overall question of library services in New Jersey. It has been my feeling and the feeling of Senator Dumont and others that New Jersey is entitled to a fine library system. We have not funded our library system, at least so far as State aid is concerned, the way we committed ourselves to fund it when it was first enacted. We have been continuing on with that kind of a system year to year, and it doesn't make a lot of sense to me. I would like to see us find out why we have not done what we said we were going to do and make a new commitment we are going to keep - and take advantage of all the thought that has gone into this and the various studies that have been made so that we can shape a sensible, overall library program and have free public library services for all of our citizens throughout the State.

I don't mean to get into that unnecessarily. But as a long-term solution, I see a distinct need for that and I know it is shared by the legislators with whom I have discussed it. We have this immediate question, or at least short-term question, in Morris County which we also must solve in some reasonable fashion. That is more particularly what we are concerned about today. (Applause.)

B E T T Y L A U E: I am Betty Laue from Denville. I am a library user, a library lover, and for the past fifteen years have been a volunteer library worker.

I was on the Board of Trustees at the time that we municipalized and withdrew from the library. And, as founder of the Denville Library, over the last 12 years or so, I have had the opportunity to speak not only in Morris County, although mostly there, but also in other counties in the State, to groups who have invited us to come, asking for help in improving their libraries, mostly, of course, through establishing a friend.

I have had the pleasure over the years of seeing how a local library can thrive when there are people in the town who are willing to work for its improvement. I have also, unfortunately, had the opportunity to see how libraries can languish when there has not been this local thrust and when the bulk of the dollars have been going to support the County Library and, in my mind, suffering thereby at the local system.

I think it is quite apparent by now that the choice is not County Library or not County Library. I think the question is what kind of a library. I think, labels aside, I would like to urge legislation creating a level of library service supplementary to local service. I would like to have included those services now given in the area designation. And I would like to have this funded by the State.

I think, in addition, that contracting for additional services by local communities according to their needs is not a concept to be dismissed as unwieldy, but a very workable concept, and one that should be explored enthusiastically and creatively. In my mind that has been the crux of the whole problem. I have been going to these meetings and reading over reports and I realize where we were in 1967 and where we were in 1969 and in 1970. I think people are tired of hearing me say the same thing and I am tired of hearing everyone else say the same thing. I think that the major part of the problem has been that there has been no enthusiasm and no creativity over these many, many years to truly make a system, a changed system, to come up with some ideas, not just sit and defend what is here or not to say, you have to support me, but to say, come on - let's all work together and come up with something. Whether it be regional or area or county or whatever it is, let's all work together for a system that is going to serve the smallest towns the furthestest distance away from Hanover Avenue as well as the largest ones and those who have managed to pull themselves up and establish a very satisfactory local system.

I think that of course you need a secondary level. You need a third level. You need a fourth level of libraries as you do in schools and in practically every other system. The whole problem is that it happens to have fallen down on this level. I believe when those involved decide that they are going to work creatively and enthusiastically and come up with something that in my mind every community in the county will ultimately want to support because it is going to be new and something that we can afford -and it is going to be something that we need and something that we want - at that point the County Library problem is going to be solved. You can't unfortunately legislate creativity and you can't legislate enthusiasm. But I feel that by passing this proposed legislation, we are going to have members who don't want to belong, we are going to have complete lack of control, and we are probably in the long run going to end up without the secondary level at all. I think that would be very bad. Thank you.

SENATOR WILEY: Thank you, ma'am. I appreciate your testimony.

Mr. Howard Helms of Brookside.

H O W A R D H E L M S: I am impressed by the persons whom I have heard in the last hour from Chatham and Denville, with their dedication. I regret to say that in some ways I come out on the other side of the question with the same information as input.

As a Trustee of Mendham Township Library and as President of that library, I find, first of all, our town relying very heavily on the County Library. We relied on them when we were only a little library and needed book shelves and advice. We relied on them and we grew. And we are now, as it turns out, the library in Morris Township which, according to Frank Benedict, has the largest per capita circulation of any library in Morris County. We also are heavy users of the County Library, both on premises and through interlibrary loan. We use the Morris County Library as a back-up for our collection. We have a rather poor reference collection. We use the county reference collection. We use the county book collection for the subjects that are hard to find in a local library like ours.

If the County Library were to go out of existence, we would have to, I am afraid, join with Mendham Borough Library and build a large building somewhere between our two centers of population. We would lose the local flavor of our libraries in Brookside and in Mendham Borough, I am afraid. So the County Library, in this case, is helping us to remain local by having the back-up large collection somewhere else. It also provides us with more than 50 percent of our book budget every year, as it does for all the other member libraries in Morris County, save Parsippany.

Again, if the County Library were to experience severe budgetary problems, I am afraid we would lose most of our book budget and, with the cap legislation the way it is, I am afraid that we would find it very difficult to obtain a replacement book budget from our own township.

I, like Doris Headley, served on the Cochran Committee a half dozen years ago. I, like she, found the problem very perplexing. It was almost impossible to find, at least at that time, a financial formula for solving the County Library's monetary problems.

SENATOR WILEY: It is reassuring to hear that.

MR. HELMS: So I take it.

I also have observed as, it turns out, Chairman of the League of Women Voters County Library Study in Morris County, the difficulty that the Freeholders have had last year in trying to define the function of the County Library. In fact, during December, I understand, they took a stand that there should be no over-the-counter borrowing and then reversed that stand very shortly afterwards. So almost we find them flip-flopping back and forth in a great state of confusion and complexity, which is not surprising. It is very difficult to imagine how over-the-counter borrowing can easily be reduced. And it is equally difficult to imagine how the County Library easily could do a lot more through interlibrary loan. It, unfortunately, doesn't at the moment have the space to do that sort of thing; it even perhaps doesn't have enough now to do that job efficiently.

I would say that over the years I have been impressed by various alternative solutions. The only one that seems to have survived, at least in my mind, is the Gallo-Vreeland Bill. It wasn't my idea; it was the idea of others. I sort of embraced it reluctantly. I thought in terms of usage-based formulas for financing. And, indeed, the open usage study conducted till the end of last summer had some of the earmarks of

such a usage-based approach. But that approach has never found favor and it is truly cumbersome and subject to error. So I am now a supporter of this measure.

I think that this measure has one great advantage, which is that it puts the problem back into the county arena before the Freeholders because, after all, under the terms of the bill the Freeholders have to decide the funding and the function of the County Library.

I have found the exempt libraries' qualms about this bill, particularly about the Freeholders' power in this measure, a little hard to understand because, after all, in December they did vote to ban over-the-counter borrowing; and, of course, it is a body of people who have strong ties to Madison and Chatham. So I tend to doubt that they would be very hard on the exempt communities. In fact, I would expect that they would agree to a program of subsidies such as the one that the Commission of the County Library proposed that would, at least in Madison and to a considerable extent in Morristown's case and Pequannock's and Dover's and one or two others, largely reimburse those exempt communities for their share of the cost of supporting the County Library. I believe in the case of the Madison Library, the formula that the Commission came up with actually completely reimbursed Madison for offering regional services to the communities which surround that community. So I believe that there are some very attractive features of the County Commission's proposal which they have made to the Freeholders and which I understand they have made to Madison.

In conclusion, I would say that if the Vreeland-Gallo Bill were passed, I am not sure that it would result in saving the County Library. I cannot predict what the Freeholders would do. I think that it would be an exercise obviously in democracy because I believe that there would be a very severe and heavy amount of controversy and further debate in the Freeholder arena about the function and funding of the library. So, I guess, with some qualms, I hope you will support this bill and do your best to see that it gets passed because I believe that it is the only way that we can keep the County Library going in the face of what I regard as very likely withdrawal of Parsippany. If Parsippany goes, so go Hanover and Randolph very soon afterwards and I am afraid, even reluctantly, eventually Mendham Township.

I appreciate your holding this hearing. I think it is a very fine thing you are doing.

SENATOR WILEY: Thank you. It has been nice to have you with us.

Carolyn Blomgren, Past President, New Jersey School Media Association.

C A R O L Y N B L O M G R E N: I just have a rather brief statement.

SENATOR WILEY: Okay. Brief statements are welcomed, especially at this hour of the day.

MS. BLOMGREN: Good afternoon. I am Carolyn Blomgren, a resident of Metuchen, New Jersey. I am here today to represent the New Jersey School Media Association. I am the immediate past president of this 1,000-member organization which represents the professional school librarians and media specialists within the State.

On Thursday, March 24th, 1977, the Executive Board of the Association directed Mrs. Alyce Burtis, the current President, to draft a statement to Senator Wiley. The following conveys the Board's position: (This is a letter dated April 5th, 1977. I will only read you the body of the letter.)

"I have been directed by the New Jersey School Media Association Executive Board to express to you our endorsement of the bills, A 3057 and S 3068. The membership of the School Media Association is made up of 1,000 school librarians, commercial representatives and friends of libraries. As such, we are vitally interested in the continued strong financial support for the Morris County Library.

"An outstanding aspect of mass education in America has been the free public library system. By denying the privilege of personal use of the Morris County Library collection or limiting access to it because of place of residence within the County, you endorse a concept that is the antithesis of free public library service. The Morris County Free Library is one of the staunchest supporters of the educational programs of the schools of Morris County and as such deserves countywide support.

"We endorse A 3057 and S 3068 and urge your support for these Bills.

"Sincerely, Alyce R. Burtis, President"

The Association strongly supports open access through a restructuring of an antiquated funding system, rather than a fragmenting of library services within the county.

Earlier today, four public librarians from outside the county spoke against the bill. The 1,000 school librarians which I represent would strongly urge the releasing of this bill from Committee.

Thank you for this opportunity to let us express our views.

SENATOR WILEY: Thank you, ma'am.

Monroe Causley, President of the Library Staff Association.

M O N R O E C A U S L E Y: Every student of European History is familiar with the conventional and largely misleading term applied to a war that lasted fifty years and is generally referred to as the Thirty-Years-War.

We have a somewhat analogous climate of battle here in Morris County that has been festering and smoldering for the past twenty years. It has separated us from our professional colleagues in other institutions. These circumstances continue to have a debilitating effect on the public library development in Morris County and demoralizing results for the people that serve these institutions. We think that an armistice is in order, that a truce be declared, and that we no longer be forced to dilute our contributions by justifying our *raison d'etre* for the last twenty years. The situation has been constant. We have lacked job security because of the uncertain status of the library.

We are naturally concerned about the quality of service given to the public and proud of the collections that have been developed at the County Library. Someone naively compared the County Library to the legendary Phoenix consumed by its own initiative only to rise in youthful freshness from its own ashes. We don't want to die nor do we wish to be born again. We are not so sure that the second time around will be any easier or any better!

What we are concerned with is the historical record that we leave, how we have enriched what we have inherited, and how we will be judged by the future.

If, and when, the County Library finally receives broad-base support and the seamy politics of the last twenty years disappear, we will all wonder why we wasted so much energy needlessly. Thank you.

SENATOR WILEY: Thank you, Mr. Causley.

Patricia Larson for Mr. E. Ward Emery.

PATRICIA LARSON: My name is Pat Larson. I am President of the Parsippany-Troy Hills Library Board of Trustees. I do not represent the Mayor or the Town Council. Mr. Emery represents the Mayor on the Library Board.

I will try to make my remarks briefer than I had intended, given the hour and our hunger.

I also should mention that I am a home-owner, taxpayer and seasonal resident of Ocean County in an exempt library community.

You people deal in major dollars - major problems like T and E, tenure, etc. I would like to put today's topic in perspective. My 1976 tax bill from Parsippany-Troy Hills lists "county library tax, \$12.28." This is a member community. District school tax is \$991.60. The Garbage District Number 1 is \$58.33. Local library tax was \$18.60. Even though our town belongs to the county and has a strong local library, our total library taxes combined are approximately one-half our garbage collection taxes. Our school tax is 32 times or 3,197 percent more than our total library local and county taxes combined.

The school district works with ages 6 to 18. The library goes from womb to tomb. But whether it gets there in a horse and buggy as the 1920's law would have it or in a 40-mile-per-hour vehicle depends upon your unanimous recommendation of S 3068. Notice I said 40-mile-per-hour vehicle, not 90-, 100- or 80-mile an hour vehicle. Okay.

The problem for the citizen: We in Parsippany have a strong local library. Our budget is in excess of \$300,000 per year, local. Our volumes number over 100,000. That makes us one of the three largest local libraries in the county. Our circulation is the second highest local library in the county. Our circulation doubled in the three-year period '73 to '76. This is at the same time that the county circulation increased, and we were members of the County Library.

