COOPERATION BETWEEN SCHOOL LIBRARIES AND OTHER TYPES OF LIBRARIES

Since I come from a Hawaii, a state with a unique centralized system, perhaps I should begin by taking a look at its organizational pattern of school and other types of libraries. In Hawaii, public libraries were placed in the reorganized State Department of Education following statehood. While this is not unusual at the municipal level its uniqueness lies in the fact that Hawaii has a true statewide system. It includes the State Library, all public libraries, all public school libraries and the Central Processing Center. Each of these branches is under a director who is responsible to the state librarian whose rank is that of an assistant superintendent.

There is one board of education in Hawaii, but there are no local boards; the state board members are elected from geographical regions. This is the policy making and governing body of the library system with two members serving as a Library Committee. For each of the seven school districts, there is an Education Advisory Council, appointed by the governor. There are four Library Advisory Commissions, also appointive, which are an inheritance from the pre-statehood autonomous county library system. Both Council and Commission members serve in an advisory capacity only, but they do play an important role in the planning of educational and library programs.

Since all funds come from taxes, the state legislature acts as a governing body to the degree that it controls the budget. For example, in the appropriation bill which established central processing it was stipulated that the center would serve both school and public libraries.
As joint operations developed, there has been on the one hand a consistent effort to define our diverse roles, to cut down on duplication of effort and to provide for joint long range planning and, on the other hand, emphasis on the use of all types of "carriers of knowledge" regardless of type of library. Objectives in serving the total population are to provide exciting experiences in learning, to make available our entire cultural heritage, to provide a rich collection of materials and to make use of modern technological aids. It is true that this system represents an intra-departmental structure for school and public libraries; however, working from such a base, Hawaii has made progress in terms of interlibrary cooperation.

Two general observations should be made at this point: first, cooperation as a term implies give and take—when the giving is entirely on one side it is not cooperation; second, when talking about cooperation between types of libraries, we should remember that in many cases the different types are competing for the same tax dollar.

Turning to the national scene, we could examine cooperative ventures in which schools are involved through several approaches: the historical, the geographical or by type. While it is not my purpose to give a re-hash of historical development, certain landmarks need to be mentioned. A good bibliography on the very early period may be found in the January 1953 issue of Library Trends. As early as 1901 there appeared an article in Library Journal entitled "Co-operation between Libraries and Schools: An Historical Sketch," by Josephine Rathbone. No doubt most of the "cooperation" during that early period was one directional. By the 1920's there was considerable school library development in various sections of the country. The depression days of the 1930's impeded progress although the bookmobile or other means of service were offered schools by the public libraries: this continued in many areas through the war years and into the second half of the century.

With Sputnik and the consequent knowledge explosion, there came an invasion of public, college and university libraries by students. Valiant efforts were made to find cooperative ways to meet this challenge; many such programs are described in the September 1965 issue of the ALA Bulletin. However, the situation reached a national crisis stage in the early 1960's. Alarm over this "student problem" brought some 4,000 librarians together to discuss possible "cures" at the 1963 ALA Conference-within-a-Conference (CWC) in Chicago.

Certainly that conference serves as a landmark which influenced many participants to follow a variety of action patterns. For example, committees were established at local and/or state levels for considering ways to meet the needs of both the students and the total population. From such committees came statements defining the roles of the various types of libraries, setting policy for action, or giving direction to teachers and students concerning use of the various library facilities.

Since the 1963 CWC, other ALA meetings have directly or indirectly attempted to move forward in this area. The ALA Young Adult Services Division's 1966 Pre-Conference in Library Programs for Disadvantaged Youth gave evidence of successful action programs; examples included the one in Nassau where the public library made yearly loans of "study kits" to disadvantaged
students and "Detroit Adventure," where young adult librarians gave leadership for book discussions in classrooms in conjunction with high school English departments. Again, in Kansas City in the summer of 1968, a day's program was jointly sponsored by CSD, American Association of School Librarians, Public Librarians Association and Young Adult Service Division in order to consider how they could best cooperate.

