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School Library Services and Administration at the School District Level

Sara Krentzman Srygley
Issue Editor

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Library Trends, a quarterly journal of librarianship, provides a medium for evaluative recapitulation of current thought and practice, searching for those ideas and procedures which hold the greatest potentialities for the future.

Each issue is concerned with one aspect of librarianship. Each is planned with the assistance of an invited advisory editor. All articles are by invitation. Suggestions for future issues are welcomed and should be sent to the Managing Editor.

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School Library Services and Administration at the School District Level

SARA KRENTZMAN SRYGLEY

Issue Editor

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Introduction

SARA KRENTZMAN SRYGLEY

This issue of Library Trends identifies trends in school library services administered in the United States at the system level for school districts. It assumes that such services are a significant development in American education, worth serious consideration by those concerned with the improvement of learning through effective library programs.

This is the second issue in the history of this journal devoted entirely to school library development. The January 1953 issue, edited by Alice Lohrer, focused attention on the influences affecting school library development, administrative control, types of library services in elementary and secondary schools, research and evaluation. Ruth Ersted, reporting on school library supervision at state and national levels, identified the appointment of city and county school library supervisors as one possible result of state supervision. Except for occasional references to system-level programs of technical processing, to professional library services to teachers and administrators and to supervision, there is no direct treatment in this earlier publication of system-level programs of school library services.

Fifteen years later, developments amply justify devoting a further issue to exploring trends in services and programs at the school district level.

Homer O. Elseroad, Superintendent of Schools in Montgomery County, Maryland, has stated that principals and librarians developing school libraries need help and counsel additional to that which a busy superintendent can provide. He recommends appointment of a well-qualified staff of school library supervisors to stimulate library improvement through in-service education of school personnel and to advise the school superintendent on goals, standards, facilities and methods to encourage student and teacher use of materials.

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The 1960 *Standards for School Library Programs* considered the value of system-wide and multi-school services. Discussing revision of these standards, Frances Henne identified as major areas of concern "new developments in centralized processing; commercial cataloging and processing of materials; the computer produced printed book catalog of library resources in a school system; [and] the services of district or multi-district instructional materials centers with suggested plans for their design and operation."  

The papers presented in this issue of *Library Trends* are of two types. One group treats specific aspects of district school library administration and services. Another consists of descriptive case studies of school district programs designed to indicate their history, present practices and emerging trends.

The background paper by Charles L. Willis analyzes school district organization as it is today, identifying emerging patterns of significance to those planning district school library services. He relates the variety of system-wide administrative arrangements for school services to the existence of decentralized government in the United States.

Willis reports the reorganization of small school districts into larger units, the establishment of an administrative level between the state and a number of local school districts, and efforts of several kinds to decentralize exceptionally large districts. He questions whether adequate data exist to determine precisely the optimum size of a school district, assuming that a number of other factors must be considered in addition to size.

Willis is particularly helpful to those planning library services in his analysis of "significant and interlocking thrusts" accompanying increasing size of schools and school districts. He challenges librarians at the system level to become involved in the administrative process, rather than to be only reactors to change. He sees innovation as an administrative responsibility but concludes that major innovations in methods of operating do not characterize most school systems today. Librarians are reminded that they must seek new ways to interpret library services in terms of benefits to pupils.

Richard L. Darling discusses professional positions in school librarianship at the school district level, summarizing published research which provides information about these positions. He reports on his own study of one hundred school systems to determine the
**Introduction**

number and kinds of professional positions in school librarianship at the district level, the range of salaries for these positions and the number of supportive clerical positions. Darling shows the need for further study of library positions at the district level in the context of organizational patterns of supervision for school libraries and other educational activities.

Eleanor H. Ahlers has collaborated with Perry D. Morrison to study materials center services at the school district level. The history of school district materials centers is summarized, showing the influences that have affected their character. Ahlers and Morrison foresee the coordination of district materials centers into networks related to statewide services, if Federal funds are available.

They report on their study of a sampling of 183 school districts (including at least one district from each state) to determine the size and nature of the district materials centers. The purposes and services of these programs are analyzed, and they consider services to students as well as to educators, the relationship of processing centers to the materials center, production of materials, consultative services related to materials, in-service education programs, organizational patterns, and the impact of Federal funds. Ahlers and Morrison conclude that the type of district school materials center recommended in the 1960 *Standards for School Library Programs* seems useful and necessary, and is developing fast in this country.

Frances Henne presents a comprehensive and stimulating statement on standards for school library programs at the district level. Because of her experiences as Chairman of the Standards Revision Committee for the American Association of School Librarians for the school library standards published in 1960, as well as for those scheduled for publication in 1968-69, she is exceptionally well qualified to write on this subject.

Henne points out that standards related to school library supervisory programs have been in the past almost entirely qualitative in nature. She explains the reasons for the recent decision of the Joint Committee representing the Department of Audiovisual Instruction and the American Association of School Librarians to delay quantitative standards for district school library or media programs. Among the factors affecting development of more adequate qualitative and quantitative standards for use at the system level are the necessity for research to determine requirements of library services of quality in districts varying widely in nature and size, the complexity of con-
SARA KRENTZMAN SRYGLEY

Sidering realistically a wide range of media when some are as yet only in the developmental stage, and the emergence of innovative schemes of service involving education agencies at all levels.

Henne is provocative in her analysis of present developments that suggest standards for operational purposes. She predicts future developments at national, regional, state and local levels that will affect the nature and purpose of media services required at the school district level. Recognizing the impact of rapid change in society and education and the advancement of technology, she presents clearly the reasons for continuous revision of school library standards and for more frequent publication than has been the case in the past.

Mary Helen Mahar discusses the effects of Federal legislation on school library services at the system level, noting that there is no direct provision in the present legislation for such services. She describes possible ways in which Federal funds may have influenced the development of system-level services and describes actual programs in existence and funded by the Federal government. Mahar reports that although the Title II program of the Elementary and Secondary Education Act does not provide for personnel the program has stimulated initiation of employment of district school library supervisors. She also reports that coordinators of Title II programs in state departments of education have indicated that more school districts would employ such supervisors if qualified personnel were available and if there were funds for salaries.

Mahar feels that the special purpose grants allowed through Title II of the Elementary and Secondary Education Act for demonstration centers of instructional materials and the innovative projects supported by Title III of this same Act have potential for in-service education of library and other educational personnel. She states that although the Elementary and Secondary Education Act has created some problems for school library personnel, one of its greatest contributions has been the growth of school district services in instructional materials. The need for research and evaluation is stressed, particularly in view of the change and growth in the school library field.

In planning this issue it was recognized that centralized services in technical processes are an important aspect of district school library services. It was decided, however, that this subject had been treated adequately by Darling in his paper, "School Library Processing Centers," published in _Library Trends_ in July 1967.\(^5\)
Introduction

The papers by Virginia McJenkin, Frances Hatfield, Sue Hefley, Mildred Nickel and Mildred L. Krohn are descriptive case studies of the district school library programs for which they have responsibility. Their approaches vary, which is in keeping with the variations in the programs described. Nevertheless all consider some historical data, administrative relationships and control, program objectives, methods and staffing. Although there is no attempt to evaluate these programs scientifically, in each case the authors give some indication of the program's effectiveness.

Analysis of these case studies supports Willis’s assumptions that school districts in America follow a variety of organizational and administrative patterns. It also shows that in these cases achievement of educational goals is affected by the extent of involvement of library personnel in the entire school enterprise. The force of Federal support and, in one case, private support is clearly demonstrated. These studies also show that district school library services require library leadership and involvement of school administrators and instructional supervisors, as well as of teachers and librarians in individual schools. Financial support, personnel, space, equipment and materials must all be provided at the district level if the district programs of school library supervision and service are to be effective.

Flexibility in programming and administration appears to be especially important in view of continuing changes in education today. It is encouraging to note that the programs described have taken advantage of many opportunities for support and advancement.

The challenges to district school library supervisors and administrators are many. Federal, state and district responsibilities and relationships must be defined. More adequate provision of all educational media must be considered in a program that is educationally and administratively sound. The potential of automation must be explored. More cooperative relationships must be developed within the education structure as well as with other types of library services. Assessment of district school library services to show results in the learning and living patterns of young people is perhaps the most challenging task of all.

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Emerging Patterns of School District Organization with Implications for School Library Service

CHARLES L. WILLIS

America's search for structural designs and administrative arrangements which will provide more adequate educational services reflects the character of decentralized government. Most accurate observations about this search will include the concept of variability.

A major and continuing change in this country's educational system is the impressive reduction in the number of basic administrative units, that is, of areas under the immediate direction of a board of officers and an executive. Responding to perceived relationships between district size and educational effectiveness, the campaign to reorganize small school districts into larger administrative units has reduced the number by nearly 60 percent in the past decade.

Since ultimate responsibility for the framework and operation of public education resides with the respective states, both the pace and pattern of reorganization has varied widely. Some states have elected to follow the relatively slow process of permitting merger of two or more districts by majority vote of district electors, while others have established an entirely new set of districts in a single legislative act.

Another effort to combat inadequacies of school districts with limited enrollments has resulted in the establishment of an administrative level between the state and a number of local districts. This level is generally termed an intermediate school administrative unit; its organizational arrangements have taken various forms to fulfill supervisory and/or special service functions. In addition to administra-

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tion of traditional elementary and secondary school programs, the intermediate unit or similar regional organizations are used for operating selected elements of the educational program, such as technical-vocational schools and community junior colleges.