In spite of being a strong local library, we do not meet the needs of the person who has a specialized need for detailed information. We have general books on oceanography, but not the 28 volumes on every aspect of the subject that the County Library does. We have books on Southeast Asia, but no book on Thailand alone or on dance and drama in the Far East. The county does have these books. I have had junior high school children use both of these topics.

We cannot afford books locally, especially the \$40 to \$200 variety that only six people a year would use. Specialized, sophisticated material in the past was something you went to the city for, whether the city was New York, Newark or Philadelphia. Many Morris County residents used to work in New York or Newark. In the '60's businesses began moving from the cities. Citizens went there much less frequently. And in the '70's, the financial pressures in the cities have led to a decline in the quality of their libraries. Obviously the suburbs need to meet the need for the more costly, detailed type resource-research material in their own areas, and, I must say, with their own dollars.

I would like to talk about the factors used in Morris County's solution. The solution I am talking about is the Freeholders' solution. As you will note, in S 3068, the power to decide what the function and the funding will be rests with the Freeholders. The Freeholders took into account the following factors:

The eastern half to two-thirds of this county is suburban and highly developed. This is where the strong local libraries are. The county is roughly circular, has good highways; it also has industry which is largely research - for instance, Exxon, Warner-Lambert, Allied Chemical and Bell Labs. Exxon and Bell Labs employ in their research facilities mostly Masters and PhD's from the top ten schools.

The solution that the Freeholders have proposed for Morris - why is it not appropriate to county or area libraries elsewhere?

Number one, I believe, personally, as a home-owner, taxpayer and seasonal resident of Ocean County, that that county is completely different. It is strung out. It takes more than three hours round trip out of season to visit the county seat for property tax assessment appeals, to register a car or a boat trailer, etc. A solution similar to Morris County's in Ocean would be ridiculous and preposterous. In addition, the strongest library in the area is the Southern Ocean County Regional 6 through 12 District Media Complex. Obviously any solution there would have to meet local conditions.

In addition, obviously any area near the suburban, Ivy League type library that Princeton offers does not need an area library as sophisticated as we do. Mercer County's solution cannot be the same as Morris's.

These are the only two counties that I have personal knowledge of. But I am sure there must be other differences that make a statewide, area library solution impossible and impractical. This is one area best dealt with at the regional or county level. Rural, urban, suburban, geography, road access, etc. play a large part in solving the need for a second level of library service.

The Freeholders' proposed solution is not the solution that I like, that I would favor. I think it is a compromise. As you heard today, there is rarely anybody who really likes it. Maybe it is good legislation. I am certain if you held hearings at this point in time on T and E, they would last a lot more than one day with everybody giving his idea as to what is wrong and what should be changed.

The Freeholders' solution is a compromise. It is something I am willing to live with. It is not any creative, fantastic solution. It takes into account the rural, exurban area which only recently had its building ban lifted. Until this rural area develops population and is truly built up, it will undoubtedly not have strong local libraries. Therefore, the Freeholders will allow these areas to pay extra for traditional county library services, as in the 1920's law. The rest of us will pay on a broad-based basis for the area-type library services.

Let's get back to costs. Even if the Freeholders had decided to totally broad-base fund the County Library, which they did not, the population of Morris County divided into the total County Library taxes would amount to less than \$3 per person. They didn't make this decision, so the amount is going to be decidedly less for those communities that do have strong local libraries. The cost is minuscule. The benefits are high.

Let's stop our discussions, studies, hearings, and so forth, and get this high-benefit, low-cost, resource-research library moving forward. I would very strongly urge you to support S 3068 unanimously. I think it is the best compromise possible.

Any questions?

SENATOR WILEY: Thank you, Mrs. Larson. Are there any questions? (No response.)

Mrs. Bishop of Dover.

MR. SCHULTZ: I am speaking for Mrs. Bishop.

SENATOR WILEY: All right, Mr. Schultz.

EDWARD SCHULTZ: My name is Ed Schultz and I am the Library Director of the Dover Public Library. I am here today representing the Dover Board of Library Trustees and Board of Aldermen in the Town of Dover, and I am asking you to please oppose the Vreeland Library Bill, S 3068.

The Dover Library is the oldest public library in Morris County. We were established in 1903. We are the oldest exempt library. We have been giving service to the surrounding communities for 73 years and we have never received one cent for this. Now we are being asked to pay \$36,000 extra to support an institution that we don't use.

A study was done in 1975 by Coopers and Lybrand and Dover had the highest out-of-town circulation of any community in Morris County. We had over 20,000 books out from the Dover Library to surrounding communities. Now we are being asked to pay, in addition to this, \$36,000.

If this bill were passed, it would mean that in Dover we would have to lay people off, we would have to curtail our book budget and we would have to curtail our hours. And we are very proud of the fact that in two years we are going to be having our 75th anniversary. In all this time, we have managed as a local, independent library; and we don't wish to be affiliated with the County Library or any other library system.

I thank you.

SENATOR WILEY: Thank you, Mr. Schultz.

Mr. Mark Grosso of Hanover.

MARK GROSSO: My name is Mark Grosso. I am an eighth-grade student from Memorial Junior School in Whippany.

SENATOR WILEY: Nice to have you here.

MR. GROSSO: Thank you.

I think the library should be kept alive for the sake of Morris County's future. Seventy-five percent of the library's use is by young people, through and including high school and college students. After all, the future lies in their hands and minds. The loss of the library would greatly affect the academic lives of thousands of young Americans in Morris County. Use of school libraries are limited to the times they are opened. After school, I am involved in sports and get home about 5:30. My school library is already closed. I am able to go to the Morris County Library to work till nine o'clock, plus I usually go on Saturdays when they are open till five.

If the library is closed, it will not only hurt the students academically, but little children go there once a week for a story-telling hour also - plus two story-tellers go to other libraries around the county and spend 49 hours a week. I think that the library should continue and its services should not be curtailed in any way because many times it has bailed me and a lot of other people out the last minute when reports and papers are due, etc.

Academically, it is a great asset to the community for students and adults alike.

I see the future of the Morris County Free Library as follows: If this

bill isn't passed, it might stop the circulation of books. This will cut down the number of people using the library, which will lead up to having it open fewer hours, probably it will not be open in the evening when students and working people would be able to go. This will result in a cut in the number of librarians and aides, which will mean the library will become disorganized.

When the number of people using the library drops to such a low level, first of all, there will be plenty of evidence to close the library. What will happen to all the materials? Will they be divided fairly between all the Morris County townships? A thousand-piece jigsaw puzzle shared equally among 21 people is worth nothing. After all, the Morris County Library is the most widely used library in the county and is in the top ten in the State in circulation.

Thank you for giving me your time and an opportunity to voice my opinion.

SENATOR WILEY: Thank you, Mr. Grosso. You are a fine advocate. Do you take speech class?

MR. GROSSO: No.

SENATOR WILEY: You don't need it.

Mr. Gordon Stables, Chairman of the County Library Commission. Mr. Stables, it is nice to have you here.

G O R D O N W. S T A B L E S: It is nice to be here. Thank you.

Ladies and gentlemen, the entire Commission, as long as I have served on it, has made every effort to look at library service in the County of Morris from its broadest vantage point - the entire county.

We have never promoted or encouraged support of the Morris County Free Library at the expense of the local library. To the contrary, we have encouraged in whatever way possible the growth of local library service. Our professional staff is made available to assist the local libraries in whatever way possible. We have conducted training programs and seminars. We have sought out and achieved \$650,000 in grants from outside the County of Morris to help meet the needs of Morris County residents. When libraries - and I include both exempt and member libraries - wanted film service, we went out and got a grant and provided them with film service. When area grants were available, we accepted the area designation, even though it proved very quickly that it was not self-sustaining and did not finance the services that were demanded by the State. But, in the interest of better library service for the people in Morris County, we have renewed the area contract.

Now we seek only the same legislative protection for the library located at 30 East Hanover Avenue that is afforded every other free public library, the right to receive tax dollars from the general tax revenue. Just as the local library in any municipality receives tax support derived from the entire municipality, so too should the County Library receive tax support derived from the general county tax. In our judgment, it is imperative that this bill be released from committee.

Our library staff has cooperated with the Commission by undergoing innumerable studies. We have had a long range planning committee that has studied this. We have had consultants from outside the State study. We have had the Library Study Committee study. We have had Coopers and Lybrand study. This has not been an easy role. The commonality in all these studies was that the institution at 30 East Hanover Avenue, the Morris County Free Library, must be preserved. Proposals of complex formulas have met with opposition. Assessment by usage has been eliminated as an anachronism.

Efforts on the part of some to deconstructing and limiting access met with almost universal objection by the people. We do feel an obligation to be responsive to the people in Morris County and share their view that it is not inappropriate for a library to lend books.

Therefore, we have concluded that broad-base funding of the Morris County Free Library, thereby guaranteeing equal access to all county residents, is the most reasonable, logical and equitable way of preserving the library. We believe the county-at-large is responsible for a county asset and that S 3068 is the legislation that best addresses this for Morris County. We do not see this legislation in any way jeopardizing local support for libraries.

If the Education Committee is, in fact, seeking advice on how the legislation might be improved, I would offer this suggestion: The section of the bill that deals with function could perhaps more carefully delineate that the determination of function should rest with the body appointed by the governing body and not with the governing body itself. A further observation that should be considered is that attempts to legislate precisely the function of any library would be a disservice to library development. The Board of Trustees or the Commission should maintain the right to do all things necessary and proper for maintaining a library. The lines of responsibility among administration, library boards and government must be observed if our free public library system is to be maintained.

I ask that the Education Committee release S 3068 with a recommendation for affirmative action by the New Jersey Legislature. Passage of this bill will assure the continuance of a venerable educational institution in Morris County. Failure to act may well destroy what is has taken 55 years to build.

Thank you very much.

SENATOR WILEY: Thank you, Mr. Stables.

May I ask you one or two questions?

MR. STABLES: Yes, sir.

SENATOR WILEY: Were you here during the morning session?

MR. STABLES: No, sir. I just came from work.

SENATOR WILEY: The prime sponsors of the two bills were here and testified. Freeholder McCoy also testified. I raised the question about the language of the bill where it says that the library services are for the use of all the residents and inhabitants of the county. That is quoting from the bill. In a subsequent sentence in that first section, it confers some kind of discretion on the Freeholders to deal with terms and conditions. My question was: Is it intended by this bill to give the Freeholders the right to establish the function and questions of access?

MR. STABLES: I would certainly hope not.

SENATOR WILEY: The intention, as I understood it, was pretty clear in the case of Assemblyman Gallo, at least, and others can speak better on Senator Vreeland - I think he was saying the same thing - that what they intended was that that discretion be broad enough to permit the Freeholders to govern access and function, and that the function they intended to provide was a secondary level function - research and resource function, which has been variously described here today - with primary service being provided only on a contractual basis for payments over and above the countywide tax. Now that is quite different from what we heard from Mr. McPherson and what I understand you are presenting to us here today.

MR. STABLES: Yes, sir.

SENATOR WILEY: Yet all these comments are directed at the same bill which has the same language. So I am trying to ascertain how much commonality there is in the thinking behind it and how much divergence. I think I see substantial divergence.

MR. STABLES: Yes. This is not the bill that we proposed. It is rather a compromise, I guess you might say.

SENATOR WILEY: Obviously it is not your preference. But what is your view of the notion that was advanced by Assemblyman Gallo and by Freeholder McCoy, as I understand it, that the county library function on a broad-base, but only for the resource and research purposes, with primary over-the-counter borrowing on a contract basis? Is that feasible? Can you survive on that basis?

MR. STABLES: We can survive on anything I guess when it comes down to it. But that is not desirable from a library standpoint. I think that we come back to the fact that a free library should be free to everybody. If everybody is going to pay for it, everybody should be able to use it. If somebody who works in Morristown wants to come over here and get a book out of the library, I think he should be able to get it, whether he lives here or works here. The industry pays taxes. Everybody is paying taxes. I think if we all chip in and pay and we all have free access to the library, we have taken care of everybody's problem. The geographical situation is something else. It would be nice if we had a library on every block. We can't, of course. It would be nice if we had libraries near enough so that everybody would only have to go two or three miles to a library. But we have helped and always tried to develop the local library and encourage local libraries because this is where the first echelon of service should be. But, in the meantime, we have some areas in the county that have no library service at all. They should be able to come to our library or get a book through one of the nearby libraries, or through interloan. To me, I think it has to be a complete funding by everybody and use by everybody.

In New York City, except lately they have been closing some of the libraries, anybody can walk into a library over there. I think it should be that way here. In Newark, I am sure you can get a book without having to prove you paid for something or didn't pay for something.