It is too soon to cite examples of possible effects from the latter deliberations. It is true that we tend to feel impatient with the amount of talking we do about these questions and perhaps think that nothing much happens. However, in checking the literature in preparation for this meeting I found a substantial amount of activity in the five years since the 1963 conference. Some of it relating to the meetings held at that conference.

Perhaps less directly affecting interlibrary cooperation where schools are involved is the Knapp School Library Project. The final report on this indicates that at least in some of the situations the program had a yeasty effect in making the community aware of needs and of involvement of the cooperating teacher education institution with the question of supply and use of materials as well as preparation of teachers for effective use of libraries.

Finally, but not least important, has been the impact made by federal funds. First, the Library Services and Construction Act and the State Library Development Committees provided much statewide planning. The amount of concern about the school age user has varied from state to state. Presently, with Library Services and Construction Act Titles III and IV being implemented, there is more direct involvement. The National Defence Education Act Title III, and the Elementary and Secondary Education Act Title II funds have helped build school library collections and this very fact has promoted a healthy climate for cooperation. If nothing else, in a few cases the availability of the federal funds has brought together people from separate fields to do some joint planning.

James Cass observed in the Saturday Review that, "Education reporting today is very much like snapping a photo of a moving object—by the time the shutter has clicked, the picture has changed." In a sense, this is also true of the library situation. It is especially difficult to find good reports on what has actually happened; often there are references to studies in progress, but it is sometimes impossible to locate final results. Before or by the tenth anniversary of the Conference-within-a-Conference it would be desirable to have reached another landmark, some type of nation-wide evaluation of the various cooperative ventures in which we are now engaged. Returning to the subject of state-level policy statements, three might be cited as being especially helpful; they come from Oregon, Washington and Wisconsin. The concluding paragraph of the Wisconsin statement summarizes the major emphasis of most such statements: "While every avenue will be explored to promote cooperation and coordination of school and public libraries, their functions are clearly distinct, and neither library is capable of providing or should attempt to provide the services of the other." To expand the concepts on which such a statement is based, I would like to quote at length from a source other than a policy statement devised in any
one state. It is by Violet Wagener of the Boulder Valley School District in Colorado. It seems the best description of what we all need to understand and appreciate about the functions of school and public libraries.

School and public libraries are educational institutions which have been serving as learning motivators and independent learning centers. The much younger school library was formed to provide a readily accessible and diversified collection of books and periodicals to supplement textbooks and enrich curricula. Audio-visual materials were added when there was recognition of the importance of sensory stimuli for learning, that certain content is learned more readily in nonprint form, and when it was suspected that students have individual learning styles.

The school library then became an instructional materials center, remaining materials oriented instead of program or learner oriented, and providing a balanced instead of a specialized collection. Now the school library is evolving into an information and communication center, a learning center, resource center, or an entire self-contained school, program oriented with materials collection for curricular concepts, behavioral objectives and instructional modes, and specially coded for teacher access to individualize instruction.

The differences between the school library and public library as institutions for motivating learning and providing materials for independent learning are becoming more pronounced. The school is the developer and guide of the inquiry process for learning. It motivates and manipulates the learning environment so that, hopefully, each student will learn how to learn and be inspired to continue to learn the remainder of his life. He should acquire from his school experience fundamental knowledge, concepts, and basic physical, psycho-motor and intellectual skills to enable him to function as an independent learner. The public library is the storehouse and resource for this independent learner, young or old. The school library must provide resources for professional needs of educators and a wide variety of resources to meet the prescribed instructional needs of students with intellectual, experimental and psychological differences. The school library must also serve as an information and communication link with the public library and other community agencies for the independent school age learner.

The public library is particularly effective as a learning motivator for the preschool age child, as a resource for the school age child who is an independent learner, for parent-child initiated learning, for adults who are independent learners, and as a generalized information center. It should be able to refer to the school library requests for education information and be able to utilize school developed prescribed learning programs requested by adult patrons. The school library should be able to refer students on independent learning projects to the public library, or obtain generalized
reference information assistance from it for teachers and students. These dynamic evolving relationships of the school library within the school and the school library with the public library require flexible people developing flexible plans for flexible institutions. Proper selection of materials and analysis of proper location of materials for economy and efficiency of learning and funds must be worked out within each local community but within the context of the education role of both school and public libraries. An allowance must also be made for the larger community of needs and resources brought closer daily through systems development and electronic devices.