Multi-district combinations have been established for the sole purpose of service or research activities with little or no concern for intermediate administrative responsibilities within a state's legal structure. Most notable among these are projects established under various provisions of Federal legislation or sponsored by foundations and accrediting agencies. Completely ignoring usual geographical or administrative relationships, the variety of cooperative efforts range from "computer linkage" of schools in several states to joint projects and service efforts of two or more adjacent counties.

While the struggle to reduce or eliminate small, inefficient school districts continues, means of overcoming problems assumed to be inherent in exceptionally large districts have been receiving increased attention. Initial efforts have included the establishment of sub-districts within large districts with considerable decentralization of administrative planning and decision-making. Other proposals to break up the big districts range from the creation of autonomous boards and separate administrative staffs to the establishment of superboards and staffs with responsibility only for financial support and over-all planning. The latter pattern would encompass a number of sub-boards and staffs assigned basic responsibility for policy and administration related to curriculum and instruction within the several smaller districts.

Whether or not adequate data exist for determining precisely the optimum size of a school district is open to conjecture; there are some reasonably clear minimums and somewhat less clear maximums. Within these boundaries, the search for the optimum size takes a variety of forms.

The size of a school district, of course, is only one of many factors associated with organizational arrangements which provide conditions for an upgraded educational program. Consolidation of individual schools of inadequate size within reorganized districts remains a problem in many areas. In addition to questions of school size, the choice of the particular grades to be housed together constitutes an important element of school organization. Other questions centering on aspects of an individual school—the range of programs offered,
for example—also contribute to the state of flux as teaching and learning become better understood.

Several school districts which have engaged in decade-long efforts to develop a junior high school level now find themselves making a thrust toward a “middle school” pattern of organization. Other school districts are bound by established facilities and concentrate on improving educational practice for whatever group of children might be conveniently housed together. The trend toward extending formal educational opportunities beyond the traditional scope of elementary and secondary school is also a part of this kaleidoscopic system.

Political and social forces which impinge on the rate and nature of developing patterns of school district organization are many and varied. They range from anxieties created by perceived or actual relationships of proposed changes to radical integration, to community fear of “losing their school.” In addition, some suburban area residents tend to react negatively to the prospect of being reunited with the inner city from which they so recently “escaped.”

The forces of change also have a direct impact on members of the professional education family. Administrative problems related to centralization and decentralization are commonly associated with organizational changes within schools and school districts. Efforts to decentralize and place decision-making authority as close to operational levels as possible must be tempered with judgment about the competence of the decision-makers and the information available to them. With judgments increasingly contingent upon factors external to specific situations, this dimension of school district organization also undergoes constant change. Emerging information systems now make available vast amounts of data in a brief time and tend to re-centralize decision-making at higher levels within an organization.

Three significant and interlocking thrusts have accompanied the increasing size of schools and school districts. The first thrust is toward a more systematic approach to internal organization and operation. This is reflected in establishment of automated procedures for a wide variety of administrative functions. Closely related to these procedures is a thrust toward more rigid structuring of the environment within an educational enterprise. This comes in part from a change in attitudes of administrators and a legitimate effort to discover ways to enable individual members of an organization to have a voice in organizational goals and methods of operation. The ten-
dency toward more precise role definition also stems from a concern for certainty in organizations where changes in personnel are commonplace. A multitude of pressures has decreased the opportunity to "work things out on an interpersonal basis."

As if to offset the dysfunctional tendencies of the first two, a third thrust is toward increased attention to human relations. The literature for prospective and practicing educational administrators and supervisory personnel is full of suggestions for more effective group management.

It is obvious that schools and school districts in America will continue to experience shifts in size. Pressures for centralization, the desire for decentralization and the myriad other problems connected with changing organizations will remain. Also persisting will be our society’s tendency to cling to established patterns. Uncertainty as to how to handle emerging relationships, where goals are not always clear, will continue to have a stabilizing effect within the educational structure.

Since the purposes of a school are achieved through efforts of people, administrative and supervisory personnel make their greatest contribution through effective relationships with those who deal directly with pupils. Each member of the school team consequently has an obligation to manage conflicts, to promote cooperation and to effect coordination.

Responsibilities shared by administrative and supervisory personnel include establishment of a proper climate among the community, staff and students for effective implementation of emerging school practices. The role of clarifying objectives, planning for and organizing human and material resources for school operation, establishing conditions for most effective performance, and evaluating effort must also be roles shared by each professional on the school staff.

As is widely known, increasing specialization accompanying the explosion of knowledge and the growing awareness of the many kinds of competence needed to make education effective, will make it increasingly difficult for a single administrator to keep pace with staff members in their respective fields of proficiency. This specialization will make it increasingly important that representative professionals within a school and/or school district share their ideas in the decision-making process.

Library service personnel too must be more than mere reactors to change; they must be involved in the heart of administration, in the
Emerging Patterns for School Library Service

developing process of goal setting and in assessing the potential impact of reaching these goals. Their participation is of value for reasons beyond the extended insight brought to the choice table. Individuals have more interest in an organization whose objectives they share and which they had a voice in establishing. Enhanced interest is accompanied by enhanced performance. Establishing the blueprint for organizational activity—planning—must also involve those responsible for carrying out policies. There are a number of weaknesses in the separation of planning from doing. Participation in planning will reap benefits similar to gains which accrue from involvement in goal-setting.

As organizations grow in size they tend toward bureaucracy. Large organizations typically are characterized by an emphasis on form, task specialization, and established patterns of operation with as little as possible left to chance. Within such a system administrative and supervisory personnel must strive to avoid devotion to routine, guard against displacement of goals with means, and provide the flexibility necessary for individuals to deal effectively with new situations.

Another concern of administrators and supervisors with respect to organizational structure is how to offset the tendency for groups to become separated from one another and from central lines of authority. Through desire for autonomy, struggle for status and loyalty to a vocation, individuals and groups tend to want their activity placed in separate departments with access to top-level administration. In organizations of all types, increasing specialization requires increased mechanisms for coordination. Participation in over-all management decisions can help reduce such problems of large organizations.

Regardless of the functions of a system, someone has to be concerned with setting standards, observing and evaluating results, and taking corrective action when necessary. The critical control functions of budgeting and financial processes of any system highlight the importance of extensive involvement in budget-making.

It is the responsibility of administration to innovate to improve performance, minimize costs, and achieve greater human satisfactions. Although organizations of all types must change in order to remain viable, most public school districts are not characterized by major operating innovations. In addition to the fact that it takes all the energies of most systems just to maintain the status quo, organizations generally are not structured to foster change. The process of initiating
new procedures or processes to meet new demands is particularly dependent upon staff involvement and commitment.

The specialist must define his professional responsibilities, search for a yardstick to evaluate resources allocated to special programs, and interpret the contribution of his services in terms of benefits for pupils. Obviously, it is not unusual to find divergent expectations among school personnel, parents, and pupils. Though there is a need to work toward congruence of role expectation, absolute agreement is not necessary. It is important that all involved in an educational enterprise be aware of and consider the expectations others have of their respective roles. Each position in a school structure is defined in relation to other positions. While each position in the school structure impinges upon other positions, the world does not look or feel the same to all.

Our national pattern of public education has impressive strength, and the untapped resources for its support are extensive. Though we continually engage in a search for certainty, final answers may never come. There is nothing on the horizon which should alter our commitment or make the promise of the future less bright, however, as long as each of us can be involved in the search and can participate in the decision-making process.
Professional Positions in School Librarianship at the School District Level

RICHARD L. DARLING

Despite the fact that progressive school systems have had school library positions at the school system level for many years, relatively little has been published concerning those positions. Until the Office of Education Statistics of Public School Libraries 1960-61 appeared in late 1964, there was no national estimate of the number of positions in school librarianship at the school system level in the United States. Though scattered publications have provided information concerning services of school system central offices, almost nothing has appeared concerning the positions created to provide those services.

Marion Peterson, in a study for the Pacific Northwest Library Association Library Development Project, provided limited information concerning positions in school librarianship at the school system level, though her primary concern was with organization and services in programs of school library supervision. Peterson reported that most supervisors of school libraries in Idaho, Montana, Oregon, and Washington worked from a central office, which was often shared with a professional and curriculum library for the use of teachers and administrators. Their contract year varied from the school year to twelve months, but usually included summer duty. She found that the supervisors’ salaries compensated for the additional duty period. A list of activities associated with supervisors’ offices included providing centralized technical processes, maintaining central collections from which schools could borrow, giving leadership in in-service education, approving materials for school purchase, keeping system-wide records, and engaging in professional activities at the state and national levels.

Peterson also found that many school systems, usually smaller ones,
RICHARD L. DARLING

had established part-time supervisory positions. These positions, part-time supervisor and part-time school librarian, differed from full-time supervisory positions, since the incumbents were usually school-based and had to carry on a regular school library program while performing some of the duties of a full-time supervisor. Peterson reported that the part-time supervisor usually reported directly to the superintendent. He was sometimes given additional salary and clerical help, and worked a longer contract year than other school librarians. Properly speaking, however, these positions are not at the system level, even though they have some of the responsibilities of system-level positions.

Mahar and Holladay's study, Statistics of Public School Libraries, 1960-61, gives the only national estimate of the number of professional positions in school librarianship at the system level. They reported 1,100 professional school library positions, of which 540 were school library supervisors, 370 librarians administering centralized processing, and 190 librarians of professional libraries. The largest number reported (517) was in school districts enrolling 3,000 to 11,999 pupils. Relative to the number of school districts in each enrollment category, however, the largest number was in school systems with 25,000 or more students. Supporting the professional positions were 1,491 clerical positions, 707 in centralized processing, and 327 in professional libraries. The proportion of clerical positions in school systems with 25,000 or more students was even higher than the proportion of professional positions. Regionally, the largest number of positions, both professional and clerical, was in the Far West (Alaska, California, Hawaii, Nevada, Oregon, Washington), followed by the South East (Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, Virginia, West Virginia). The smallest number was in New England (Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont), and the Rocky Mountains (Colorado, Idaho, Montana, Utah, Wyoming).