I think the Freeholders justifiably should control the funds, which they do. They are pretty damned tight. But that is their job. I think it is the Commission's job, as it would be a library trustee's job, to decide how best to use the funds which the Freeholders make available and get the best library service, because, after all, what we are trying to provide is good library service for the people. If we can't do that, we are not doing our job.

SENATOR WILEY: When we talk about free service, like a free public school system, we don't quite mean what the word suggests. I suppose in free public libraries that is true. The residents of Somerset County don't use Morris County Library presumably - although maybe they can. In the case of Newark, I guess the Newark Public Library permits use there without fee even to nonresidents.

We have a free public school system, but if I want to send my children to the next community, I would have to pay tuition. On a free basis, it means free within your own area. So there is some acceptance of that notion that there are geographical limitations on the freedom, so to speak.

Do you have any questions, Senator Lipman?

SENATOR LIPMAN: I just wanted to say there is a fee at Newark.

SENATOR WILEY: Oh, Newark does charge a fee.

MR. STABLES: I didn't hear that. Was a question directed to me?

SENATOR WILEY: No. Senator Lipman was commenting that there is a fee for the use of the Newark Public Library.

MR. STABLES: You mean for nonresidents?

SENATOR LIPMAN: Yes, for nonresidents.

MR. STABLES: But how about if you walk in and want to use a book there and leave it there?

SENATOR LIPMAN: You can use it; it is free. That's right.

SENATOR WILEY: I think that distinction may not have been articulated fully earlier in the day. But it is one worth noting. Apparently there is quite a difference between the right to go in and borrow a book, without charge, which is the essence of freedom in free public libraries, as contrasted with the right to walk in and look around, sit down and read, which is quite generally afforded to all. I have never been thrown out yet.

Thank you very much, sir. It was nice of you to come.

MR. STABLES: Thank you.

SENATOR WILEY: Mr. Stables, I was just going to say you were the last one listed on the typewritten list, but there have been two or three names added since. I was going to tell people about that.

I have four names of people who have either spoken to me or handed up their names in writing.

Mr. Jerry Kessler was here at one point. He is not here.

Jerry Bittner we are going to get to in a minute.

Mrs. Totaro was here at one point and thought she might be here this late, but she is not here.

We have two more: Mr. Jerry Bittner, Business Administrator of Morristown; and Mr. Joseph Huma. Are there any others who had expected to speak? If not, we are down to two and we are at six o'clock.

Mr. Bittner, would you come forward, please.

J E R R Y A . B I T T N E R: Senators, thank you for providing this opportunity to offer testimony on this critical issue; and I guess the only thing that everybody agrees upon, both the Freeholders and the exempt library people, is that it is a critical issue.

I have a statement of what I am going to offer.

First of all, I am representing the Town of Morristown, the Mayor and Town Council. Secondly, I also have some personal viewpoints on the issue. When I get to my personal viewpoints, I will clearly mark that departure, not wishing to put the Council and the Mayor in a position where I am speaking for them as to personal philosophy.

We all know that the Morris County Freeholders have requested of the State Legislature legislation which would grant to them the power to raise through the property tax sufficient revenues to continue the operation of the Morris County Library. The legislation as proposed does not limit the taxing power nor does it limit or specify the exact role of the County Library. For these and other reasons, the exempt municipal libraries are opposing the proposed legislation and the Town

of Morristown is unalterably opposed to the legislation in its present form.

We think for Morris County to gain the legislation that would provide them the funding they deem necessary for the County Library, it is clear from our viewpoint the legislation will have to specify the exact role of the County Library and its relationship to the existing municipal libraries.

Specifically, we think, the legislation must enunciate the distinction between "primary" library service and "secondary" library service and limit the taxing power accordingly. I see the existing or future municipal libraries fulfilling the primary role and the County Library the secondary role; that is, as a resource center.

Some of the views that follow will be those of my own.

The funding of the County Library is not a problem of the Freeholders alone. It is a problem of concern to all Morris County residents.

Rather than attempting to resolve this problem by pumping new money into the existing system, let's look upon the problem as an incentive to restructure the total County Library System - County Library and municipal libraries.

I think it is time to consider the merits of a "confederation" of all Morris County libraries under a central County Library Board. That may not be a totally popular issue either with the Freeholders or with some of the exempt municipal libraries. But I use the word "confederation" carefully, denoting in my mind that a confederation of libraries would be a body without statutory power but a body to use persuasion and advice to accomplish its goals.

The County Library Board, as I see it, would have as its membership representation from each municipal library board and minority representation from the Freeholders.

As I see it, the Board would serve an advisory role to the Freeholders and to all municipal libraries. It would:

1. By virtue of the membership being composed of representatives from each local library board, each member can make known to the total Board the status and plans for its own library.
2. It can recommend countywide library policy.
3. It can formulate and recommend an overall County Library budget.
4. It can act as a Library Board for the existing County Library.

Each municipal library board under this confederation would continue to fulfill its responsibilities for formulating and recommending local library policy; oversee the day-to-day operation of its local library, and formulate and recommend the local library budget.

We think that there are advantages to such a proposal. The most obvious would be the enactment of an overall County Library System. Each resident of Morris County would have access not only to the County Library but to all municipal libraries without charge.

The local libraries would still be autonomous to the extent of overseeing day-to-day operations and setting library policy in so far as it would not be inconsistent with county policy.

There would be better utilization of resources and the elimination of duplication of resources.

There is an interesting article about the financial problems of libraries across the country. I don't know whether it was fortuitous that this article

appeared today or whether it was planned by the Daily Record in conjunction with this hearing. But the gist of that article relates to the problem we have here in Morris County; and, that is, libraries are faced with an increasing demand for services and yet with more and more limitations placed on their financial powers. Therefore, we think that it is more important than ever before to maximize the resources that are available and, even more important, to eliminate any redundancy in services.

I am sure that in this day and age each municipality still likes to have its autonomy and be able to provide the services its people have grown accustomed to. Yet, at the same time, I don't think we can afford to have a duplication of services when perhaps a joint effort by two or more municipalities in a county could result in economies.

I also think that such a system could result in the computerization of the card catalogs. I remember the days when I was working on my thesis in Graduate School and, to me, it seemed even then a chore just to wade through card catalogs. I think it is within the realm of today's technology and perhaps a confederation of libraries could help attain the goal whereby a library user walking into any municipal or county library in Morris County could be able to use a computer terminal, which would provide to that user the location and availability of all material within the County Library System.

We also think that there is the possibility of a goal of economy that could be attained through centralized purchasing.

Under this system the tax revenues that the county would be able to utilize, assuming legislation is passed, would result in the ability to finance the County Library as a resource center. We would not object to the County Library being permitted to continue to provide over-the-counter services by fee or contract to the individual user or municipality. We also think that these new revenues should, in addition, be used to fund some portion of local libraries' annual operating budgets - perhaps a base level of support, with any expense over that borne by the individual municipalities.

Again, knowing that autonomy of local libraries is of prime consideration, just let me emphasize that each municipal library would continue ownership over its facility - that is, land and building. Any extraordinary expense related to renovation, expansion, etc. would be borne by the municipality. Likewise, any municipality that would be without a library facility and desiring to construct same would be responsible for the expense of land acquisition and construction.

Thank you for providing this opportunity. If there are any questions, I would be glad to try to answer them.

SENATOR WILEY: Thank you, Mr. Bittner. I have one question. On page 2, under "Advantages," number 1, in the second sentence you say: "Each resident of Morris County would have access not only to the County Library but to all municipal libraries without charge." Would that include borrowing privileges for run-of-the-mill books - for fiction, for what we have been calling primary service?

MR. BITTNER: Yes, I would see that, if the funding was provided to not only the County Library but also financial assistance from the county to the municipalities as well. In other words, each county resident would be paying for some support to all libraries as well as the County Library. I think by virtue of his paying taxes, he should receive the benefit of being able to participate, without charge, in all the county libraries - municipal and the County.

SENATOR WILEY: And you feel that in that circumstance the problem of competitive facilities wouldn't be destructive?

MR. BITTNER: I would hope that this confederation, by getting all the library people together at a common sounding board, would enable them to formulate countywide library policy to eliminate in some areas duplication of resources, and put their money to better uses to achieve some library goals that might be unattainable by each individual municipal library, just by maximizing the resources.

SENATOR WILEY: You mentioned that this confederation would have persuasive, but not mandatory, powers so far as general policy was concerned, but that it also could be the board, itself, governing the County Library in terms of exercising the power.

MR. BITTNER: Yes.

SENATOR WILEY: Any questions? (No questions.)

Thank you very much, sir.

Professor Joseph Huma, Distinguished Service Professor at Kean College and Professor Emeritus of Rutgers. It seems that the Professor has left the room. Does anyone have any information about whether he is going to return? I think he may have been expecting that we would be pressing the clock a little bit further along than we are. He didn't realize the efficiency of the Senate of the State of New Jersey, finishing right on time.

Does anyone else care to speak? (No response.)

You have been patient and very considerate. I don't think anyone has even split an infinitive, except me. You have been very articulate and literary as befits your profession, those of you who are in that profession. It has been a fine educational experience for the Senate Education Committee members.

The record of the hearing will be transcribed and circulated to all the members of the Committee and be available to all the members of the Senate and the Assembly, as well as to members of the public. The actual transcription and duplication of copies takes some period of time; but, of course, in the meantime we have all the printed statements that have been submitted, as well as our own recollections and notes.

No timetable has been established by the Committee for its further consideration. That will be discussed by the Committee at one of its early meetings. We meet frequently. We will be meeting briefly tomorrow morning on another subject. We will meet Monday at nine o'clock, for three hours, and at other times to be determined. We will do our best to benefit by all of the testimony that has been presented today in order to reach the wisest solution we can in a very difficult and perplexing area where high-minded people of common goals and common aspirations are forced to differ by virtue of the unfortunate structure of our law. Whether we can act wisely remains to be seen, but we will be diligent and work hard at it.

Again I want to express our appreciation to you for your participation. Let me express my thanks as the Chairman of the Committee to the members of the Committee. This is a Morris County problem and they have taken their time from Essex and Warren and Bergen to devote to this. And they are going to be giving a good many more hours to it, as you can imagine, in times to come before the Committee makes its judgment.

So I express my gratitude to Senator Lipman and, as conveyed before, to Senator

Dumont and Senator Scardino, and to Dave Taylor and Joe Chirico for spending a day here with us in Morristown. Thank you all very much.

The hearing is concluded.

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SUBMITTED BY JOHN L. REID

ANNUAL PER CAPITA LIBRARY CIRCULATION

	<u>Source of Circulation</u>			
	<u>Local</u>	<u>Regional</u>	<u>County</u>	<u>Total</u>
Madison	9.6	0.1	0.4	10.1
Chathams	7.3	1.0	0.4	8.8
Florham Park	4.5	6.3	0.5	11.3
Hanover	3.8	0.05	5.3	9.2
Parsippany	3.8	0.03	1.5	5.4
Mt. Olive	2.6	0.3	0.8	3.6
County Average	4.4	0.4	1.3	6.1

RESOLUTION BY THE COUNCIL OF
THE BOROUGH OF MADISON URGING
THE NEW JERSEY LEGISLATURE TO
REJECT THE PROPOSED LEGISLATION
TO FUND THE MORRIS COUNTY LIBRARY
FROM GENERAL TAX REVENUES.

WHEREAS, legislation has been introduced under Senate Bill 3068 which would permit the Board of Chosen Freeholders of Morris County to provide funding for the Morris County Free Library from general tax revenues; and

WHEREAS, the proposed legislation does not define the intended function of the Morris County Free Library and its relation to the existing system of municipal libraries in Morris County; and

WHEREAS, the Board of Chosen Freeholders of Morris County has not developed a comprehensive plan for the orderly and efficient evolution of library services in Morris County and has not defined how funding of the Morris County Free Library from general tax revenues would contribute to such a plan; and

WHEREAS, the proposed general funding would significantly increase the property tax burden for library services in many municipalities which have little need for the services of the Morris County Free Library and which already bear the heaviest property tax burdens for library service of all municipalities in Morris County; and

WHEREAS, the proposed general funding would, at the same time decrease the property tax burdens for library services in many other municipalities which depend heavily, and in some cases exclusively, on the Morris County Free Library for library services and which already bear a relatively low property tax burden for library service; and

I hereby certify the foregoing to be a true copy of a Resolution adopted by the Council of the Borough of Madison at a special meeting thereof, held Wednesday, February 2, 1977 at which a quorum was present.