To summarize, the development of any service or system should accommodate concurrently developing systems and should be compatible with larger networks.

Because so many places have used a specific basic document in formulating policy, it is appropriate to quote from the most pertinent section of the 1961 publication of the Council of Chief State School Officers, Responsibilities of State Departments of Education for School Library Services:

a. The school library serves the school, and the public library serves the community. Teachers and pupils are members of both the school and the community.

b. Public library service—including service from state, regional, county, and community libraries—may supplement but never supplant the school library. Service which replaces the school library impedes the development of school libraries to the detriment of service to teachers and pupils and tends to separate library materials from instructional programs.

c. The school has the primary responsibility for instruction and guidance of children and youth in the community in the use of libraries. The program of library instruction, directed by the school librarians, has the broad purposes of teaching library skills adaptable to all types of libraries and for encouraging pupils to use libraries for continuing self-education. School librarians, teachers, and public librarians should cooperate in planning instructional programs in the use of libraries for educational programs in the use of libraries for educational and recreational purposes.

d. Cooperative planning in the selection and utilization of materials for children and young people is the responsibility of school administrators, teachers, school librarians, public librarians, and other community leaders concerned with youth.

These principles apply in urban and rural communities and to both elementary and secondary schools. In urban and other nonrural communities the recent tremendous increase in the number of students using the resources of community libraries has pointed to the need for cooperative planning by school, college, and public library administrators concerning library services to students within the same geographic areas. In rural communities some school boards and administrators are moving toward the development of strong reorganized school districts able to provide good school libraries, while others are beginning to provide school library service from intermediate units.
State library extension agencies, primarily concerned with public libraries, have gradually withdrawn direct service to schools as their programs have matured and as boards of education have become able to support and administer school libraries. In some states with undeveloped school library programs direct service from State library extension agencies to schools still exists. However, in these states the principles of school and public library relations should be applied as soon as possible, and the full responsibility for State-level services to school libraries should be assumed by State departments of education.\(^{11}\)

In addition to the landmarks of LSCA, ESEA, the Conference-within-a-Conference, and so forth, we would be remiss if we did not mention the importance to cooperative planning of the new standards published for both public and school libraries at a time when such basic tools were most important.

While it is important to know of the over-all national trends and developments, it may be more helpful to have specific examples from some of the states. Of the ones whose cooperative activities I was able to study, perhaps New Jersey is most interesting and relevant. This state's developmental program dates back ten years when major emphasis was on public libraries. And, of course, New Jersey is not alone in discovering that it does not work to upgrade only the one type of library. Thus a survey was begun in 1962-63, which focused on the needs of readers, not on the libraries as institutions. Equally important was the broad base of involvement of librarians who served as members of many subcommittees working with the Library Development Committee on the survey. The Committee was composed of representatives of public, school, special, college, and university librarians, as well as trustees and people from other lay interests.

Focusing on the reader, New Jersey found that library categories and political jurisdictions mean nothing to the person who wants to use the most convenient or the best source. The Committee working with the survey results developed a plan with several phases: minimum standards were set first for: local public libraries, elementary libraries (K-6), secondary libraries (7-12), and four-year college libraries.

Their second level activity, for which LSCA Title I funds were used, was to begin establishing area libraries to serve as back-up collections for all types of libraries. Area libraries are open to all residents of the area with reference and reading guidance services available to them; area libraries also provide to public, school and college libraries interlibrary information and reference services. This phase of the plan is only partially in operation while third level goals are still to be implemented.

I believe this plan is worthy of detailed study; for one thing, New Jersey and Illinois have certain similarities in having the extremes of urbanization and rural conditions existing side by side. In the second place, development has progressed to the point where it is easy to see where difficulties will arise. The survey report written by Martin, Gaver and Monroe\(^{12}\) and material on the status of the plan's implementation as of 1967 are also of interest.