Mahar and Holladay also collected data on salaries of professional personnel in school system central office positions serving school libraries. They reported that nearly half of the school library supervisors (47.7 percent) earned between $8,000 and $9,999, while the next largest group, (30.3 percent) earned $10,000 or more. Only 21.8 percent earned less than $8,000. Among librarians administering
Professional Positions in School Librarianship

centralized processing, a smaller percentage (47.4 percent) earned more than $8,000, with 40.7 percent in the $8,000 to $9,999 range, and 6.7 percent at $10,000 or above.\(^6\) The largest group of librarians of professional libraries (39.8 percent) earned between $8,000 and $9,999, and the second largest (33.9 percent), $10,000 or more.\(^7\)

In order to gather current data for this study, the author wrote to the head supervisor or director of school library services in one hundred school systems, requesting copies of job descriptions for professional positions in school librarianship at the school system level, and asking them to complete a brief questionnaire. Sixty-three school systems returned the questionnaire with usable data, and twenty-nine sent job descriptions for one to eight different professional positions. The sixty-three school systems, though not selected as part of a scientific sample, represented thirty states and the District of Columbia, with one or more from each of the regions identified in the Mahar study.

The questionnaire was intended to provide information concerning the number and kinds of professional positions in school librarianship at the school system level, the range of salaries for these positions, and the number of clerical positions supporting them in the participating school systems. While the sample is not representative of all school systems in the U.S., the majority of which have no professional positions in school librarianship at the local system level, it does include a large enough number of the school systems which provide services for school libraries at the system level to indicate trends in positions.

The professional positions were grouped in six categories (see Table 1): administrative and supervisory positions; centralized processing positions; librarians of professional libraries, materials centers, and curriculum libraries; audio-visual specialists; graphic artists; and others.

The largest number of positions was administrative and supervisory, including directors, supervisors, and other positions with supervisory functions, but without the title, such as consultant and library specialist. Several school systems reported the positions of director or assistant director of instructional materials as "other" positions, but for the sake of comparability, they were counted in the administrative and supervisory category. Many systems reported that the audio-visual services were the responsibility of an independent department.
TABLE 1
NUMBER OF PROFESSIONAL POSITIONS IN SCHOOL LIBRARIANSHIP AT THE SCHOOL SYSTEM LEVEL

<table>
<thead>
<tr>
<th>Type of Professional Position</th>
<th>Positions in Audio-visual centers, curriculum laboratories</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Supervisory positions</td>
</tr>
<tr>
<td>_____________________________</td>
<td>______________________</td>
</tr>
<tr>
<td>Enrollment size of school district</td>
<td>Number of school districts</td>
</tr>
<tr>
<td>Over 500,000</td>
<td>3</td>
</tr>
<tr>
<td>100,000-499,999</td>
<td>14</td>
</tr>
<tr>
<td>50,000-99,999</td>
<td>16</td>
</tr>
<tr>
<td>25,000-49,999</td>
<td>14</td>
</tr>
<tr>
<td>Under 25,000</td>
<td>16</td>
</tr>
<tr>
<td>Total</td>
<td>63</td>
</tr>
</tbody>
</table>

Positions so reported were not included in the tabulation although in other cases it was not always clear whether audio-visual positions were separate or integrated with other library services.

The data in Table 1 reveal that more school systems have created supervisory positions than have developed other central office positions for school libraries. The second most frequently reported positions are in centralized processing. Only a few report audio-visual specialists or graphic artists as a part of school library service at the school system level, indicating, perhaps, that such services are administered independently in most of the school systems reporting. A few school systems, however, reported fully integrated media programs, with a variety of types of positions.

The “other” category included a variety of positions related to media services, including the following types: (1) teacher-specialists (in-service education, review and evaluation); (2) education specialist for Title II, E.S.E.A.; (3) book selection librarian for new schools; (4) television specialists; (5) elementary and secondary school department staff; (6) visiting librarians; (7) audio-visual resource teachers; (8) textbook selection resource librarians; (9) curriculum laboratory research assistants; and (10) assistants for television and field trips. Though the number of “other” positions is not great, it does indicate a variety of positions in some systems.

The second question in the survey asked for information on salaries of professional positions in school librarianship at the school system.
Professional Positions in School Librarianship

level. The replies indicate that a majority of persons in administrative and supervisory positions earn more than $12,000 annually (Table 2).

### TABLE 2
NUMBER OF SCHOOL LIBRARY ADMINISTRATIVE AND SUPERVISORY POSITIONS AND NUMBER BY SALARY DISTRIBUTION

<table>
<thead>
<tr>
<th>Enrollment size of districts</th>
<th>Number of positions</th>
<th>Salary Distribution</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>$4,000-5,999</td>
</tr>
<tr>
<td>500,000 &amp; over</td>
<td>29</td>
<td></td>
</tr>
<tr>
<td>100,000-499,999</td>
<td>48</td>
<td>1</td>
</tr>
<tr>
<td>50,000-99,999</td>
<td>26</td>
<td>6</td>
</tr>
<tr>
<td>25,000-49,999</td>
<td>18</td>
<td>2</td>
</tr>
<tr>
<td>Under 25,000</td>
<td>16</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>137</td>
<td>1</td>
</tr>
</tbody>
</table>

More than one-third of the administrators and supervisors earn more than $14,000 a year. Though the questionnaire did not distinguish between ten, eleven, and twelve month positions, the job descriptions indicate that most of these jobs have an eleven or twelve month contract year.

Professional positions in centralized processing tended to have lower salaries (Table 3).

### TABLE 3
NUMBER OF POSITIONS IN CENTRALIZED PROCESSING AND NUMBER BY SALARY DISTRIBUTION

<table>
<thead>
<tr>
<th>Enrollment size of districts</th>
<th>Number of positions</th>
<th>Salary Distribution</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
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<tr>
<td>500,000 &amp; over</td>
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<td>2</td>
</tr>
<tr>
<td>100,000-499,999</td>
<td>18</td>
<td>1</td>
</tr>
<tr>
<td>50,000-99,999</td>
<td>23</td>
<td>7</td>
</tr>
<tr>
<td>25,000-49,999</td>
<td>20</td>
<td>1</td>
</tr>
<tr>
<td>Under 25,000</td>
<td>10</td>
<td>1</td>
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<tr>
<td>Total</td>
<td>85</td>
<td>2</td>
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</tbody>
</table>

Only seven of the eighty-five positions in centralized processing paid $14,000 or over, compared to sixty of the 137 administrative and supervisory positions. Slightly more than half earned $10,000 or more, however. This compares favorably with salaries of professional posi-

APRIL, 1968 [439]
tions in professional libraries, materials centers, and curriculum laboratories, where slightly more than half earn less than $10,000 a year (Table 4). Except for the three very large school systems with more than 500,000 enrollment, the size of the school system and the level of salaries do not correspond consistently, indicating that other factors, such as region and local wealth may be overriding elements in determining salary levels.

**TABLE 4**

<table>
<thead>
<tr>
<th>Enrollment size of school districts</th>
<th>Salary Distribution</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>$4,000-$5,999</td>
</tr>
<tr>
<td>-----------------------------------</td>
<td>---------------</td>
</tr>
<tr>
<td>500,000 &amp; over</td>
<td>6</td>
</tr>
<tr>
<td>100,000-499,999</td>
<td>18</td>
</tr>
<tr>
<td>50,000-99,999</td>
<td>16</td>
</tr>
<tr>
<td>25,000-49,999</td>
<td>5</td>
</tr>
<tr>
<td>Under 25,000</td>
<td>5</td>
</tr>
<tr>
<td>Total</td>
<td>50</td>
</tr>
</tbody>
</table>

Table 5 shows the salary distribution of the audio-visual specialist positions reported. The relatively high number in the two upper ranges, especially in school systems under 50,000 enrollment, may indicate that some of the positions reported here would more properly be included with administrative and supervisory positions.

**TABLE 5**

<table>
<thead>
<tr>
<th>Enrollment size of school districts</th>
<th>Salary Distribution</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>$4,000-$5,999</td>
</tr>
<tr>
<td>-----------------------------------</td>
<td>---------------</td>
</tr>
<tr>
<td>500,000 &amp; over</td>
<td>2</td>
</tr>
<tr>
<td>100,000-499,999</td>
<td>11</td>
</tr>
<tr>
<td>50,000-99,999</td>
<td>5</td>
</tr>
<tr>
<td>25,000-49,999</td>
<td>9</td>
</tr>
<tr>
<td>Under 25,000</td>
<td>8</td>
</tr>
<tr>
<td>Total</td>
<td>35</td>
</tr>
</tbody>
</table>

Salaries reported for graphic artists tended to be lower than in any
other group, with more than half earning less than $8,000 a year (Table 6). The lower range for these positions, admittedly based on a very small number reported, raises the question of whether they are paid on a professional or non-professional salary scale. The one position for which a job description was provided was not considered a professional position.