FANNIE STINSON Fannie Stinson, Deputy Borough Clerk

WHEREAS, the long term impact of the proposed general funding of the Morris County Free Library would be to:

1. Hinder the needed growth of local library services in the less heavily developed regions in Morris County,
2. Compromise the ability of municipalities already providing high quality local library services to continue this level of service,
3. Endanger the continuation of current programs to efficiently share costs of library service among municipalities through library jointure and contract service;
4. Perpetuate a centralized library without clearly defined function and hence without realistic standards for use in measuring performance and controlling costs;

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL of the Borough of Madison, County of Morris, that:

1. The Legislature of the State of New Jersey should reject the proposed legislation for funding the Morris County Free Library from general tax revenues, under S 3068.
2. No legislation affecting the method of funding for the Morris County Free Library should be considered by the Legislature of the State of New Jersey unless it can be shown to be consistent with a comprehensive plan for the orderly and efficient evolution of all library services in Morris County.
3. Copies of this resolution shall be forwarded by the Clerk of the Borough of Madison to members of the Morris County Legislature, to the Director of the Board of Chosen Freeholders of Morris County, to the Governing Bodies of Morristown, Chatham Borough, Chatham Township, Florham Park, Dover, Denville, Pequannoch, Lincoln Park, Kinnelon, Chester Borough, Chester Township, Wharton, Passaic Township, and to the Executive Director of the New Jersey State League of Municipalities.

ADOPTED AND APPROVED
February 2, 1977

Roger B. Vernon, Mayor

Attest:

Arnold C. Matthies, Borough Clerk

3X

The Bernards Township Library was a member of the Somerset County Library system until January 1, 1977. It was only after careful study by both the Township Officials and the Library Board that they decided that the county system was no longer viable and voted to put a referendum on the ballot to be decided by the local residents.

In their present state, county libraries duplicate local services rather than serving solely as a back up service, at great compulsory expense to all taxpayers. Examples of back up services we feel should be emphasized are:

1. reference service
2. Good rotating print collections
3. 16mm film materials and other audio visuals such as video-cassette tapes, art slides, etc.
4. personnel with special expertise in areas such as children's programs, audio-visual technical matters and cataloging.

Anyone would be naive to think that a library could be self-contained; however what we have been offered is not a solution.

Our feeling has been to abandon the county system per se, and to establish area libraries designated by natural population centers using geographical boundaries rather than political lines. This system seems to work effectively in a great portion of the more populous areas. One can find excellent library service in any of these areas. Most of us no longer need a system that was designed to serve rural communities in the 1920's.

I would urge that before you change funding for the county system, you consider the true needs of a more sophisticated population. Let us see library service improve rather than promote an antiquated system.

Anne Ryan, Director
Bernards Township Library

NEPTUNE TOWNSHIP PUBLIC LIBRARY

25 Neptune Boulevard : Neptune, N. J. 07753

ALAN RANDOLPH HEINLEIN, *Director*

(201) 775-8241

There will be many people commenting today on Senate Bill 3068. I, as Director of the Neptune Township Public Library, appreciate the opportunity to add my comments. In these days of decreased spending for Library services, Libraries throughout the State are suffering financially, as are their Boroughs, Townships and Cities. Many of these communities just cannot afford to provide effective Library services locally and still support a County Library whose legal responsibility is to provide library services to those communities which have no local public library.

These County Libraries were not designed to duplicate library services in communities having their own libraries. They are set up by law to provide services to, and receive income from those communities who don't have their own libraries. This is clearly seen in Title 40, Chapter 33, Article 1, stating "This Library shall be established for such sub-divisions of the County as do not maintain and control free public Libraries." In any County which has a County Library, there are communities capable of supporting their own Public Libraries, providing they don't have to pay double taxes to support two libraries. These Public Libraries, with few exceptions, are Exempt Libraries. By this we mean that all the library monies go to support local libraries. In my own Monmouth County, these exempt communities include the largest ones in the County, such as Middletown, Long Branch, Neptune, the Matawans, Asbury Park, as well as many others. Our communities would be unable to provide quality local Library services while supporting our County Library as well.

Senate Bill 3068 would have the effect of over-turning the legal basis of the relationship between the Morris County Library and the exempt Libraries within the County. It would have the effect of crippling the services provided by these exempt Libraries, as communities cut back local Library services proportionately to the added cost of supporting the County Library. It would result in actually cutting back effective Library services within Morris County, rather than increasing these services.

The reason I am opposed to Senate Bill 3068 is that history has shown there is a tendency within the State to expand specialized legislation and make it more universal. While this legislation will only concern Morris County, it would be a far too easy matter to wait a year and then have all County Libraries push to have similar legislation enacted for their own Counties. The odds are great that County Libraries would want and seek such legislation. This would set back local library services in communities throughout the State. It would be extremely divisive at a time when libraries



could least afford this. This would open up Pandora's Box. I urge that this legislation, Senate Bill 3068, be turned down and an effort made to find legislation that would not rob exempt libraries in order to help County Libraries. I would like to thank you for your consideration of this matter.

Alan Randolph Heinlein

THE JOINT FREE PUBLIC LIBRARY

of

Morristown and Morris Township

1 Miller Rowl, Morristown, N. J. 07960

MARIAN R. GERHART, *Director*

Tel. 538-6161

538-6162

April 20, 1977

Senator Stephen B. Wiley
Chairman, N.J. Senate
Education Committee
230 Madison Avenue
Morristown, New Jersey 07960

Dear Senator Wiley:

At the request of the Board of Trustees of The Joint Free Public Library of Morristown and Morris Township, I would like to express the feelings of the Trustees concerning the proposed legislation S-3068.

Our Board has previously passed a resolution, which in turn has been adopted as a resolution by the governing bodies of the Township of Morris and of Morristown, to oppose the proposed legislation for the following reasons:

The legislation as proposed does not include clear definitions of the intended future function of the Morris County Free Library, or of its intended relations to the existing municipal libraries in Morris County.

The proposed legislation, through a broad-based tax, would significantly increase the property tax burden for those communities who already fund a municipal library service.

The proposed legislation runs counter to the recommendations of the Morris County Library Study Committee which had been appointed by the Board of Chosen Freeholders of Morris County to study the provisions of library service in Morris County in the following respects:

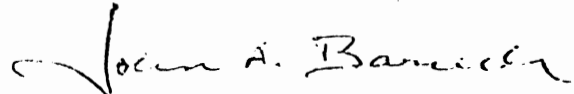
1. That library service to a community is optimal when provided locally, and that any law affecting library support should provide for incentives to encourage municipalities to strengthen local libraries.
2. That the Morris County Free Library should operate as a resource center available to all municipal libraries and all residents, and should be supported by the whole County as a resource center.

3. That any reorganization of library service in Morris County should minimize changes in the existing structure of organizations now providing local library service.

The above points are of particular concern to the Morristown/Morris Township Library due to the previously declared reluctance of one of its constituent municipalities (the Township) to carry an increased burden of responsibility for library services. In 1975 and 1976 the Township Committee considered withdrawing its funding from the Joint Library which would have had the effect of closing the present facility. The Township Committee is now on record as being willing to continue its support of the Joint Library as long as no additional tax burden is placed on the residents of Morris Township. The proposed broad-base tax support of the Morris County Library would likely have the effect of causing Morris Township to withdraw from the Joint Library, thereby negating the expressed recommendations of the County Study Committee.

The Trustees hope that their views will be considered as part of the deliberations of the Senate Education Committee and urges the Committee to oppose legislation as proposed in S-3068.

Sincerely yours,



John A. Baruch

President, Board of Trustees

JAB:swg

RESOLUTION

WHEREAS, the Town of Morristown, County of Morris, is concerned about the need for both strong local libraries and an effective county resource library, and

WHEREAS, legislation has been introduced which would permit, without limitation, the Board of Chosen Freeholders of Morris County to provide funding for the Morris County Free Library from general tax revenues, and

WHEREAS, the proposed legislation does not include any definition or specification of the intended function of the Morris County Free Library and its relation to the existing municipal libraries in Morris County now providing library service, including the Joint Free Public Library of Morristown and Morris Township, and

WHEREAS, the proposed general funding would significantly increase the property tax burden for library services in the Town of Morristown, and

WHEREAS, the Morris County Library Study Committee appointed by the Board of Chosen Freeholders of Morris County to study the provision of library service in Morris County, set forth the following guiding principles for the future provision of such library services in Morris County:

1. That library service is optimally provided locally so that any law affecting library support should have built-in incentives to encourage strong local support and control of libraries in all the municipalities in Morris County;

able to all libraries and all residents of Morris County as a resource library;

3. That the Morris County Free Library as a resource library is a county asset and its resource function should be supported by the whole county;

4. That any reorganization of library service in Morris County should minimally disturb the existing structure and organizations now providing library service; and

5. That tax support for library service in Morris County should be borne equitably in all communities.

NOW THEREFORE BE IT RESOLVED by the Council of the Town of Morristown, County of Morris:

1. That the Legislature of the State of New Jersey should reject any proposed legislation for funding the Morris County Free Library from general tax revenues, which legislation does not in terms also specify requisite changes in function of the Morris County Free Library;

2. That the Council of the Town of Morristown, County of Morris specifically opposes S-3068; and

3. That copies of this resolution shall be forwarded by the Clerk of the Town of Morristown to all Members of the New Jersey Legislature who represent portions of Morris County, to all Members of the Board of Chosen Freeholders of Morris County and to the governing bodies of all the municipalities in Morris County.

of

Morristown and Morris Township

1 Miller Road, Morristown, N. J. 07960

MARIAN R. GERHART, Director

Tel. 538-6161

538-6162

AREAS OF AGREEMENT:

Important that barriers between libraries be broken down. This can take many forms. Does not have to be a federation; however, we know that this is a workable means of operating that does reduce costs. Several storage areas strategically located could help public and college libraries now overcrowded. Furthering the concept of specialization by library provides for across-the-board development.

A crying need for a long time has been to increase and to improve the collection of 16mm films and to distribute them with greater efficiency. Some efficient means of bringing together the holdings of MCFL, CC of M, plus the Film Center of County Supt's. office is needed. Contracting for added film service from individual libraries should be promoted.

Putting on tape the card catalogs of certain key libraries in the county should reduce demands on headquarters and facilitate inter-library loan. Cheaper phone connections need to be explored.

FACTORS THAT MUST BE REGARDED IN ASSESSING MUNICIPAL LIBRARY PAYMENTS TO COUNTY

Amount spent at home library.

Ability of community to pay (equalized valuation).

Traffic to MCFL (evidence of use by volume of business expressed in Coopers and Lybrand).

Equalized property valuation is not a sole valid basis of assessment of costs.

SPECIAL CONCERN OF JOINT FREE PUBLIC LIBRARY OF MORRISTOWN AND MORRIS TOWNSHIP

Since 1967 when the Joint Library came into existence we have had an adequate basis of support that should not be destroyed. The Library requires the support of BOTH municipalities. Any new tax assessments involving the support of MCFL should not destroy or threaten the existence of the Joint Library.

Enter in record

13

TOWNSHIP OF EAST HANOVER

411 RIDGEDALE AVENUE
EAST HANOVER, N. J. 07036

OFFICE OF THE MAYOR

(201) 887-5484

April 26, 1977

This is the statement of George M. Tomko, Mayor of East Hanover and Library Board Trustee.

First of all, allow me to reiterate that I, nor the East Hanover Library Board and the Township of East Hanover are opposed to the existence of the County Library in a non-duplicative form which is non-competitive to the local municipal libraries. The County Library should be designed and structured to support the local libraries and provide those services which are not cost effective nor efficient or practical to be provided by local libraries.

Further, we are not opposed to general taxation as the primary means of financing the operation of the County Library. However, our opposition rests in the proposed method in which this general taxation will be extracted from each township and its taxpayers; the method which takes a fraction of a mil for each dollar of assessed valuation (equalized or unequalized).

This mil method is similar to the statutory requirement for appropriating funds for local libraries which is not necessarily a practical method in all municipalities but at least the funds appropriated remain within the municipality and are specific to its own library services. This mil method raises the money first irrespective of the determination of need and budget and precludes the positive effect of zero base budgeting and caps. It says, raise the money first and then but if you have, more or less, and if it's less, ask for more.

The mil method takes away the financial control of library expenditures from the Board of Freeholders, who are elected by the people and vests the responsibility in a library commission which has the control over the billions of dollars to distribute as they please.

From the municipality's standpoint, the municipality with high ratables is penalized since it must raise and support the County Library based on its good ratables and not on the cost of services received. Further, if the municipality has a good growth pattern and its residential areas are active, the municipality suffers, especially under an equalized basis of valuation, due to Morris County's inordinate method of calculating equalization ratios based on one year's, the previous year's, sales. The equalization rate goes down quickly and equalized valuation doesn't really rise causing an associated tax increase under the mil method. Whether the County Library needs the money or not,

The municipality does not have the luxury of equalized valuation; it must draw its taxes from its actual assessed valuation, which in the majority of cases is considerably less. Let's take East Hanover as a case in point.