As Bryan noted at the tenth annual Syracuse Symposium:
To summarize how the plan works, it is now expected that any individual with a serious intention and need can have his requirements met through a chain of library opportunity that starts at the school, passes through the local public library and the area reference library to any or all four research libraries and the reference referral office of the State Library, which will search outside of the state for needed information or materials should circumstances require. In addition, however, the very fact that each area reference library is required by regulation of the state agency to have a coordinating committee of librarians...means that there is not only overview of the operation of the system but also regular evaluation and report.¹³

He emphasizes in addition, that since the area libraries and the research libraries accept funds for these services they are now obliged to provide them. While the New Jersey plan is not fully implemented it would so far seem that advantages outweigh disadvantages and that "the public" is generally in favor of it. Before returning to the discussion of some of the activities in Hawaii, I will mention some other typical programs. In Oklahoma, for instance, a committee appointed by the governor was made up of five librarians and four lay people. It conducted a survey and planned a governor's conference on libraries; two state school library supervisors were secured for the Department of Education. In the survey, it was found that many resources are available in academic libraries but little thought has been given to using them for service to students in the state as a whole. Such a large state as New York has a person who works out of the Library Development Division as a liaison with the Bureau of School Library Service. They still lack an over-all development program to meet the needs of elementary, high school and early college level students. Recent studies by Nelson Associates recommend experimentation with joint facilities for school and public libraries in small localities—a recommendation of interest to us in Hawaii since we also are experimenting in this area. The studies also recommend that school libraries be placed as a third bureau under the Library Development Division (now consisting of public libraries, and academic and research libraries).¹⁴

One other type of involvement, developing informational publications at the state level is represented by South Carolina's publication, "Tips for Teachers." This is specifically on the assignment problem and was produced by the State Library Board.

Wisconsin's policy summary statement was quoted earlier. Wisconsin carries on a program which is found in some other states also; their Cooperative Children's Book Center is located in the State Capital, is under the direction of the children's consultant on the State Library staff, is co-sponsored by the Department of Public Instruction and the University of Wisconsin, and paid for from LSCA funds. This is a special non-circulating collection of children's books and selected audio-visual materials for examination, reading, evaluation, study and use by on-the-job librarians, students and can be evaluated by the teachers and ordered for their school libraries.

One of the most ambitious projects involved the states of Utah, Colorado
and Wyoming and involved 30,000 children from 120 schools and public libraries in a reading program.

These then are a few examples of some of the activities going on in certain representative states. Since Hawaii represents as close an administrative tie as would be possible for school and public and state library services, I will discuss some of the things which have been done there. Some of the programs were well underway before there was an actual organizational bond. Some grew directly from recommendations made by Robert Leigh in 1960, when he made the first of various studies which followed statehood; he indicated it would be better for the library system to be within the Department of Education, providing the state librarian would have the status of an assistant superintendent.

First then, let us look at his recommendations made almost ten years ago, on the relation of public and school libraries:

*Recommended* that as general policy and plan, school libraries and public library branches be built and maintained in separate quarters under separate management, but with close working relations through joint planning and acquisitions committees in each of the counties.\(^1\)

Of some forty school libraries and a dozen or more public libraries built since that time only three have not followed this recommendation. We have just started a two-year depth study of the services being given by these three joint operations, all of which are in small, rural communities.

*Recommended* that the Public Libraries Division and the Director of (School) Library Services, in the Department of Education, plan jointly for, and schedule the transfer of public library bookmobile and other emergency public library services to the schools without libraries, to the school libraries as they are developed.\(^1\)

New standards for bookmobile services were adopted; stops at schools are after-school stops, serving as community stops, unless there is an emergency situation. This situation compares favorably to the former bookmobile program built around school stops.