### TABLE 6
NUMBER OF GRAPHIC ARTISTS BY SALARY DISTRIBUTION

<table>
<thead>
<tr>
<th>Enrollment size of school districts</th>
<th>Number of positions</th>
<th>$4,000-$5,999</th>
<th>$6,000-$7,999</th>
<th>$8,000-$9,999</th>
<th>$10,000-$11,999</th>
<th>$12,000-$13,999</th>
<th>$14,000 and over</th>
</tr>
</thead>
<tbody>
<tr>
<td>500,000 &amp; over</td>
<td>5</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>100,000-499,999</td>
<td>6</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>50,000-99,999</td>
<td>1</td>
<td></td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>25,000-49,999</td>
<td>2</td>
<td></td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under 25,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>14</td>
<td>3</td>
<td>5</td>
<td>2</td>
<td>4</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The salaries for “other” positions ranged from the $6,000-$7,999 group to $14,000 and over. However, there were not enough positions of one type to make comparisons possible.

A third question asked for the number of non-professional positions serving administrators and supervisors; processing centers; and professional libraries, materials centers, and curriculum laboratories (Table 7).

Several positions were reported in an “other” category, but since

### TABLE 7
NUMBER OF SCHOOL LIBRARY NONPROFESSIONAL POSITIONS AT THE SCHOOL SYSTEM LEVEL

<table>
<thead>
<tr>
<th>Enrollment size of school districts</th>
<th>Number of positions</th>
<th>Serving administrators and supervisors</th>
<th>Serving centralized processing</th>
<th>Serving professional libraries, materials centers, and curriculum laboratories</th>
</tr>
</thead>
<tbody>
<tr>
<td>500,000 &amp; over</td>
<td>112</td>
<td>41</td>
<td>59</td>
<td>12</td>
</tr>
<tr>
<td>100,000-499,999</td>
<td>330.75</td>
<td>40.25</td>
<td>141.5</td>
<td>149</td>
</tr>
<tr>
<td>50,000-99,999</td>
<td>216.8</td>
<td>21.5</td>
<td>117.9</td>
<td>76.9</td>
</tr>
<tr>
<td>25,000-49,999</td>
<td>151.25</td>
<td>17.5</td>
<td>85.25</td>
<td>48.5</td>
</tr>
<tr>
<td>Under 25,000</td>
<td>64.35</td>
<td>9.8</td>
<td>41.1</td>
<td>13.45</td>
</tr>
<tr>
<td>Total</td>
<td>874.65</td>
<td>130.05</td>
<td>444.75</td>
<td>299.85</td>
</tr>
</tbody>
</table>
explanatory notes usually indicated the "other" was a film library or a similar central office agency, they were included in the third group as positions serving materials centers.

The figures in Table 7, when related to the figures in Table 1, reveal a low ratio of supporting positions to administrative and supervisory positions, but a higher ratio for the other categories. The nature of the services provided in processing centers, professional libraries, and materials centers explains the higher ratio. The tables, however, conceal startling differences among school systems. In one large city school system for example, the only position in school librarianship at the district level was a single supervisor. One processing center in a school system under 25,000 enrollment had two professional positions and three non-professional, while another system about the same size had a half-time professional and three non-professional positions. Similar differences can be identified in each category and in each enrollment group.

Thirty school systems submitted job descriptions for one or more positions each. The descriptions divide into three types: (1) job descriptions to announce vacancies and solicit applications, (2) descriptions of the duties related to the position, and (3) job descriptions for other local purposes, such as professional advancement programs, and as announcements to schools to guide them in requesting assistance. More than half of the school systems had no available job descriptions or no up-to-date ones. Only a few systems sent job descriptions for all of the professional positions reported in the questionnaire. Three school systems also sent charts of their table of organization.

The different types of job descriptions show marked differences. In general, those used to announce vacancies are longer and give more information concerning the position. This type of job description usually includes most of the following details: (1) job title; (2) department to which the position is assigned; (3) salary or salary classification; (4) length of contract year; (5) title of position to which the job described is responsible; (6) qualifications—(a) education required, including degrees and special subjects, (b) experience, and (c) certification required for position; and (7) duties and responsibilities.

The statement of duties and responsibilities, in this type of job description, whether short or long, tends to be general in its intent,
the scope of the position and not the specific procedures for day-to-day work.

The second type of job description tends to include only the job title and the duties and responsibilities of the position. Many of the descriptions of this type outline specific routines, often in minute detail, and are intended to serve as a guide to fulfilling the requirements of the job, and not merely to delimit it.

The job descriptions in the third group range from a single paragraph to long descriptions resembling the first group. The very brief, one-paragraph descriptions are actually too limited to provide an understanding of the position, or a guide to its duties.

The job descriptions for administrative and supervisory positions divide conveniently, for discussion purposes, into those for positions with head responsibility for system-wide library services, and those at a subordinate level. This distinction may not be consistently valid in terms of over-all authority and responsibility, but does tend to indicate the placement of a position in a school system's hierarchy.

The top level positions carry a variety of titles: among them are Director of Library Services; Director of Instructional Materials; Supervising Director, Department of Library Science; Coordinator of Instructional Materials Services; Coordinator, Media Services; Coordinator of Library Services; Supervisor, Department of Libraries; Supervisor of Library and Audio-Visual Service; Supervisor of Library Services, and Consultant in Library Service. Despite the variety in titles, these positions have a number of elements in common. The incumbents in the positions are responsible directly to assistant or associate superintendents of instruction or curriculum. They require, where qualifications are indicated, a minimum of a master's degree or higher, including courses in administration, supervision, and curriculum. Initial appointment requires at least five years of successful experience. Each of the positions carries over-all responsibility for the development of school library services, some directly and some indirectly. All have responsibility, usually shared with other officials, for school planning, budget planning, recruiting of personnel, selecting and purchasing materials.

In other respects responsibilities related to these positions differ. Of the eighteen job descriptions for the chief positions in school library service system-wide, eight indicate that the incumbent also has top responsibility for audio-visual services, four include radio and
television, and several positions include responsibility for the textbook program. At least one includes data processing and business machines services. The fact that almost half of the positions carry responsibilities well beyond traditional school libraries seems to indicate that school librarians employed at the school system level are assigned broad responsibilities related to the total instructional program.

The subordinate administrative and supervisory positions in school librarianship at the system level also exhibit a variety of titles—assistant director, supervisor, coordinator, library specialist, and visiting librarian. The job descriptions indicate that the incumbents in these positions report to the head supervisor or director of school library services. Most of them have positions of more limited scope, with responsibility for extension services, supervision of schools at one level, such as elementary schools, or for serving as an assistant in carrying out the responsibilities of the top position. Those job descriptions which include qualifications require a master's degree and extensive experience.

The job descriptions for positions in centralized processing were for two different levels: (1) administrators of processing services, and (2) catalogers. The administrative positions are directly under the head supervisor or director, and have clearly defined responsibilities for management of processing, including supervision of catalogers and clerical employees. One job description only included qualifications, but it required more years of experience than that for the Director of Instructional Materials to whom the employee reported.

The job descriptions for catalogers set out the duties usually related to such positions. Several indicate that the cataloger is directly responsible to the chief supervisor or director. Several descriptions demand a special area of responsibility, such as the cataloging of non-print materials.

Two job descriptions for librarians of professional libraries were received; both included qualifications, salary classification, and the title of the person to whom the librarian is responsible, as well as duties and responsibilities. The job descriptions for audio-visual specialists indicate that these positions, in the three systems which provided information, are directly under the head supervisor or director of school library services.

Other job descriptions included one in graphic arts, two in television services, two in textbook selection and management, and one in
Professional Positions in School Librarianship

instructional materials in-service education. In each case, the incumbent reported directly to the head supervisor. Many of these positions, and audio-visual specialist positions, did not require formal education in librarianship.

The job descriptions, as a whole, were often too detailed, resembling procedure manuals as much as job definitions. A few school systems had carefully defined each job and its relationship to others. Certainly the number of documents submitted indicate that a goodly number of systems have attempted to define their positions in school librarianship at the school system level, and some have done an excellent job.

The questionnaires indicated that the largest numbers of positions fall into three groups—supervisors and administrators, positions in centralized processing, and positions in professional libraries. However, they also revealed a variety of other positions, most of them relating to media other than traditional school library material. More extensive and systematic research should show whether the number of such positions is increasing. The number of supervisors and directors of school library services with responsibility for varied media gives some evidence that the number of different types of positions is likely to increase. Greater understanding of professional positions in school librarianship at the school system level can come from a study of these positions in the wider context of organizational patterns for school library supervision in general. Educational administration would benefit from such a study.

References

3. Ibid., pp. 231-232.
5. Ibid., p. 73.
6. Ibid., p. 74.
7. Ibid., p. 75.
The Materials Center at the School District Level

ELEANOR E. AHLERS
AND
PERRY D. MORRISON

The history of district materials centers is inextricably intertwined with that of resource centers (libraries) in individual schools and, to a considerable extent, with the development of public library service. In the nineteenth century there was a strong movement toward the development of public libraries as agencies of school districts. Such libraries were proposed in New York as early as 1827, and several were established there shortly after the passing of enabling legislation in 1835. These library systems had branches in the schools and offered services to teachers as well as to students and the general public. Thus, the total resources of the public library system were under the control of the school authorities and served to support the school branches; and perhaps served the general public only as a secondary consideration. Most, but not all, of the school district libraries have been phased out in the interest of developing a strong, independent public library system, but the tradition of the public library serving as a supplementary resource for the schools has persisted. It was a prominent item on the agenda of the 1963 American Library Association "Conference Within a Conference" on student use of libraries.