According to the mil rate proposal, using 1976 as the basis, East Hanover would be taxed \$58,701 for the County Library (1/5 mil times its equalized valuation). East Hanover must statutorily raise more than \$60,000 to support its own local library. There are approximately 8500 people in East Hanover. Not all use the local library. It is questionable, other than students, as to how many use or would use the County Library, because of distance away from town.

The proposal under the mil method would extract 1.5 plus million dollars from the 32 municipalities and then utilize \$941,000 for the County Library allocating the remaining \$573,000 to the municipal libraries as aid. East Hanover would contribute \$58,701 and in return get \$3,805. in so called incentive aid, not in dollars but rather more like a charge account for County Library services over and above normally furnished County Library services of interest. East Hanover ranks 8th highest in contributions and 23th lowest in aid. What is more interesting is that East Hanover is really 8th from the bottom since four municipalities do not receive any aid since they obviously do not have local libraries.

If the County Library budget was in fact \$941,000, East Hanover would pay under general taxation to the County (not the mil rate) \$34,000 in taxes for the Library which in itself is high on a per capita basis. However, this is the grief a municipality suffers in Morris County for having good ratables. But, to further the inequity, the proposed method would have East Hanover pay a net of \$21,000 (netting out the pittance of incentive aid) to support 34 other libraries in the County. The formula for allocation of incentive aid is relative to the municipality's tax base and the distance to the County Library. Again, an inequity, East Hanover has to pay the mileage of another municipality to the County Library when relatively speaking, it may be easier to get to the County Library from another municipality because of its highway accessibility.

The proposal also sets up 5 regional libraries which is a ploy since to a number of municipalities, East Hanover being one, the County Library itself is closer or more accessible. No impression is that by pouring more additional money into the Regional Libraries will hope to sweeten their acquiescence to the proposed plan. For instance, Lebanon contributes \$45,000 in the proposal and gets back \$67,000 and Madison contributes \$55,000 and gets \$99,000 in overall aid. The regional libraries will serve local residents as well as County wide residents.

Getting back to ratables and equalized valuation, the town that grows in ratables and that has sales activity will continue to bear an increasing major relative portion of the County Library expense and its subsidies to the other libraries regardless of the library service required by its population and the ability of the residents to get to the central services of the County Library.

In summary, the proposals advanced to implement general taxation, that is, 1/5 of one mil per dollar of equalized valuation, are not acceptable because:

1. They penalize the growing community that has high ratables and resale activity.
2. They distribute the funds contributed by one community to others, while not providing equal services to the penalized community.
3. They result in drawing more funds than are necessary, hence, the aid proposition to spread the left over monies. The mil rate is arbitrary and is not based on carefully planned and approved budgets.
4. They dissolve the control over spending and funding that is vested in the Freeholders by virtue of their election by the people.

East Hanover supports general taxation as the means of supporting the County Library based on carefully scrutinized budgets or operating the County Library for basic services as a central library under the control of the Board of Freeholders as all other county services are funded. Special services should be provided on a contract basis between the County Library and the local library and separately funded outside of the county tax rate.

George M. Tomko
Mayor
Township of East Hanover

R E S O L U T I O N

WHEREAS, the Morris County Free Library provides the second level of Library Service for Rockaway Township residents, and serves as backup to the Rockaway Township Library, and

WHEREAS, the 1920 New Jersey Library Law related to County Libraries does not reflect the present day thinking on Library service and tends to erode the base of financial support for the Morris County Free Library and,

WHEREAS, we endorse the position of the Morris County Free Library Commission that broad-base funding of the County Library is the most logical, reasonable and viable solution,

NOW, THEREFORE, BE IT RESOLVED, that the Township Council of the Township of Rockaway officially requests that the Board of Chosen Freeholders of the County of Morris, support a legislative change that will provide broad-base funding of the Morris County Library out of General County Revenues, and

BE IT FURTHER RESOLVED, that such a Legislative change is necessary to the continued existence of the Morris County Free Library and the County-wide services it provides, and

BE IT FURTHER RESOLVED, that this position represents the view of the Township Council of the Township of Rockaway that the County Library is a cultural and educational asset to Morris County and such should be funded out of General County Revenues.

SUBMITTED BY DORIS HEADLEY

TO: Senator Wiley and the Senate Education Committee

FROM: Doris M. Headley, former President, Board of Trustees,
Denville Public Library, Denville, N.J.
(Home address: Box 601, R.D.#1, Dover, N.J.
Phone: (201) 366-0001)

My credentials for addressing the problem of the Morris County Library: I was President of the Board of Trustees of Denville Library in 1966 when the decision was made to municipalize the library and then withdraw from the County Library. The pattern in Denville was quite in the framework of library history in Morris County. A community grows, people move in who are used to sophisticated library service, a small association library find demands being put on it which it cannot meet, it feels it cannot grow because most of its library dollars are going to the County Library. The feeling develops that it is not being served by the County Library commensurate with its needs. It is located far enough away from the County Library so that people cannot conveniently make full use of the central facility directly. And so - it withdraws.

I was a leader in this movement in Denville. However, I never lost sight of the need to belong to a larger network of library service. I had read the Martin-Gaver Report: Libraries for the People of New Jersey or Knowledge for All, and subscribed to its network concept. I was quoted in the Citizen of Morris County newspaper in August of 1966 as recommending that the possibility of rejoining the county be reviewed each year. "Should the County Library develop an efficient and functional system in the future, Denville should consider rejoining," I stated. Through the years I have read the many reports and studies which have been made trying to solve the problem of the County Library. And I have actually served on a Long Range Planning Committee formed by the County Library Commission. So, in spite of the polarization between friends and enemies, member and exempt, which has been emphasized far too much, I feel that I have shown myself to be a helpful and concerned observer of the County Library's problems.

Quickly reviewing some of the conclusions regarding County Libraries and Morris County Library in particular, drawn from the major studies: The Martin-Gaver Report in 1964, is the recognized, seminal work which established the basis for our

area library system now in effect. In outlining its three-level network of total library service, the report stipulates two "straightforward requirements" of the library user:

- "1. A nearby library to provide reading and related materials he uses frequently in everyday life.
2. A library resource somewhere in his reach to provide the specialized materials he uses occasionally when facing a special challenge."¹

County libraries are not seen to be an integral part of the Martin-Gaver proposal for a library network.

The Geddes Report, a study of Morris County Library, commissioned by the Library in 1966, set forth in its recommendations four major roles for the Central Library:

- "A. It should be the reference center for the entire county;
- B. It should provide a limited circulation function for unserved areas or for areas with limited collections;
- C. It should be the center for interloan and subject work performed for member libraries, and
- D. It should house the audio-visual service of the system."²

As we know the County Library has worked hard to follow three of these recommendations; to develop its reference center, inter-library loan, and audio-visual service. However, let me repeat recommendation B (see above). This has not been accepted by the County Library Administration, and the concentration on its circulation function has become a major stumbling block in winning the cooperation of the exempt libraries.

Next comes the Nelson Associates Report, a major study conducted by the State Library in 1967, recommending a reorganization of County Libraries into a Regional System.

As I read it, it finds that County Libraries as they exist, are not viable, not only because of their untenable tax base, but also because they are not true library systems.

"There are no structural ties between county between county libraries and their member libraries. Thus there is no definition of roles and responsibilities for the various member units."³

1. Martin-Gaver, Libraries for the People of New Jersey, p.10.
2. Geddes, A Study of Morris County Library, pVIII-10
3. Nelson Assoc., A Regional System Reorganization Plan, p.22.

Also, as set up under the present law, the County Library Commission cannot assume a posture of leadership, and there is no specific representation of member libraries in forming policy. In other words, the Nelson Report indicates the County Library System is not a real system, even though it draws money away from its member communities. Many of us who criticize it are evaluating it in terms of a true Country Library System such as that in Nassau County, N.Y. It cannot function as a successful system under the present law. The Nelson Report recommends that a regional library system be set up with its boundaries possibly co-terminous with county lines. In effect the same area of service, but a more workmanlike system of organization.

In 1970 the County Library Commission created^a Long-Range Planning advisory committee, the so-called Cochran Committee headed by Library Commissioner James Cochran. I served on this committee as the sole representative of the exempt library communities. This small committee worked industriously setting priorities for future development of the County Library, and spent a lot of time trying to work out a formula by which exempt communities could contract for specific services from the County Library to avoid paying for the circulation services which they did not need. The major error which the Cochran Committee made was in thinking of the County Library as a viable system. We visited Andrew Geddes' County Library System in Nassau County, and studied plans of other library systems throughout the County. I realize now we were trying to fit the Morris County Library into a mold for which it was not created, by the law, as the Nelson Report pointed out.

(The Cochran Committee died when James Cochran moved out of Morris County, and a short while later the Baechle Committee was formed incorporating some of the members of the Long-Range Planning Committee. This committee presented its conclusions last fall. I'm sure you are familiar with them.)

In 1971, the County Library Commission again ordered a study to be made, this time by Edwin Beckerman, investigating the extension service of the County Library. Mr. Beckerman praises highly the County Library's central collection as a superior resource facility and thinks that direct access to its collections cannot be eliminated now that it has been built up to such a strong point. However, he does feel that the viability of the County Library in its relation to its members and to exempt libraries "is the basic question with which we must finally deal," as he says.

As he says, "A bold new design" is needed, but he feels it must await the resolution of the County funding dilemma. He states, "To solve that problem is in effect to create a bold new design."⁵

With all due respect to Mr. Beckerman, I must say that solving the funding problem through such an expedient measure as S-3068 is putting the cart before the horse. In order for the funding change to be acceptable to all Morris County Library users, the bold, new design must precede or at least accompany the funding change.

In spite of all the expensive studies, (expensive in both time and money) that have been made in the last fifteen years by knowledgeable and concerned people, the County Library as presently structured remains an anachronism; and an open-ended law which deals only with the financial base and ignores the structure and function is mere expediency and delusion. I believe the problem will remain until a new true system, Mr. Beckerman's "bold, new design," is created at the State level, which will place the splendid resources, now housed at the County Library, at the service of all citizens of Morris County.

5. Ibid. p. 74

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Martin, Lowell A. and Mary V. Gaver, Libraries for the People of New Jersey or Knowledge for All, November, 1964

Nelson Associates, Inc., A Regional System Reorganization Plan for New Jersey County Libraries; A Study Conducted for the New Jersey State Library. April 1967.

SUBMITTED BY PATRICIA AVRUTIK

The Denville Free Public Library

Denville, New Jersey

RESOLUTION

adopted at the Library Board of Trustees meeting on August 12, 1976

WHEREAS, the Board of Trustees of the Denville Free Public Library is dedicated to providing superior library service to the residents of Denville Township, and

WHEREAS, we recognize that cooperation among municipal libraries helps us in providing that service, and

WHEREAS, there is a need for a resource and research library to provide additional and more comprehensive support

NOW, THEREFORE, BE IT RESOLVED by the Board of Trustees of the Denville Free Public Library that the present Morris County Free Library should be re-structured to eliminate duplication of local service so that it can provide the resources the municipal libraries and their users need, and so that the entire library system of Morris County can cooperatively provide full library service to all residents of Morris County.

ADVISORY REPORT TO MAYOR AND TOWNSHIP COMMITTEE
ON CONTINUING PARTICIPATION IN MORRIS COUNTY LIBRARY
BY ROXBURY TOWNSHIP

The law under which county libraries operate was passed in 1922. Under this law, communities where there is an association library or no library, contribute a special library tax for a county library. This tax is also applied to communities that have established a municipal library if the governing body requests such service. Therefore, the Morris County Library is the only county service which is not supported by general county funds.

The Morris County Library System came into being in 1922 and the present building was opened in 1966. Since 1960, several municipalities have left the County Library System; thereby, reducing the tax base of the Morris County Library and increasing the fee for member libraries. In 1960 Roxbury contributed \$7,661.01; when the new building was opened in 1966, Roxbury's contribution was \$22,156.28, and in 1975 Roxbury paid \$99,903.66.

During the municipal budget hearings held in March of this year (1976) many residents questioned the amount of Roxbury's contribution to the Morris County Library and the desirability of our continued participation. As a result, Mayor Henry Crouse appointed a five member citizen's committee to study Roxbury's participation in the Morris County Library System. The committee's mandate was set forth in March 1976 by Mayor Henry Crouse:

A. Committee Charge

"Evaluate the services provided to Roxbury Township by the Morris County Free Library and determine if it would be more advantageous to the tax payers of Roxbury Township to withdraw from the County Library and have the Township provide more financial support to our local library."