*Recommended* that the Public Libraries Division and the Director of (School) Libraries establish in each of the four counties under the joint leadership of the County Librarian and District School Superintendent a permanent, working committee on book acquisition for school and public libraries, to work out formulas for book acquisition for the school ages in the two types of libraries, also to deal with the problem of relating teaching assignments to readily available library resources.\(^1\)

Joint committees for school-public library relations were set up in each county, based on this recommendation. One of these committees continues to meet feeling that it is a helpful activity. However, the major objective is fulfilled by the establishment of a book evaluation group on a statewide basis. From each geographical district one elementary and one secondary school librarian is brought to Honolulu for a monthly meeting. All children and young adult librarians attend the all-day sessions when work is done on the lists from which all libraries order current titles. A total of fifty to seventy school librarians participate in reviewing new titles. In addition, others work on a continuing
evaluation of our so-called replacement lists. While this particular cooperative activity was well underway before the state library system absorbed the School Libraries and Instructional Materials Branch, having the joint administrative set-up does make the program easier to operate. The district superintendents select the school librarians who will be involved and we try to keep a balance between those who have been on the committee and those who are new.

Suggested that if an accidentally favorable geographical situation presents itself in a Honolulu urban area or in a sparsely populated rural area, or in both areas, at the time of planning a new school building and a public library branch, (a) the Department of Education experiment with the combination of a public library branch with a specially trained school and children’s and young peoples’ librarian in charge of a school library section, the branch to be contiguous to, or attached to, the school building, (b) that an outside, objective agency be engaged at the outset to conduct a field study to determine the comparative advantages and disadvantages of the combined library in service to the adults in the area, to students and faculty in the school, and to students coming from other schools to use the combined library, the results of the study to help determine in what other situations, if any, a combined library might be practicable.15

As noted earlier there have been community-school libraries opened in three locations since 1962. Just now the first one really designed for full service is being opened with a staff of ten to take care of the diverse needs of the two types of users. This library provides a local production center for the school and community and its humanities room will serve as a small auditorium, for closed circuit television, art displays, and so on.

Recommended: (a) that each of the four county public libraries develop fully and maintain a special collection of professional books and other materials for reading and reference by teachers, by school officers as well as by interested parents and citizens; these collections to be in addition to reports, manuals and curricular programs being used currently in the schools which are properly located in each of the school libraries; (b) that the Public Libraries Division assign to the Library of Hawaii or another cooperating library the task of preparing and distributing periodically to the other interested libraries an annotated list and buying guide for new educational publications.15

Since 1965 special allotments have been made so that each district office is building up a professional collection. The concept of the district office has changed somewhat since Leigh’s report was made and the location of the collections in those offices is preferred. The buying guide for professional materials is prepared by the School Libraries Section annually in cooperation with the librarian for the education collection at the State Library and the subject specialists in the state department of education. This list is used by schools also and each school receives some special funds to use for professional materials. This particular project received special legislature appropriation and took care of a great need.
Suggested that the Oahu School District film collection or the Library of Hawaii Film Service be made available to the schools of all the Islands on equal terms, or that the two collections be combined and operated as a school and adult film service by the Library of Hawaii.15

The two film collections continue to be administered separately, primarily due to a legal question relating to service to private schools. Following an U.S. Office of Education survey of audio-visual services in Hawaii soon after Leigh’s study was made, these steps were taken:

1) Distribution of 16 m.m. films was extended to all districts rather than to only those on Oahu;
2) Other types of services were discontinued such as filmstrips, recordings and study prints;
3) Consultative service was stepped up;
4) A position was added and both school libraries and audio-visual services were placed under the same director;
5) Small collections of most frequently used films were placed in the district offices on each of the three neighbor islands;
6) A major expansion has been in the area of audio tape duplication during the past two years. From several thousand master tapes, with high speed equipment both public and school library needs are being met; and
7) Films are sent by mail (air lifted) to the other islands while another joint program takes care of Oahu deliveries; once a week films are delivered to Oahu public library branches where they picked up by school personnel.

Suggested that a continuing intra-departmental committee or other method of regular communication, be established in the Department of Education, representing the Adult Education Unit and the Public Libraries Division, with the purpose of joint planning and of securing full cooperation of the public libraries, their facilities and collections, in programs of adult education developed by the Adult Education Unit.15

A librarian serves on the Adult Education Advisory Committee. While efforts in this area are not as structured as Leigh envisioned, a great deal is done as various opportunities arise in specific agencies. For example, the Basic Education for Adult Illiterates Programs have used the branch libraries extensively for study.