In her study of school library services in rural areas, Lathrop devoted considerable space to the services rendered to the schools by municipal and county libraries in the early 1930's. The ALA standards issued immediately after World War II in School Libraries for Today and Tomorrow strongly recommended the establishment of

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"a headquarters central library for the city, county or region" to serve as a central collection of materials and as a service, purchasing and processing unit for the schools. In addition, provision was made for small schools to "make contracts for supplementary service from the public library." As late as 1947, Fargo's classic text on school libraries continued to cite the advantages of a "central teacher's library" in the local public library as an alternative to the district's establishing a separate unit for this purpose.

By 1960, however, the ALA Standards for School Library Programs gave considerable attention to the need for separate district materials centers, declaring that:

Although the district materials center is a relatively recent development and not many have been established, its usefulness has been demonstrated in many ways and gives promise of a rapid increase in the number of centers in the immediate future. Indeed, a district materials center is essential if a full program of instructional materials and services is to be provided for students, librarians, and teachers in the schools.

These standards no longer provided the option of contracting with the public library for such services.

A second factor contributing to the development of the modern district materials center has been the audio-visual movement. Saettler attributes the origin of school district audio-visual services to the school museum movement beginning in St. Louis in 1904. Another early contributor to the rise of audio-visual units was that of the "Chicago Projection Club" which gave the collection of slides it had accumulated since 1895 to the Chicago Board of Education to support its new Bureau of Visual Instruction in 1917. By 1923 only sixteen school systems had departments of visual education, but their number has multiplied very rapidly since then.

Although advocated earlier, the consolidation of audio-visual services with those dealing with printed materials, not only in the schools but also in district offices, is a post-World War II trend that is continuing apace, regardless of whether the designation "Library," "Instructional Materials Center," or "Educational Media Center" is on the door.

A third contributor to the modern district resource center is the curriculum laboratory movement. Associated with curriculum improvement efforts in the schools during the 1920's and 1930's, curriculum materials centers housing and servicing collections of sample
textbooks, courses of study, resource and teaching units, etc., are now found rather generally in school district offices, in state departments of education, and in universities and colleges which engage in teacher preparation. The history of such centers and their status in 1945 has been well-documented by Drag. Subsequent history of these units has been given, with special reference to the California situation, by Browne in 1961. The extent of the trend to incorporate curriculum collections into more comprehensive materials collections is discussed below in connection with the questionnaire survey.

A fourth component of a “model” district materials center would certainly be what is sometimes referred to as a “Teachers’ Library.” Curriculum materials centers have frequently been expanded to include professional materials for the in-service education of teachers beyond those required for curriculum development. In addition to the informal arrangements from public libraries for such service, colleges and universities have been called upon to provide professional materials for public school teachers in the immediate area. Since World War II, however, there have been strong advocates of more extensive and specific collections and services designed to further the development of the teacher’s knowledge and skills—in local schools, in district centers and in state departments of education. In 1962, the Michigan Association of School Librarians issued a list of recommended materials for professional libraries in schools.

In 1966, the American Association of School Librarians and the National Commission for Teacher Education and Professional Standards of the National Education Association, with the assistance of a distinguished roster of academic specialists, schoolmen and librarians, produced another, more advanced, list which is even more useful to those working at the district level. It includes helpful information on how to organize a professional materials collection, five case studies of outstanding examples, and an annotated list of recommended materials in all media. Already this volume has been so well received and influential that a new edition is being prepared. The strength of the support being given to professional materials collections and services in district centers, as well as in the schools, is reflected in the responses to the questionnaire used in connection with this study.

A final influence, or set of influences, on the development of district centers has not been well-documented in the literature. This aspect relates to the tendency of district offices to collect materials
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"willy-nilly." Textbook selection processes, library processing centers, staff research and writing, and other normal district activities have resulted in the accumulation of sample textbooks, reference books, preview films, courses of study and many other types of materials. These soon overflow office shelves and require separate housing, organization and servicing. In this respect the origin of district materials centers is similar to that of any other special library. Add to this the need for supporting services to school libraries or, temporarily one hopes, substitutes for such libraries, and it becomes obvious that the further development of such centers is assured.

Current thinking about the present function and future prospects of district resource centers has been well-expressed by Lohrer and by Simmons. The most potent recent stimulus to their development has been the availability of Federal government financing. Current literature is replete with the "glad tidings" from individual districts concerning plans and progress under the Federal acts. For example, a recent brochure from New York State describing state and Federally aided materials center projects lists several for establishing or developing centers in a number of districts in that state. The coordination of school materials centers into networks capped by sophisticated services in state departments of education should certainly be furthered by the provisions of the 1966 Library Services and Construction Act relating to the promotion of library cooperation.

The trend, already mentioned, toward coordinating and consolidating district materials service has been summarized up to 1956 by Bristow and Simon. Since then, reports from individual districts indicate further advances in this direction. A useful bibliography of these reports was compiled by Davis in 1967. It lists reports of IMC development at all levels including an impressive number from school districts.

The wave of the future may, or may not, be represented by the work of Leonard H. Freiser in Toronto, Canada. Freiser's well-publicized Education Centre Library is essentially an attempt to expand the materials center concept into that of an information analysis and dissemination operation serving both teachers and students. In 1965 Freiser described the Centre as follows:

Started from scratch in mid-1960, ECL now has an operating budget of $750,000 and a professional staff of nineteen, and is one of the largest education information centers in the world. People get information from ECL in two ways: They approach ECL be-
cause they need something, or ECL approaches them because the library has discovered something they may need.21

Despite charges of spoon-feeding and information-flooding, and the price tag on such an operation which places it out of reach for most districts, the idea of expanding materials services into full-scale information storage and retrieval systems is being studied in some of the larger and more opulent districts in the United States. This concept may owe its inspiration partly to the information analysis centers and networks already established in the physical sciences. Whether the public schools will ever be well enough financed to emulate the information systems of the defense and space programs remains to be seen.

To secure an estimate of the present status and future plans of central materials units, a questionnaire was sent by the authors in April 1967 to a sample of district materials supervisors. This sample consisted of 183 districts; they were stratified to the extent that at least one district in each of the states was included, but otherwise selection was random. By the tabulation deadline, ninety-one districts (50 percent of those queried) had submitted usable information. Of these, twelve (13 percent) reported that they did not have a district materials center. Of the remaining seventy-nine districts, one was excluded from the tabulations because of incomplete information. Thus, the analysis is based on the responses of seventy-eight materials supervisors.

Most of the tabulations are broken down into two sizes of districts: “smaller” districts are defined as those employing nine hundred or fewer teachers; “larger” ones as those with more than nine hundred teachers in 1967. Of the seventy-eight districts involved in most of the summaries, forty-six are in the “smaller” category, thirty-two in the “larger.”

In reply to the question regarding the center as a single unit, fewer than half (47 percent) of the districts reported that their central materials services were organized as single, consolidated units handling all media. Large districts especially (74 percent) reported more than one unit—for example, a district library and an audio-visual center. Districts operating single multi-media centers usually call them “Instructional Materials (or Resource) Centers.” This term, however, is also used in sixteen districts which in addition operate other units entitled “Curriculum Laboratory,” “Professional Library,” and so on.

Questions were asked concerning the approximate size of the total
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materials collections, and the types of materials included. Books and audio-visual materials were found to be the most widely held categories with the "newer media" having a slight edge in gross number of items. More than half (55 percent) of the smaller districts hold a thousand or more books and 61 percent have audio-visual collections of this size. Over 80 percent of the larger districts hold one thousand or more of each type of material. Virtually all districts reported subscriptions to twenty-five or more periodicals but the smaller districts tend to have fewer than one hundred whereas most of the larger ones have that many or more.

Pamphlets are held in rather small numbers. It may be that respondents underestimated the capacity of a filing cabinet of pamphlets. At any rate, fewer than half of the centers reported having five hundred or more of them. Only fifteen centers reported holding a thousand or more, and, of these, twelve were in the larger districts.

Curriculum materials seem to be held in somewhat smaller numbers than one might expect considering the attention given to curriculum development during the last fifty years. Nevertheless, a respectable 40 percent of the districts do report having a thousand or more courses of study and other materials of this type. The small difference between the figures for the smaller and larger districts suggests that there may be an optimum size for a current working district curriculum collection and that the larger districts may be keeping their files weeded of obsolete curriculum materials.

Perhaps the most striking information relates to the relatively small proportion of centers holding student-level materials. While 64 percent of the centers reported having some library books on this level, only about one-fifth of the collections were described as of "considerable" extent. Historically, one of the reasons for the establishment of libraries in school district headquarters was to stock library books to supplement the rather meager collections in school libraries and classrooms. Now the tendency seems to be to assist individual school libraries in becoming relatively self-sufficient in printed materials rather than to provide resources-at-a-distance in district headquarters.

Student-level audio-visual materials, on the other hand, tend to be stocked in the district center to a greater extent than do printed materials on that level. This is particularly true of films, which are often too expensive to be held in the materials centers of individual schools. Indeed, small districts apparently depend upon borrow-
ing or renting of films from outside sources, since only 44 percent of them reported holding a “considerable” number.

Most centers, particularly in the larger districts, have sizable collections of library books and a respectable number of periodical subscriptions intended for the professional use of teachers. These data would seem to reflect the encouragement given to the development of professional teachers’ libraries by state departments of education, professional organizations, scholarly associations and, lately, by grants from the Federal government.

The somewhat surprising paucity of centers reporting holdings of sample psychological and other types of tests suggests that these materials may be held in district counseling and guidance centers rather than in instructional materials centers. Programmed materials, as such, are not very widely held in the centers. However, it may well be that some of these are counted with the medium in which they appear, i.e., as books, films, tapes, etc., rather than as a separate category.