B. Study Methodology

Quantify services provided by the Morris County Library to Roxbury Public Library

These services are divided into two basic categories; those services provided to all libraries, exempt and non-exempt in Morris County as a result of the Area Library status of Morris County Library and the services provided to non-exempt communities such as Roxbury. The Area Library services are listed first and the cost to the county for providing them.

1) In Headquarters Use of Material

- a. Reference and reading guidance
- b. Research in archives
- c. Use of adult and children's collections
- d. Tours and orientation programs for school children \$4,928.

Interlibrary Loans

- a. Delivery of materials
- b. Control of loans
- c. Cooperative list of holdings \$1,600.

Total cost of services provided to
Roxbury Public Library as a user of
area library services \$6,528.

We reviewed and discussed in detail a list of services provided to member libraries by Morris County Library. These services were explained to the committee by Mrs. Lane. The cost of the services was derived from the Coopers and Lybrand study of the County Library.

2) The second category of services from Morris County Library are those offered exclusively to communities that support the county library. Following is a brief description of these services and the cost of providing them to the County Library.

a. Programs

- 1. Summer film festival. This is a packaged program. The films, projector and projectionist are all provided \$34.
- 2. Traveling storytellers to conduct programs for pre-school children in our community. \$1,656.

b. Acquisition and Processing of Books and Audio-Visual Materials

- 1. Catalog and processing service
- 2. an allowance for bindery
- 3. monthly list of titles and records \$21,118.

c. Library Management Services

- 1. Graphics and printing assistance \$949.

d. Member Library Allowance

- 1. An allowance for the purchase of books and recordings. The title or song choice is made by our library staff and the item becomes Roxbury Public Library property after five years.
- 2. An allowance for library supplies
- 3. An allowance for magazines and periodicals
- 4. A postage allowance \$19,321.

e. Dissemination of Materials to Us

- 1. An art print collection that changes annually \$959.

f. Borrowing Privileges

1. Borrowing headquarters collection
2. Borrow records
3. Borrow audio-visual materials
4. Borrow art prints \$8,465.

Total cost of services provided to Roxbury Public Library as a member library \$52,502.

Meeting with Denville and Kinnelon Libraries at Denville

These are exempt communities which we felt could shed some light on the problems and advantages of being independent from Morris County Library.

The Kinnelon librarian said they used the Newark Library as an area library and along with interlibrary loans with neighboring libraries, she felt they were doing fine on their own. The Denville librarian expressed similar views and they pointed out to us that the money that previously went to Morris County Library was turned over to them in their local budget.

Findings

1. a) Roxbury's contribution to support Morris County Library has risen from 4.2% of total County Library Taxes in 1960 to 7.3% in 1975.
- b) The total County Library Tax has increased by 549% in the same period of time.
- c) Roxbury's increase for direct county library support during the period 1960-1975 was 956%.
- d) Roxbury's increase in percent of contribution to Morris County Library has generally followed the increase of exempt libraries; i.e. as more drop out, we carry a heavier share of the burden.
- e) The actual cost to the Morris County Library to provide the services and materials received by Roxbury Township during 1975 was \$52,502.
- f) The total contribution to Morris County Library including state aid transferred to Morris County Library was \$99,903.66.

Conclusion I

- a) Our contributions to the support of the Morris County Library exceed the cost of the services received by ~~50.08%~~ 90.11%
- b) We are no doubt subsidizing some services provided for exempt libraries.

Conclusion 11

Some services provided by Morris County Library which we may not be able to duplicate at Roxbury Public Library if we drop our support of Morris County Library:

- a) Book selection counseling
- b) Graphic art department geared to library needs
- c) Discount purchasing of books and materials because of volume buying
- d) Access to a large art print collection
- e) Borrowing of County films and projectors

Sixteen libraries in the county are either getting along without these services or are slowly building up the resources to provide them, so it only seems reasonable that we could do likewise.

Effects of Dropping Out of Morris County Library

1. Positive Effects

- a) \$45,000 to \$50,000 annual savings starting the second year after termination of Morris County participation
- b) Increase in library service resources within the community such as more audio-visual equipment, larger art print collection, larger record collection and more films. We will have to acquire these items to replace these lost services from Morris County Library.

2. Negative Effects

- a) The accelerated growth rate for the Roxbury Public Library caused by expanding services presently provided by Morris County Library will hasten the need for an expansion of the present library building.
- b) Some additional help will have to be hired to perform services presently provided by Morris County Library. These services include book and media ordering, purchasing, technical preparation of new books, storytelling, etc.

Recommendations to Mayor and Township Committee

- 1. That Roxbury Township terminate participation in the Morris County Library, effective December 31, 1976.
- 2. That Roxbury Township increase the Roxbury Public Library support to the level necessary to continue operation and growth at a rate consistent with providing good library service to the community.

This in our opinion will require somewhere in the order of \$42,000 to \$46,000 annually. The actual amount should be determined by the Roxbury Library Board of Trustees and submitted in their 1977 budget request. This 1977 budget will also include an additional \$35,862 that is required as a one-time expense for the books from Morris County.

Although the cost to the County Library to provide these services to Roxbury Public Library was \$52,502 for the study period, we feel that these services can be acquired at a reduced cost. For example, acquisition and processing cost \$7.58 per item from the county, whereas this service can be obtained for \$1 to \$2 commercially.

SUMMATION OF COST AND SAVINGS CONSIDERATIONS
(Based on withdrawal of MCL support)

Direct return on contribution to support of Morris County Library:

a) Programs	\$ 1,690
b) Processing	21,118
c) Graphics	949
d) Book and supply allowance	19,321
e) Art print collection use	<u>959</u>

Total cost of direct services \$44,037

Indirect return on contribution to support of Morris County Library:

a) Borrowing privileges	\$8,465
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Cost to Roxbury Township to discontinue support of Morris County Library

	Non- <u>Recurring</u>	Annual <u>Recurring</u>
1. Purchase of Books from MCL	\$35,862	
2. Increase of book, record and film budget to upgrade Roxbury Public Library to offset loss of direct borrowing privileges		\$4,000
3. Direct support lost from Morris County Library		44,037
4. Purchase and maintenance of audio-visual equipment (A-V equipment presently being borrowed from MCL which will have to be purchased by RPL		<u>2,000</u>
Total one time expense	\$35,862	
Annual recurring expense		\$50,037

May 17, 1976

To: Mrs. Lane, Roxbury Township Public Library

From: Mr. Heim, Educational Media Director, Roxbury Township Public Schools

Subject: School Use of Morris County Public Library

The following information was supplied by the building media specialists:

Supplementary books for assignments

Franklin - ordered books three times during 1975-76 school year

Jefferson - use at least one or twice per month

High School - no records. However, observation indicates many students and teachers using individually.

Kennedy - use often

Lincoln/Roosevelt - books used on 12 occasions this school year

Nixon - books used once this year

Eisenhower - books used twice this year

Film Service

Franklin - not used this year

Jefferson - used 3 times this year. Teachers report plans to use next year

High School - teachers make a great deal of use of this facility. They like the type of films they can obtain and would feel very disturbed if this facility were not available

Nixon - no films used

Kennedy - use many films

Lincoln/Roosevelt - report films used 19 times

Eisenhower - no films used

The following is the response of one specialist:

Please urge that this service be continued! I use it constantly. Whenever a teacher requests material for a classroom unit, I order supplementary books from the County. Have used for additional easy readers, Jefferson, Shakespeare, Indian languages, fiction for top 5th grade class, which is reading through our library. Use at least once or twice a month. Absolutely essential for our media center to provide service. I also count on it for professional books - we seldom buy any but count on County to supply requested titles. Also call whenever student requests book which we do not own. Service and delivery are great

Morris County Library
Tax Support from Roxbury Township

1960-1975*

Year	Roxbury's County Library Tax Support	Exempt Libraries	Total County Library Taxes	% of Total Paid by Roxbury
1960	7,661.01	5	181,700.54	.04216
1961	9,591.89	5	221,294.80	
1962	12,089.32	5	279,301.20	
1963	13,333.80	5	294,001.48	
1964	14,019.65	5	314,584.72	
1965	16,532.22	6	363,368.12	.04549
1966	22,156.28	9	388,669.88	.0570
1967	25,503.72	10	424,816.28	.0600
1968	33,196.13	12	570,698.00	.0581
1969	36,406.50	14	592,880.00	.0614
1970	44,755.71	14	663,644.00	.0674
1971	59,618.94	14	856,303.50	.0696
1972	63,924.27	14	871,037.75	.0733
1973	63,323.14	14	870,000.00	.0727
1974	65,763.87	15	907,000.00	.0725
1975	73,249.89	16	997,700.00	.0734
	956% more than 1960		549% more than 1960	

* Local library was opened February 1961

Total Money from Roxbury Supporting Morris County Library 1970-75

Tax Appropriation plus share of state aid earned locally

Year	Roxbury's County Library Tax Support	Roxbury's State Aid Money given County Library	Total	Roxbury's State Aid Money given Roxbury Library
1970	\$44,755.71	\$ 4,753.31	\$49,509.02	\$4,172.55
1971	59,618.94	7,746.56	67,365.50	6,147.18
1972	63,924.27	9,516.21	73,440.48	6,291.45
1973	63,323.13	10,402.94	73,726.07	7,440.86
1974	65,763.87	11,086.88	-76,850.75	8,605.62
1975	73,249.89	6,501.24	79,751.13	7,913.92

11

RESOLUTION NO. R-40-77

RESOLUTION EXPRESSING OPPOSITION TO
PROPOSED STATE LEGISLATURE S-3068 TO
PROVIDE FUNDING FOR MORRIS COUNTY
FREE LIBRARY FROM GENERAL TAX REVENUES

WHEREAS, the Town of Morristown, County of Morris, is concerned about the need for both strong local libraries and an effective county resource library, and

WHEREAS, legislation has been introduced which would permit, without limitation, the Board of Chosen Freeholders of Morris County to provide funding for the Morris County Free Library from general tax revenues, and

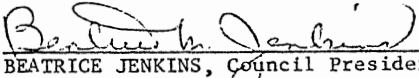
WHEREAS, the proposed legislation does not include any definition or specification of the intended function of the Morris County Free Library and its relation to the existing municipal libraries in Morris County now providing library service, including the Joint Free Public Library of Morristown and Morris Township, and

WHEREAS, the proposed general funding would significantly increase the property tax burden for library services in the Town of Morristown, and


NOW, THEREFORE, BE IT RESOLVED by the Council of the Town of Morristown, County of Morris:

1. That the Legislature of the State of New Jersey should reject any proposed legislation for funding the Morris County Free Library from general tax revenues, which legislation does not in terms also specify requisite changes in function of the Morris County Free Library;
2. That the Council of the Town of Morristown, County of Morris specifically opposes S-3068; and
3. That copies of this resolution shall be forwarded by the Clerk of the Town of Morristown to all Members of the New Jersey Legislature who represent portions of Morris County, to all Members of the Board of Chosen Freeholders of Morris County, and to the governing bodies of all the municipalities in Morris County.

Adopted: February 22, 1977


BEATRICE JENKINS, Council President

ATTEST:


ARTHUR A. VIGILANTE, Town Clerk

BOROUGH OF FLORHAM PARK
Office of the Mayor ,

RALPH A. LOVEYS
111 RIDGEDALE AVENUE
FLORHAM PARK, NEW JERSEY 07932
(201) 377-5800

April 12, 1977

The Hon. Stephen B. Wiley
Member New Jersey Senate
260 Madison Avenue
Morristown, New Jersey 07960

Dear Senator Wiley:


I recently received a letter from Senator James Vreeland suggesting we write to you and ask that Senate Bill 3068 (The Morris County Library Funding) be released to the floor for a vote.

May I strongly suggest to you to do just the opposite - do not release the bill for a vote; in fact, my suggestion would be to lose the bill in committee.

We, in Florham Park, are emphatically against general funding for the Morris County Library as outlined in Bill 3068.

Enclosed please find a copy of recent Resolution, dated February 8, 1977 by the governing body of Florham Park.