There are a number of on-going programs which require cooperation of several agencies above and beyond those described above as related to Leigh’s recommendations. One of the most stimulating, the Nene award, involves the two branches within our library system and also private schools and the professional associations. The Nene, or native goose, is the state bird and was selected as a symbol for reading promotion. Initiated some years ago, the award is designed to be of interest to children in upper elementary grades. Selection is for a work of a living author and nominations are made in the spring. During the summer, schools loan their copies of Nene “nominees” to neighbor public libraries when needed and children are urged to read them so they know as many as possible. Some counties have had additional cooperative summer reading programs. This has been an effective device for getting librarians together on an
interesting project as well as in getting children to read. Authors who have won the award include Scott O'Dell, Pamela Travers and Beverly Cleary. O'Dell is the only one who has been able to visit Hawaii after receiving it. The school making the original "nomination" has possession for a year of the large wooden plaque depicting the Nene.

On the secondary level we have an equally stimulating project which involves over 3,500 students in public and private schools, a number of social studies teachers, school and public librarians as well as the consultant staff in the state library system. Each year the Pacific and Asian Affairs Council (PAAC) sponsors a discussion program for students and we (Young Adult Section and School Libraries Section) do the bibliographies for them as well as supplying copies of the materials to public libraries. This year the theme is "Man's Search for a World Without War" while last year's was "Winds of Change—World in Revolution." The lists are very important since in a certain sense they both reflect and guide the development of the topics. There is an added tie-in with the East-West Center at the University of Hawaii.

Spanning all levels, we have for a number of years been involved with the University preparation of the quarterly "Current Hawaiian," a list, which then goes to all school libraries.

A number of interesting joint ventures started last year and among other things involved the testing of various pieces of equipment in schools under the auspices of the State Library. In one case, for example, we were concerned with teaching functionally illiterate children who have high learning potential. From the school comes diagnostic procedures, personnel and equipment which are available in any secondary school; while the State Library provides some additional equipment, in this case a modification of language laboratory equipment. The office of School Libraries and Instructional Materials provided duplication of tapes after the Library for the Blind volunteers did master tapes. Large print books were supplied from a special collection administered by the State Library Branch. This basically accomplished the adoption of methods used for individual instruction to group instruction. The equipment was located in the school library. The project proposal charged the Office of Library Services with evaluating for both public and school libraries the result and implications that this program could have for other programs.

Following this evaluation the plan is to extend the program to the students of the correctional institution; these students are in many cases functional illiterates and can now be certified to use the materials from the Library for the Blind.

We have initiated the use of materials for adults which have long been associated with the classroom; these include flash cards and labels, the tachistoscope, transparencies and audio-tapes. At the present time plans made last year are in the implementation stage; these include development of a joint program under LSCA for two of our state schools for handicapped children.

Probably of greatest interest is the question of how Hawaii's Central Processing Center provides service for state, school and public libraries. While this is our newest "branch," the recent feasibility study made by Boaz, Allen
and Hamilton would place the operation in a new administrative and technical services branch. Other changes are recommended in this weighty document but those which relate to areas affecting cooperative activities are not in operation as yet nor are we sure of schedules for implementation.

Looking forward to further changes because of this latest study, I can appreciate hesitancy any librarians may feel as they attempt to build a state plan. However, in looking back over the tremendous changes already made in Hawaii, I can close with some specific suggestions: as a school person most recently, but with experience in public libraries with both children and young people, I believe that the greatest need in "division of labors" is for the public libraries to put great emphasis on the pre-school program and on programs for teenagers which will somehow speak to their needs and interests. I would recommend highly the article in American Education\(^{16}\) on the liaison librarians because it gives guidance in the way one may move at both state and local levels in work with young adults and teenagers.

As you develop plans and then programs, do accentuate the positive. Try to think of individuals who should be involved at the planning stage and see that they are included. Plans should not be too grandiose; plan a series of steps toward a final goal so that the small successes will be apparent and encouraging.

References