Sample textbooks are fairly widely held—again for the use of teachers, curriculum supervisors and selection committees. Apparently district materials centers are not so frequently charged with warehousing required textbooks for students as they used to be. Although 67 percent have collections of required texts, only 42 percent have collections of a size that would suggest warehousing operations. Most centers (75 percent) have copies of supplemental textbooks but less than one-third report “considerable” collections of them. Several centers reported the stocking of supplementary, as opposed to required, texts as a major responsibility, but this is apparently not generally the case.

In addition to the many categories of materials suggested in the questionnaire form, respondents mentioned a variety of other materials such as art prints, pictures, slides, transparencies, charts and college catalogs. Picture and map files were mentioned most frequently in the “other” category.

Respondents were asked to check services provided by the center. The wide variety of services checked can be only briefly summarized here. Virtually all centers reported giving service to everyone in the system. Only four reported restrictions and these appear to apply to the purposes of the center rather than access to it. Fifteen centers indicated that they offered service to the general public as well as to school personnel. Still others declared that they served such selected
portions of the public as "specialists," "business people," "university students," "parents groups," and "clubs." At least nine centers give direct service to students as well as to teachers and other adults.

 Provision of reference service was reported by 82 percent of the centers. Since only one quarter of the smaller districts have reference collections of any size, much of the service must be given from the general collections rather than from specific reference sources. Virtually all of the centers give reference service in person or by telephone. Except for ten of the smaller districts, all centers reported offering reference service by mail.

 Sixty-nine centers indicated that lending was one of their services. Of the types of printed materials loaned, the most frequently mentioned were sample student-level materials to teachers (84 percent) and professional materials to teachers (87 percent). These figures further exemplify the extent of the "teachers' library" function of the centers. Also reflecting a factor previously mentioned is the fact that only 38 percent of the centers provide rotating collections to materials centers in individual schools, most of these being in the smaller districts. There seems to be a definite tendency to emphasize self-sufficiency for individual school centers insofar as student-level printed materials are concerned.

 On the other hand, despite the opinion of school library leaders that such practices discourage the development of adequate collections in the schools, twenty-one of the centers (31 percent) provide rotating collections directly to classrooms. As indicated previously, direct service of audio-visual materials to teachers (thus bypassing the school IMC) is even more prevalent. All but two of the centers responding to the question indicated that they issued audio-visual materials directly to teachers.

 Operation of processing centers seems to have become the rule, rather than the exception, in school districts. In sixty out of sixty-eight cases, the district center is prepared to perform this function. In thirty-eight cases, some or all of the selection of the materials is also done there. Centralized selection of materials is particularly characteristic of smaller districts.

 Almost three-fourths of the centers are prepared to produce teaching or learning materials if suitable items are not available from other sources. To accomplish this, they frequently reported that they operated photographic laboratories, employed graphic artists and provided facilities in which teachers might work on the design of cur-
riculum or audio-visual materials. Facilities for preparing transparencies were the most frequently mentioned, but a wide range of equipment and supporting services for production of materials was mentioned: laminating, mimeographing, tape recording, filming, and so on.

Consultation services to personnel in individual schools regarding collection development, planning and personnel selection were reported almost universally. In-service training programs for teachers, librarians, audio-visual coordinators and others in the selection, handling and use of materials were also mentioned frequently. The least frequently reported service is that of research (beyond that required to answer reference questions) but even here, almost half of the centers do at least some original investigation of problems.

If the resources and services described above are to be used by teachers to the extent intended, then they must be publicized. The survey revealed that a number of centers employed each of several means of informing teachers and other potential users of the materials and services available. The most frequently mentioned methods are (1) the issuing of catalogs and lists, and (2) talks to teachers by staff members of the centers.

The extent of reliance on oral communication is further reflected in the remarks made under the category “other,” where meetings, workshops and, especially, individual personal contacts were often mentioned. Issuing of formal brochures is not common among the smaller districts, but larger ones have prepared many very attractive publications. These brochures tend to emphasize the materials and services designed to aid teachers in extending their professional competence. The use of newer media, such as closed-circuit television to inform teachers of the services available, as well as to transmit information from the collections to them, is apparently still in the future. It would seem that the large number of centers (44 percent) which do not take advantage of general district bulletins for teachers may be missing a good medium.

The card catalog continues to be the universal method of bibliographic control of collections. All centers responding to this item on the questionnaire reported that they maintained card catalogs. Nearly all of them include author, title, subject and shelf-list entries in the catalogs. (Four centers do, however, dispense with author entries, two with title, one with subject and three with shelf-list.) Catalogs and lists are produced by machine in twelve centers. Of the centers
The Materials Center at the School District Level

producing book catalogs or other cards or lists by machine, five are
in smaller and seven in larger districts.

Fewer than half (45 percent) of the districts record all of their
holdings in a single, consolidated, multi-media list. Even those which
maintain consolidated lists, usually maintain also listings by media,
such as "books" or "audio-visual materials," or by purpose, such as
"curriculum materials" or "professional books and magazines." Most
district centers publish catalogs in one form or another for use in
the schools or in offices of the district. A few districts publish cata-
logs in card form but most (forty-six out of sixty centers) issue them
in book form. A few apparently do both.

In arranging books on the shelves, the Dewey classification system
is used in some way by all of the centers reporting. Some fifteen cen-
ters also use subject headings to arrange portions of their collections.
The Sears list is the most commonly used authority but subject words
derived from the curriculum vocabulary are also reported extensively.
As one would expect, subject-heading systems are used more fre-
quently for non-book printed materials than for either books or audio-
visual collections. However, even in the case of curriculum materials
and "vertical files," ten centers report arrangement by Dewey. Acces-
sion number order was the most frequently reported arrangement for
non-print materials. Approximately half of the centers file audio-
visual items this way. Of the remainder, fifteen use Dewey for audio-visual, thirteen file by subject, and nine use some other nu-
merical or alphabetical system for the "newer media." One has the
impression that as audio-visual collections become larger there may
be a tendency to move from a simple receipt-order system to a classi-
\fied or subject arrangement within each medium (film, tape, disk
recording, etc.).

Staffing arrangements are summarized for only forty-seven of the
seventy-eight centers. Many seem not to have very precise informa-
tion concerning their staff in full-time equivalent terms. On available
data, one can tentatively conclude that the "typical" materials center
in a smaller school district in 1967 employed approximately the
\equivale nce of three full-time professional staff members and approxi-
mately five FTE sub-professional and clerical workers, for a total
FTE just short of eight. In a larger district, the average center em-
ployed the equivalent of approximately four professionals and twelve
other people, for a total staff of sixteen. In the case of the smaller
districts, the ratio of professional to other employees is on the order
of 1 to 1.5. The ratio in larger districts runs 1 to 2.9. Thus, the larger the center, the more use is made of non-professional personnel and hence, presumably, the better the division of labor and the greater the economy of operation. The ratio of librarians to other media specialists is higher in the smaller than in the larger districts. In both size categories, the number of certified teachers serving in materials centers without special library or media training is relatively small.

Many of the staff members reported in the "other" category might well have fitted into one of the more general categories but the data are recorded as given. However, the mention of "artists" and "illustrators" under "other" does serve to emphasize the function of producing as well as housing, circulating and servicing teaching and learning materials. The specific mention of processing personnel, such as "menders," as well as textbook warehousing people, reflects the concern of some centers with the processing of library and classroom materials for the schools.

Even though district materials services are frequently organized in more than one administrative unit, most of the units are in the same building. Only twelve districts reported physical dispersal of central district materials service units. The location of materials centers was given usually as the district administrative offices or an annex to them. However, several districts are planning separate buildings for these units.

The number of square feet of floor space occupied was reported by forty-nine of the centers. The figures range from 200 to 85,000 square feet. The average (mean) space occupied by centers serving smaller districts is approximately 2,000 square feet. For the larger districts the figure runs to nearly 8,500. Part of the large difference in floor space occupied by different centers is perhaps attributable to the greater tendency of the large districts to include processing and materials production as part of the center's responsibility.

Most of the space in a typical center seems to be devoted to storage of materials and quarters for staff. Reader seats are few in most of the centers. Indeed, a number of centers reported none at all. Excluding those who reported the seating capacity of space arranged in auditorium fashion for meetings, the largest number of reader seats reported was one hundred and fifty, but the mode seems to lie between twenty and twenty-five. Apparently most of the materials are used off the center premises, either by checking them out, by
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having them delivered to schools, or through mail or telephone reference service. There also appears to be some tendency for materials to be used in common district meeting rooms where committee sessions and workshops are held. Some district centers, such as San Diego’s, provide such meeting rooms as part of the center’s quarters, but this appears not to be the rule. Provision of preview rooms for audio-visual materials must exist more often than the responses indicated.

Unfortunately, the budget information submitted is sparse and much of it very difficult to interpret. One reason for this is the fact that the budgetary procedures in many centers are not satisfactory. Of the seventy-eight centers studied, twenty-one reported that there was not a separate line in the district budget for the central materials services. Furthermore, examination of the figures submitted by those centers which did claim to have a separate budget line revealed that the item referred to in many cases was for the entire materials service of the district, including the funds for collections and services in individual schools as well as in the district center. Since it was virtually impossible to reduce the figures submitted to a standard base, it was decided not to report them.