Very truly yours,


Ralph A. Loveys
Mayor

RAL:hh
Enc. (1)

R E S O L U T I O N

BOROUGH OF FLORHAM PARK, NEW JERSEY

WHEREAS, legislation is being proposed to amend Chapter 33, Title 40, N.J.S.A. on County Libraries to permit a specific single county to apportion the cost of maintaining county library services among all the municipalities thereof, and

WHEREAS, this proposed legislation would permit Morris County to apportion library costs among seventeen municipalities which have provided their own library services, and

WHEREAS, the proposed legislation contains no provisions which would prevent costly duplication of services, and

WHEREAS, the drafters of the legislation have not sought any input from the Borough of Florham Park, nor indeed have even staffed a copy of proposed legislation, and

WHEREAS, the Mayor and Council of the Borough of Florham Park believe that the proposed legislation would permit the adoption of a concept for library service that adversely affects Florham Park and indeed all of seventeen communities that have provided their own services,

NOW, THEREFORE, BE IT HEREBY RESOLVED by the Mayor and Council of the Borough of Florham Park that its representatives in the Senate and the Assembly be urged not to introduce or sponsor legislation amending Title 40:33-9, N.J.S.A., unless:

1. The amendment contains specific guarantees which would prevent costly duplication or overlapping of services, and
2. Title 40:33-7 also be amended to provide proportional representation on the Commission from communities which have their own libraries.
3. The amendment be staffed in advance to all municipalities, and
4. The legislators know in advance the positions of their constituent municipalities,

AND BE IT FURTHER RESOLVED that the Clerk forward copies of this resolution to all Morris County municipalities, to the Board of Chosen Freeholders and to Florham Park legislators in the Senate and the Assembly.

Approved:

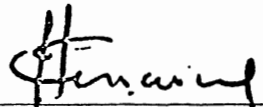
Dated: February 8, 1977

Attest:

Ralph A. Loveys, Mayor

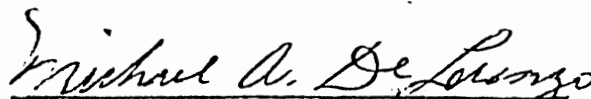
Horace E. Knapp, Jr., Clerk

I, Horace E. Knapp, Jr., Clerk of the Borough of Florham Park, hereby certify that the foregoing is a true and exact copy of resolution adopted at a meeting of said Borough Council of the Borough of Florham Park held on the 8th day of February, 1977


Horace E. Knapp, Jr., Clerk

I hereby certify that the foregoing Resolution is a true and exact copy of a Resolution adopted by the Mayor and Board of Aldermen of the Town of Dover at a regular meeting held February 14, 1977.

Dated: February 15, 1977


Michael A. DeLorenzo, Town Clerk

RESOLUTION OF THE MAYOR AND BOARD OF ALDERMEN OF THE
TOWN OF DOVER OPPOSING S-3068 and A-3057 AUTHORIZING
THE FUNDING OF THE MORRIS COUNTY FREE LIBRARY

WHEREAS, there has been introduced into the New Jersey Legislature legislation captioned as S-3068 and A-3057 which would authorize the funding of the Morris County Free Public Library from general tax revenues; and

WHEREAS, these Bills would compel the Town of Dover to pay \$20,000 per year for the first year in additional taxes for the support of the Morris County Public Library; and

WHEREAS, the proposed legislation does not define the intended function of the Morris County Free Library and its relation to the existing system of municipal libraries in Morris County; and

WHEREAS the Board of Chosen Freeholders of Morris County has not explained a comprehensive plan for the orderly and efficient evolution of library services in Morris County nor has it explained how funding of the Morris County Free Library from general tax revenues would contribute to such a plan; and

WHEREAS, the proposed general funding would significantly increase the property tax burden for library services in many municipalities which have little need for the services of the Morris County Free Library and which already bear the heaviest property tax burdens for library service of all municipalities in Morris County; and

WHEREAS the Public Library of the Town of Dover is and has been supplying efficient library service to the inhabitants of the Town of Dover and the surrounding area; and

WHEREAS, the proposed general funding would, at the same time decrease the property tax burdens for library services in many other municipal

which depend heavily, and in some cases exclusively, on the Morris County Free Library for library services and which already bear a relatively low property tax burden for library service; and

WHEREAS the long term impact of the proposed general funding of the Morris County Free Library would be to:

1. Hinder the needed growth of local library services in the less heavily developed regions in Morris County,
2. Compromise the ability of municipalities already providing high quality local library services to continue this level of service,
3. Endanger the continuation of current programs to efficiently share costs of library service among municipalities through library jointure and contract service,
4. Perpetuate a centralized library without clearly defined function and hence without realistic standards for use in measuring performance and controlling costs.

NOW, THEREFORE, BE IT RESOLVED by the Mayor and Board of Aldermen of the Town of Dover, County of Morris, New Jersey as follows:

1. The Legislature of the State of New Jersey should reject the proposed legislation for funding the Morris County Free Library from general tax revenues;
2. No legislation affecting the method of funding for the Morris County Free Library should be considered by the Legislature of the State of New Jersey unless it can be shown to be consistent with a comprehensive plan for the orderly and efficient evolution of all library services in Morris County;
3. Copies of this Resolution shall be forwarded by the Clerk of the Town of Dover to all members of the New Jersey Legislature, to all members of the Board of Chosen Freeholders of Morris County, and to the governing bodies of all municipalities in Morris County.

RESOLUTION SUPPORTING A-3057 AND S-3068

WHEREAS, the Morris County Library has been successfully operated for many years providing essential general library services for Morris County, and

WHEREAS, under existing Legislation the Morris County Library has been financed by a special tax levied against those municipalities who choose to be a part of the County Library District, and

WHEREAS, the Morris County Library is faced with serious financial problems because municipalities in the County have been opting out of the Library District, thus reducing the tax base, and

WHEREAS, A-3057 and S-3068, which have been introduced in the Legislature at the request of the Morris County Board of Chosen Freeholders, will authorize County-wide funding for the County Library, and

WHEREAS, it is apparent that without County-wide support the Morris County Library will be forced to close, thus destroying a vital community institution representing the loss of \$4,500,000 in facilities and equipment financed over the years by the taxpayers of Morris County.

THEREFORE, BE IT RESOLVED that the Mount Olive Township Council wholeheartedly supports A-3057 and S-3068, and

BE IT FURTHER RESOLVED, that certified copies of this Resolution be sent to the Senators and Assemblypersons representing Morris County and to Governor Byrne.

I HEREBY CERTIFY the above to be a true copy of a Resolution passed by the Township Council of the Township of Mount Olive at a duly convened meeting held on February 22, 1977.

Grace Hilpert
Grace Hilpert, Township Clerk

RESOLUTION

WHEREAS, legislation has been introduced in the New Jersey State Senate Assembly which would specifically exempt the County of Morris from funding its County Library in accordance with present regulations of New Jersey Library Laws; and

WHEREAS, such exemption would permit the Board of Chosen Freeholders of Morris County to supplant the designated taxing of certain municipalities, which have chosen to avail themselves of its services, by funding the County Library from general tax revenues; and

WHEREAS, such broad-based funding would impose an additional tax burden for support of municipal library services on those municipalities which have elected to be independent of the County Library; and

WHEREAS, such imposition of tax without opportunity for local option of the exempt municipalities would be contrary to Sections 40:33-1 and 40:33-2 of State of New Jersey Library Laws providing for establishment of county libraries; and

WHEREAS, the Board of Chosen Freeholders of Morris County have not defined the intended function of the Morris County Library and have not developed a comprehensive plan for operating the County Library in a manner equitable to all municipalities in Morris County after the adoption of broad-based funding; and

WHEREAS, the Morris County Library Commission has been unable to date to provide the Board of Chosen Freeholders with a method for projecting the costs of future County Library operations and of allocation of such costs to the services the County Library would propose to render in return for broad-based funding.

WHEREAS, the long term impact of the proposed general funding of the Morris County Free Library would be to:

1. Perpetuate a centralized library without clearly defined function and hence without realistic standards for use in measuring performance and controlling costs,
2. Compromise the ability of municipalities already providing high quality local library services to continue this level of service,
3. Endanger the continuation of current programs to efficiently share costs of library service among municipalities through library jointure and contract service,

NOW, THEREFORE, BE IT RESOLVED by the Pequannock Township Council, County of Morris, that:

1. The Legislature of the State of New Jersey should reject the proposed legislation for funding the Morris County Free Library from general tax revenues,
2. No legislation affecting the method of funding for the Morris County Free Library should be considered by the Legislature of the State of New Jersey unless it can be shown to be consistent with a comprehensive plan for the orderly and efficient evolution of all library services in Morris County,
3. Copies of this resolution shall be forwarded by the Clerk of the Municipality of Pequannock Township to all members of the New Jersey Legislature who represent portions of Morris County, to all members of the Board of Chosen Freeholders of Morris County, and to the governing bodies of all municipalities in Morris County.

GOVERNING BODY
TOWNSHIP OF PEQUANNOCK

Dated:

FEBRUARY 8, 1977

ATTEST:

Elizabeth D. Eley
ELIZABETH D. ELEY, Clerk

Herbert W. Neal
HERBERT W. NEAL, Mayor

R E S O L U T I O N

WHEREAS, legislation has been introduced which would permit the Board of Chosen Freeholders of Morris County to provide funding for the Morris County Free Library from general tax revenues; and

WHEREAS, the proposed legislation does not define the intended function of the Morris County Free Library and its relation to the existing system of municipal libraries in Morris County; and

WHEREAS, the Board of Chosen Freeholders of Morris County has not developed a comprehensive plan for the orderly and efficient evolution of library services in Morris County and has not defined funding of the Morris County Free Library from general tax revenues to contribute to such a plan; and

WHEREAS, the proposed general funding would significantly increase the property tax burden for library services in many municipalities which support a local library and which have little need for the services of the Morris County Free Library and which already bear the heaviest property tax burdens for library service of all municipalities in Morris County; and

WHEREAS, the proposed general funding would at the same time decrease the property tax burdens for County Library support in many other municipalities which depend heavily, and in some cases, exclusively, on the Morris County Free Library for library services and which already bear relatively low library service associated tax burdens due to their own modest or non-existent library systems, and

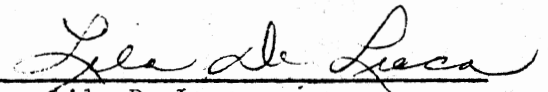
WHEREAS, the long term impact of the proposed general funding of the Morris County Free Library would be to:

1. Hinder the needed growth of local library services in the less heavily developed regions in Morris County;
2. Compromise the ability of municipalities already providing high quality local library services to continue this level of service;
3. Endanger the continued growth of local independent libraries whose municipalities could not afford to support, in addition, the Morris County Free Library;
4. Perpetuate a centralized library without clearly defined function and hence without realistic standards for use in measuring performance and controlling costs;

NOW, THEREFORE, BE IT RESOLVED, by the Trustees of the Lincoln Park Public Library, of the Borough of Lincoln Park, County of Morris, that:

1. The legislature of the State of New Jersey should reflect the proposed legislation for funding the Morris County Free Library from general tax revenues,
2. No legislation affecting the method of funding for the Morris County Free Library should be considered by the Legislature of the State of New Jersey unless it can be shown to be consistent with a comprehensive plan for the orderly and efficient evolution of all library services in Morris County.
3. Copies of this resolution shall be forwarded by the Secretary of the Board of Trustees of the Lincoln Park Public Library to all members of the New Jersey Legislature, to all members of the Board of Chosen Freeholders of Morris County.

IT IS HEREBY CERTIFIED, that this is a true and correct copy of a resolution adopted by a majority, on roll call, at a Regular Meeting of the Board of Trustees of the Lincoln Park Public Library, held on February 28, 1977.



Lila De Luca,
Clerk,
Board of Trustees
Lincoln Park Public Library

March 28, 1977

The Denville Free Public Library

Denville, New Jersey

20 August 1976

Because of the confusion between area and county library concepts, we recommend that in the future MCFPL not be involved with area services as a separate function.

The services we (urban-developed communities) would be willing to pay for are similar to those written into the "area library responsibilities" of the current state-wide plan for library service.

At present, the only function we regard as necessary for the county library to perform in addition to "area library responsibilities" is that of promoting service and facilities in certain undeveloped communities.

If MCFPL is willing to meet these responsibilities, we are willing to support it.

Specific services we would expect to receive from MCFPL in return for our support are as follows:

1. Reference materials for public use with professional staff guidance.
2. Interlibrary loan service including:
 - a. delivery to, and pick up from, every public library in the county,
 - b. interlibrary information by telephone or mail,
 - c. single-copy duplication service of information not available for loan, at cost, and with care to observe copyright provisions.