Many respondents did submit usable information regarding the sources of budgetary support for central materials services. As expected, the largest single source is the local school budget itself. Exclusive of two districts operated by the Federal government on military reservations and one other that appears to be 100 percent Federally financed, local support ranges from 10 percent of a center’s funds to 100 percent. Interestingly enough, only twenty-two of the sixty-eight centers reported receiving all of their support from local district sources. Of those receiving support from other sources, nineteen centers received partial funding from state government. Five of these received more than half of their funds from state sources. The Federal government contributed half or more of the financial support to nine centers. Private sources of support were negligible. Three centers reported minor receipts from PTA book fairs and other donations.

Financing of many centers seems to be improving, thanks to Federal grants in most cases. Comparing expected expenditures for 1966-67 with actual ones for 1965-66, twenty-one centers reported increases ranging from 5 percent to 100 percent. Only three expected to spend less, 5 percent less in each case. A majority (thirty-four) of
those reporting expenditure trends expected them to remain at about the same level as in the previous year.

The impact of Federal government money is evident in the data submitted concerning grants. Respondents reported having made applications for forty-four grants to improve materials collections or services. Of these, nineteen had been approved at the time of submitting the data. Of the approved grants all but three were from Federal sources.

Respondents were asked to make statements concerning their plans for the future. Of the seventy-eight districts studied, fifty-two (67 percent) reported having plans for future development of one or more aspects of their collections or services. Centers in larger districts tended to report fewer plans than those in the smaller ones. It would appear that many large districts already have their basic plans in operation and expect to continue upon courses already established, whereas smaller districts are more frequently still in the planning stage. Thus, the larger districts which do have plans tend to emphasize expansion or improvement of facilities. Although interested in improved quarters, the smaller districts are particularly anxious to expand their holdings of materials. Curiously, plans regarding personnel were mentioned exclusively by smaller districts, and by only five of them.

Equal numbers (five each) of centers made statements concerning either "consolidation" or "decentralization." Smaller districts seem to favor the latter, probably referring to the establishment of materials centers in individual schools to reduce heavy dependence upon central district services and collections, particularly in the case of audiovisual materials. In the larger districts, "consolidation" usually refers to the bringing together of the various central units into a single multi-media center instead of operating them as separate, uncoordinated agencies giving services in limited areas of concern or particular media.23, 24

In conclusion, it would appear that the district materials center advocated in the 1960 Standards25 is useful, necessary and growing. Both the quality of teaching and the learning of boys and girls stand to feel the impact of these ever-expanding collections of resources and services, and to benefit from them.
The Materials Center at the School District Level

References

7. Ibid., p. 32.
10. Ibid., p. 106.


The Webster Parish, Louisiana, Program

SUE HEFLEY

In Louisiana the public school administrative unit is, with two exceptions, co-extensive with the political unit, the parish. Predominantly rural Webster Parish, in the northwestern section, is fairly typical of the sixty-four parishes in the state. The parish superintendent is the administrative head of the public school system, whose affairs are governed by a parish school board. Members of the board are elected and the superintendent is appointed by the board. The supervisory staff is appointed by the board after nomination by the superintendent. In Webster Parish the staff consists of three instructional supervisors, a supervisor of guidance services, an attendance supervisor, a lunchroom supervisor, and a supervisor of library and instructional materials services. With the availability of Federal funds other staff members with responsibility to the Federal program have been employed at the parish level. An assistant superintendent has responsibility for building maintenance and for transportation; a maintenance staff functions at the parish level. The administrative head of each school is the principal.

The Louisiana public school administrative pattern is particularly suited to system-level programs. The unit is large enough to justify assignment of personnel to a program and also to require careful planning. It is small enough to permit initiation of a promising program with what may be a comparatively modest investment of personnel and funds.

The program discussed in this paper relates to supervision of library services with responsibility for all related services. This cumbersome description became abbreviated to “Materials Center” from the name given to the building which originally provided an office for the supervisor and housed the “related services.” The term was commonly used by school personnel to refer to the entire program.

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APRIL, 1968
Any interest which may attach to Webster's program is probably explained by a few conspicuous elements in the situation: Webster's averageness and typicality (not only within Louisiana, but also within a larger area), the modesty of the program particularly at its beginning, and its history, beginning in 1949.

In the files of the Center is a copy of a letter from the present author dated October 24, 1949, which is relevant to the initiation of the program.* Addressed to sixty-four parish and three city superintendents of schools in Louisiana, the letter stated the writer's interest in and availability for "a parish or city-wide service in materials for use in schools." It predicted that such a service could provide opportunity for pre-purchase examination and evaluation of materials, and that "upon request" books and materials could be processed centrally for individual schools; furthermore, beginning or untrained librarians could be supervised, and professional materials could be made available on loan to teachers. Such a service should be offered only "if a need for it is felt" and a local person, if interested, should receive first consideration in appointment. The letter concluded that selection of teaching materials was the responsibility of the classroom teacher with full information about funds currently available from all sources.

The interested reply to this letter from the superintendent in Webster Parish was not entirely unpredictable. Some months earlier the members of the Board in that parish had questioned the desirability of renewing the contract then in effect with the Webster Parish (public) Library whereby it provided supervisory and related school library services. The contract had been renewed annually for some twenty years, and although the quality of the services rendered had never been in doubt, a change of philosophy in regard to administrative responsibility led to a re-evaluation of the existing arrangement. The conclusion was that such services should be provided within the administrative structure of the school system. Thus the letter of October 24 revealed the availability of a professional able to implement the policy of the Board. As a result, the writer of the letter was employed and July 1, 1950, was set as the date for the introduction of a revised pattern of school library supervision and related services in Webster.

It is interesting to compare the implications of this letter, written

* The author was at that time a former state supervisor of school libraries, a position from which she had recently resigned.
The Webster Parish, Louisiana, Program

eighteen years ago, with the realities of the situation to which it led. Emphasis upon school library service seemed remarkably slight; instead there was stress on a concept of library service as a service in all instructional materials, relating library acquisition strongly to classroom teaching. Actually, in Webster the emphasis upon supervision of school library services and the performance of services at the system level in support of the school library have strongly characterized the program, and the teacher has continued to influence acquisition.

Since the schools in Webster were accustomed to centralized processing of library materials it was not necessary to wait for “request” to continue such a service. Similarly, while the concept of providing a service only upon the recognition of a “felt need” was adhered to as far as possible, this actually represents a dilemma which those in education must always face: until a service has been experienced it may not be recognized as needed, and it cannot be truly experienced unless it is in full operation. The initiation of a program, or change in an established program, can require courage and conviction.

By the end of 1950, the Webster Parish program was well established. A Webster Parish Schools Bulletin dated September 1950 states:

Through action of the Webster Parish School Board, the services of a Materials Center have been provided for the schools of the parish. It is located in the basement of the home economics building on the grounds of Minden High School. . . . Teachers are invited to visit it, to use its services, and to plan the direction the services will take.

At the Center are (1) books and other materials which are being processed for inclusion in the school libraries of the parish, (2) books and other materials which are considered to be the property of the system rather than of any one school and which may be borrowed for school use, (3) sample books and other materials supplied by publishers and distributors for examination and evaluation, (4) professional materials in education, (5) samples of free and inexpensive materials, (6) tools for the identification and selection of materials.

The function of the Center, as it is now conceived, is (1) to continue the service in centralized processing of library materials which was formerly provided under contractual agreement by the Webster Parish Library, (2) to help coordinate library services in the individual schools, (3) to supplement school library services in ways
in which a need for supplement may be felt. . . . Services of the Center will take direction determined by an advisory council made up of the school librarians of the parish and teacher representatives chosen by each faculty.

A description of Webster's program appeared in the fall 1951 number of *The Bulletin of the Louisiana Library Association*, one year after the initiation of the program. There were at that time more than 9,000 students enrolled in the schools of the parish: high schools, elementary schools, schools with a grade span of one through twelve, and small elementary schools with one, two, or three teachers. Qualified librarians served in all except the smaller schools and in these a teacher was designated as responsible for the administration of materials. The greatest distance between the town of Minden, where parish school offices were located, and any one of the schools of the system was approximately thirty-five miles. Textbooks, miscellaneous items such as modeling clay, tempera paints, and class registers had been placed at the Center, and their handling was the joint responsibility of the supervisor of instruction and the school library supervisor who was director of the Center.

The space occupied by the Center consisted of four areas, the largest of which was a room sixty by twenty feet. Here loan and examination collections were housed and books and materials were processed centrally. The room second in size was used to house textbooks and a third, still smaller, was for storage and supplies. The fourth area housed a truck which served the school lunch program as well. Fortunately the space was at ground level, while small windows, placed well toward the ceiling, permitted shelving of standard height. Pipes near the ceiling and laid parallel to it were "excellent equipment for the display of maps and charts."

At this time there were two sources of funds for materials, the state appropriation and the parish appropriation. Certain policies had been developed in regard to expenditures. Selection for purchase was a school-level responsibility. All materials supporting teaching, learning, and the general program of the school were to be equally considered. A materials committee chosen from each faculty was to decide upon a broad design of spending under each appropriation. For the small elementary schools the supervisor of library services was to coordinate purchasing, since they were served from a special collection maintained for them at the Center from which they might borrow freely.
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In processing materials, the policy then followed was to process for all schools at least through accession, suggestion of classification, and provision of catalog card sets, processing being completed only for those schools which requested it. There was an attempt at simplification. The accession number was to be used for identification on book cards and pockets rather than full typing of classification, author, title, and accession number. Wilson card sets were purchased for those books for which they were available and card sets were stenciled for others, but delivery of books and other materials to the school was not delayed for receipt of Wilson cards or completion of stenciled sets, both of which were sent at a later time. Non-book materials were accessioned in the number sequence with books.