The Denville Free Public Library

Denville, New Jersey

3. Over-the-counter loan of:
 - a. non-fiction books, technical and scholarly,
 - b. recordings,
 - c. films and equipment
4. Periodicals and serials, a collection of broad range, in depth.
5. Viewing center for evaluating books for purchase.
6. Central automated union catalog of municipal, academic, and special libraries in Morris County.
7. Grant and special funding consulting service.
8. Coordinating Council maintained for the purposes of:
 - a. a forum for dialogue among county and local library administrations to identify strengths and weaknesses of MCFPL in its collections, consulting services, staff, and programs,
 - b. planning for, and initiation of, library development throughout the county.

Doris Headley

Nancy Monroe

JOSEPH L. MARTS, Mayor

PETER N. RAYNER,

Borough Administrator and Borough Clerk

CARL A. FRAHN, Borough Attorney

JANET B. BOYLE,

Deputy Borough Clerk

October 29, 1976

TO ALL MORRIS COUNTY GOVERNING BODIES

The Mayor and Council of the Borough of Chatham have reviewed the long history of the problem of County Library funding including legislation, discussions among county and non-county people, conferences-formal and informal, publicity programs, publications, open meetings and public hearings. Proposals and counter proposals have been made and study committees have spent long hours attempting to resolve a problem which may be insoluble as long as the basic dichotomy of County/Area libraries exists. During the past five years, the County's position has been that the only solution to its problem lies in county-wide funding, which is totally unacceptable to Chatham.

To date all efforts to solve the problem by mandating membership of exempt libraries in the County system have been fruitless, and to continue "beating a dead horse" in the face of strong opposition is, in our opinion, not only unproductive but also wasteful of money, manpower and time. At this juncture, we strongly urge the exploration of new approaches which do not depend upon the financial involvement of exempt libraries. On the whole, exempt libraries have achieved a high level of local financial support as institutions independent of the County. This is evidenced by the creation of new buildings, growing collections, strengthened staffs, increased hours of service and expanded programming. Such support indicates that communities like Chatham are willing to pay for adequate library services (Chatham Borough has never been part of the County system).

Today, the library dollar is limited. Reduced State and Federal spending, as well as increasing national inflation, make it imperative that all of us seek the most efficient and economical means of providing good library service. The Library of the Chathams, together with other exempt libraries, have developed a high degree of cooperative action among ourselves and it is precisely because of our dedication to servicing the Library needs of our people efficiently and economically at the local level, that we reject any proposals which would threaten our ability to do so.

The Morris-Union Federation (MUF) is now incorporated and in its sixth year of operation. Encouraged by grants from the State Library, the six member communities have developed areas of subject specialization and produced union lists of holdings in large print books, specialized reference tools, periodicals and audio-visual materials. This project is administered by the six Library directors, and twice-a-week delivery service is an integral part of the service.



JOSEPH L. MARTS, Mayor

PETER N. RAYNER,

Borough Administrator and Borough Clerk

CARL A. FRAHN, Borough Attorney

JANET B. BOYLE,

Deputy Borough Clerk

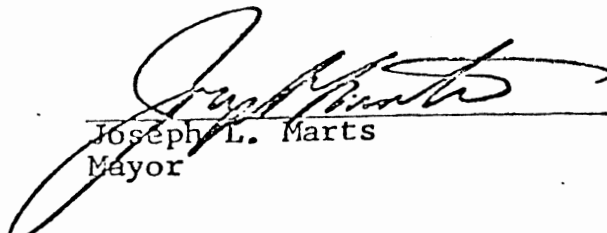
Of particular interest to members of our community is the annual cost of financing the Federation - .007¢ per capita - and the documented fact that 92% of interlibrary loans have been handled within the Federation.

When Chatham users call for resources beyond the local library level, a network of services has been established in New Jersey. In our county, the Morris County Free Library was designated as the "Area Library" to provide this next level of service. This service is funded by a special grant from the State for the express purpose of serving the County's back-up needs.

It is apparent to us that in the guise of a "system" many members of the County Library are calling upon the County Library to provide information and materials which properly should be available in any local library worth the name. This situation should be given careful consideration when discussion centers around a "system" approach.

We recognize the seriousness of the County's problem. Few libraries in the United States have budgets exceeding \$1,000,000.00. Supporting such an operation in the face of the inevitable erosion of their support is indeed a frightening prospect. Perhaps the County needs to reassess its development program. It is obvious that some creative thinking must be developed which involves other alternatives than just general county funding to perpetuate an antiquated approach to a modern day dilemma.

To conclude, we would like to emphasize our opposition to legislation which would permit general county funding as a method of financing the county Library. Such a plan would be highly inequitable for exempt communities such as the Borough of Chatham.


Joseph L. Marts
Mayor

LM:dg

*Copies to: Mayor Vernon
Councilman Benedict
Mrs. Budell
11/1/76*

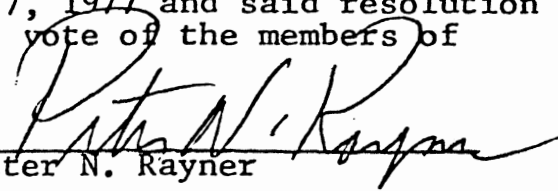
RESOLUTION

- WHEREAS, legislation has been introduced which would permit the Board of Chosen Freeholders of Morris County to provide funding for the Morris County Free Library from general tax revenues, and
- WHEREAS, the proposed legislation does not define the intended function of the Morris County Free Library and its relation to the existing system of municipal libraries in Morris County, and
- WHEREAS, the Board of Chosen Freeholders of Morris County has not developed a comprehensive plan for the orderly and efficient evolution of library services in Morris County and has not defined how funding of the Morris County Free Library from general tax revenues would contribute to such a plan, and
- WHEREAS, the proposed general funding would significantly increase the property tax burden for library services in many municipalities which have little need for the services of the Morris County Free Library and which already bear the heaviest property tax burdens for library service of all municipalities in Morris County, and
- WHEREAS, the proposed general funding would, at the same time decrease the property tax burdens for library services in many other municipalities which depend heavily, and in some cases exclusively, on the Morris County Free Library for library services and which already bear a relatively low property tax burden for library service, and
- WHEREAS, the long term impact of the proposed general funding of the Morris County Free Library would be to:
1. Hinder the needed growth of local library services in the less heavily developed regions in Morris County,
 2. Compromise the ability of municipalities already providing high quality local library services to continue this level of service,
 3. Endanger the continuation of current programs to efficiently share costs of library service among municipalities through library jointure and contract service,
 4. Perpetuate a centralized library without clearly defined function and hence without realistic standards for use in measuring performance and controlling costs,

NOW THEREFORE BE IT RESOLVED by the Council of the Borough of Chatham, County of Morris, that :

1. The Legislature of the State of New Jersey should reject the proposed legislation for funding the Morris County Free Library from general tax revenues,
2. No legislation affecting the method of funding for the Morris County Free Library should be considered by the legislature of the State of New Jersey unless it can be shown to be consistent with a comprehensive plan for the orderly and efficient evolution of all library services in Morris County,
3. Copies of this resolution shall be forwarded by the Clerk of the Borough of Chatham to all members of the New Jersey Legislature who represent portions of Morris County, to all members of the Board of Chosen Freeholders of Morris County, and to the governing bodies of all municipalities in Morris County.

I, PETER N. RAYNER, Clerk of the Borough of Chatham, County of Morris do hereby certify the foregoing to be a true and correct copy of a resolution adopted by the Borough Council at a Conference Meeting of said Council held on February 7, 1977 and said resolution was adopted by not less than a two-thirds vote of the members of the Borough Council.


Peter N. Rayner

Borough Clerk

Witness my hand and seal of
the Borough of Chatham this
9th day of February, 1977.

**BOROUGH OF KINNELON
MUNICIPAL BUILDING**

KINNELON ROAD KINNELON, N. J. 07405
838-5401

GLENN L. SISCO, MAYOR

COUNCILMEN-

ELMER J. GALL, PRESIDENT
WALTER H. SPECHT
FRANK R. SCHELL
ROBERT NOYE
RICHARD P. ANDERS
ANTHONY J. LA MARCA

COUNCIL MEETS THIRD THURSDAY EVENING OF EACH MONTH
IN THE MUNICIPAL BUILDING AT 8:30 P. M.

July 10 1977
TERESA Y. VERIN, CLERK - TREAS.
LUCILLE IMMEN, DEPUTY CLERK
LOIS T. CHARLES, COLLECTOR
ALFRED J. VILLORESI, ATTORNEY
MARTIN L. DOMB, ENGINEER

February 9, 1977

Bill S-3068 has been introduced by Senator Vreeland and would permit the Board of Chosen Freeholders of Morris County to provide funding for the Morris County Free Library from general tax revenues.

The Mayor and Council of Kinnelon Borough oppose the proposed legislation because it does not define the intended function of the Morris County Free Library and its relation to the existing system of municipal libraries in Morris County. The Board of Chosen Freeholders of Morris County has not explained a comprehensive plan for the orderly and efficient evolution of library services in Morris County nor has it explained how funding of the Morris County Free Library from general tax revenues would contribute to such a plan.

The proposed general funding would significantly increase the property tax burden for library services in many municipalities in reverse proportion to their needs and use of the Morris County Free Library. Kinnelon Public Library, as a non-member of the Morris County Free Library, has been providing 98% of its library service right here at home. The long-term impact of the proposed general funding of the Morris County Free Library would compromise the ability of our municipality, which is already providing high quality local services, to continue at this level. This bill would set a precedent throughout the State of New Jersey to establish and fund county libraries with general tax revenues.

We, the Mayor and Councilmen of the Borough of Kinnelon, strongly urge the Legislators of the State of New Jersey to reject the proposed legislation for funding the Morris County Free Library from general tax revenues.

Respectfully submitted,

Glenn L. Sisco
Glenn L. Sisco, Mayor

Elmer J. Gall
Elmer J. Gall, Council President

Frank R. Schell
Frank R. Schell, Councilman

Richard P. Anders
Richard P. Anders, Councilman

Walter H. Specht
Walter H. Specht, Councilman

Robert Noye
Robert Noye, Councilman

Anthony J. LaMarca
Anthony J. LaMarca, Councilman

KINNELON PUBLIC LIBRARY

Kinnelon Road
Kinnelon, New Jersey 07405
201-838-1321

Nancy M. Allerman
Ransler F. Hall
Anthony J. La Marca

Margaret N. Seeley
Mayor Glenn L. Sisco
Joan M. Thackaberry
Earl J. Whritenour

RESOLUTION

WHEREAS, legislation has been introduced which would permit the Board of Chosen Freeholders of Morris County to provide funding for the Morris County Free Library from general tax revenues; and

WHEREAS, the proposed legislation does not define the intended function of the Morris County Free Library and its relation to the existing system of municipal libraries in Morris County; and

WHEREAS, the Board of Chosen Freeholders of Morris County has not developed a comprehensive plan for the orderly and efficient evolution of library services in Morris County and has not defined how funding of the Morris County Free Library from general tax revenues would contribute to such a plan; and

WHEREAS, the proposed general funding would significantly increase the property tax burden for library services in many municipalities which support a local library and which have little need for the services of the Morris County Free Library and which already bear the heaviest property tax burdens for library service of all municipalities in Morris County; and

WHEREAS, the proposed general funding would at the same time decrease the property tax burdens for County Library support in many other municipalities which depend heavily, and in some cases, exclusively, on the Morris County Free Library for library services and which already bear relatively low library service associated tax burdens due to their own modest or non-existent library systems.

WHEREAS, the long term impact of the proposed general funding of the Morris County Free Library would be to:

1. Hinder the needed growth of local library services in the less heavily developed regions in Morris County,
2. Compromise the ability of municipalities already providing high quality local library services to continue this level of service,
3. Endanger the continued growth of local independent libraries whose municipalities could not afford to support, in addition, the Morris County Free Library.

4. Perpetuate a centralized library without clearly defined function and hence without realistic standards for use in measuring performance and controlling costs,

NOW, THEREFORE, BE IT RESOLVED by the Trustees of the Kinnelon Public Library of the Borough of Kinnelon, County of Morris, that:

1. The Legislature of the State of New Jersey should reject the proposed legislation for funding the Morris County Free Library from general tax revenues,
2. No legislation affecting the method of funding for the Morris County Free Library should be considered by the Legislature of the State of New Jersey unless it can be shown to be consistent with a comprehensive plan for the orderly and efficient evolution of all library services in Morris County,
3. Copies of this resolution shall be forwarded by the Secretary of the Board of Trustees of the Kinnelon Public Library to all members of the New Jersey Legislature, to all members of the Board of Chosen Freeholders of Morris County.

GIVEN, under the hand and the Seal of the Kinnelon, NJ Public Library this 8th day of February, in the year of Our Lord one thousand nine hundred and seventy seven and in the independence of the United States the two hundredth.

By the Board of Trustees

[illegible]

Cat. No. 23-221