The Council advisory to the Center represented the Center’s relationship to the schools of the parish. Ex-officio members of the Council were the parish superintendent and the parish supervisor of instruction. Projects and activities were to be undertaken with the advice and at the suggestion of the Council and other groups such as the librarians who met periodically at the Center, the principals, or the materials committees of the various schools. One such cooperative decision, for instance, was that scheduled library attendance by elementary classes was to be discontinued; instead, individuals and committees were to be free to go to the library at any time, and materials were to be sent to the classroom for use there for the length of time for which they might be needed.

A second article describing the Materials Center and its program appeared eight years later in The Bulletin of the Louisiana Library Association. By 1959 twenty-five schools were served (the smaller schools had been consolidated), with an enrollment of approximately ten thousand. The staff consisted of one professional—the supervisor—one clerical worker and one part-time typist. An average of five thousand books had been processed annually during the nine years of the Center’s existence.

The 1959 report serves as a commentary on the 1951 article. For example, the reference to accession numbers in the earlier article was explained:

Let it be understood that an accession book is not used, at either the Center or at the school. As a book is received at the Center it is given a number in a series which applies system-wide. An automatic numberer is used to imprint the number on the title page and on the corresponding order slip; at a local print shop numbers are
imprinted serially on book pockets and book cards, four or five thousand being prepared at one time. . . . This use of an accession number instead of "copy 1," "copy 2," and so on, means that it is not necessary to maintain an acquisitions file at the Center.

Acceptance of the responsibility for textbook administration called for this further comment: 

To many librarians this phase of the work of the Center truly is in need of justification. In Webster it is felt that there is sufficient unity in the textbook and library programs to relate them under one administration. . . . Responsibility for textbooks certainly strengthens identification [of library services] with the whole program of education.

Certain practices reported in 1951 are conspicuous by their omission in the 1959 article. The practice of allowing some variation in the completion of processing at the school had been abandoned. Classification had become firmly fixed rather than "suggested." The ill-advised attempt to simplify by using only the accession number as identification had been dropped and full typing became the practice. The stenciling of cards in addition to the Wilson sets proved to be expensive in card spoilage and in time required for stencil storage and location. Stenciling was discontinued and a single typed card prepared instead, and the librarian in the school expanded the card into a set.

The 1959 article makes no mention of a further decision regarding the processing of non-book materials. Because school library acquisitions of this type were comparatively infrequent, and because complete processing (without authoritative decisions sources) was almost prohibitively expensive in time for a small staff, such decisions were postponed—perhaps unwisely. It was recommended that a simple "nonbook inventory file" be maintained by the librarian in each school. At the present time non-book items for the school library are being acquired in such quantity that decisions about their processing can no longer be postponed. This extension of service is now a foremost concern of central processing in Webster.

Unscheduled library attendance at the elementary level was not mentioned in 1959. The perhaps summary decision to abandon scheduling in all schools resulted in a sharp decline in library attendance in some. Consequently the policy was modified to fit individual schools, although operation without a fixed schedule has
been held to be a desirable long-range goal. Nor is there further mention of the system-wide Council advisory to the Center. This was a promising development, and while the spirit of the Council has been preserved, a Council in fact is no longer a recognizable entity. Loan collections are more specifically identified than in the earlier article, including filmstrips, recordings, and miscellaneous items such as anatomical models, a planetarium, and a model of an engine.

Since Webster was the only parish in the state at that time in which central processing was offered as a service within the administrative structure of public education, the 1959 article dwelt on this activity on the grounds that it might “require not only description and explanation but also justification.” A full description of the central processing procedure which was followed is not essential to the present case study but features of the procedure which may not represent general practice are of interest.

As has been mentioned, a Wilson card set was provided for each book for which it was available. If it was not available, a single typed card patterned after those produced by Wilson was prepared in duplicate at the Center. One copy was filed at the Center for use if and when that item was acquired again at a later time; the second copy accompanied the book to the school to be expanded into a set by the librarian, as has been noted. It was also the responsibility of the librarian to complete the Wilson card set, to provide “see” and “see also” cards as they might be needed and, in general, to maintain the catalog.

Catalog cards were not supplied for the few schools which had never been served by a librarian equipped through training or experience to maintain a catalog. Instead, it was suggested that the duplicate order slips that were prepared at the time of selection for each item purchased be arranged in author and title files. Potentially useful in such a situation was an index to Dewey which was prepared at the Center with permission from Dewey Decimal Classification. The index consisted of ten or eleven two-column mimeographed pages of selected subject entries from the Relative Index of the seventh abridged edition. The entries were arranged alphabetically and each was accompanied by the Dewey classification. Books for the schools in this category were completely processed at the Center with all pasting, typing, stenciling and shellacking completed before the book was sent to the school.

Justification of central services in Webster does not differ from jus-
tification of these services elsewhere as is shown by the conclusion to the 1959 article 6:

At the present time there is a special sensitivity to the importance of the local unit within any administrative pattern; there is a disposition to safeguard the individuality of the local unit, and to question the advisability of conformity. In Webster, . . . the Materials Center and supervision function to help maintain conditions permissive to maximum service from the school library, with no ceiling upon accomplishment and no restraint upon the exercise of imagination, ingenuity, and pure artistry by the librarian. In Webster "conforming" is all in the area of processing detail, and is entirely in the interest of insuring a continuity which will help free the librarian for attainment of his best in service.

In 1967 more than 11,000 students were enrolled in the twenty-five schools of Webster Parish. The school library supervisory and technical service staff now consists of one professional (the supervisor) and three full-time clerical workers, with assistance from several young people assigned through one of the youth programs sponsored by the Board. Approximately 6,500 items are processed annually. Quarters originally provided for the Center have been replaced by a new building constructed under the Elementary and Secondary Education Act. It is known as the Educational Services Center since it provides accommodation for meetings and offices for the system's supervisory staff, as well as for the supervisor of school library and related services and for the materials center. Routine delivery of materials is combined with school-lunch delivery.

A full catalog is now being developed for each school, and acquisition of new equipment for improvement of cataloging and processing procedures has been acquired. Each of two librarians in the system has responsibility for two of the smaller schools and this means that now there are qualified librarians serving in all schools in the system with the exception of one.

The chief elements in Webster's current program have been analyzed for presentation in "Briefs," a mimeographed publication designed as an aid to visitors to the parish. These may be classified broadly as supervisory and related services. Supervisory activities indicated are:

(1) Functioning as a member of the parish supervisory staff through (a) working with the superintendent and with other super-
visors, (b) working with principals and teachers individually or in groups, (c) helping to interpret library service and helping to determine what good library service might be, (d) working with architects and those responsible for renovation, and recommending furniture and equipment to be acquired or constructed, and (e) maintaining active membership in professional groups—local, state, and national—relevant to the program;

(2) Supervising school library services through (a) working with school librarians as individuals and as a professional group, (b) visiting school libraries, especially at request, (c) working with librarians new to the system and with substitute personnel whose presence is necessitated by a prolonged absence of the librarian.

Related services include:

(1) Acquiring and processing books and other materials selected and used at the school level and maintaining collections through weeding or rebinding;

(2) Handling textbooks, including allocations, requisitions, accounting, and maintenance procedures;

(3) Providing loan collections such as professional books and periodicals, recordings, filmstrips, art prints, Louisiana items, miscellaneous items, publishers' examination copies of tradebooks and textbooks; and

(4) Arranging inter-school library loans and borrowing from non-school agencies.

The supervisor's obligation to use supervision as a channel of communication has been recognized from the beginning of the program. Inevitably typewriter, mimeograph, and duplicator have been employed full-time, providing routine memos to the superintendent, other supervisors, principals, and librarians, and also bibliographies and lists, frequently revised, of materials available on loan and information regarding special services. There has also been concern for less routine communication. Representing Webster in professional meetings held elsewhere, and representing library and materials services in other professional groups functioning within the system, have provided important avenues of communication. Scheduling system-wide meetings of librarians at times when curriculum groups are meeting has been avoided. Instead, each librarian has been encouraged to associate himself with one or another of the curriculum or subject groups. This has proved mutually beneficial.
Another form of communication of prime importance to any program—evaluation of the services offered—has also been encouraged. In fact, the 1951 report concluded:

In the first year of a service, evaluation of practices and procedures is particularly important. With regard to a materials center, and certainly that in Webster Parish, those responsible for its administration and continuation will want to have the answer to many questions. Is centralization of processing important enough to justify the inevitable delay in the delivery of materials to schools? Is a display of materials for teacher examination worth the time and expense involved? Can a loan service in parish-owned materials for schools function satisfactorily? What records of accession and location are really necessary? Of course, there is always the fundamental point of evaluation: does the maintenance of a materials center for the schools of a parish ultimately contribute to an effective educational program? Thoughtful response from those who use the service will provide the answers.

As might be expected, librarians in the system have been more articulate in evaluation than others of the school community—perhaps because they had more specific opportunities for expression. Although evaluation from others has been invited at least annually, it has usually come in the form of remarks made casually in conversation; their significance, however, has not been disregarded.

The supervisor has worked with librarians of the system in preparing a section on library and materials services for inclusion in the handbook for teachers published by the Board. She has worked with the same group and with instructional supervisors in preparing a series of colored slides, with script, which pictures the whole range of library and related services in the parish. An article contributed to the annual schools issue of the local newspaper proved to be the means of acquainting the community with such aspects of the program as “new textbooks for the new math” and the circulation of fine art prints to the schools of the parish.

Although supervision and the direction of centralized technical services are two distinct responsibilities, in Webster the two jobs are performed by one person with a minimal supporting staff. One can argue both for and against the initiation of a program under the handicap of insufficient personnel. In Webster the program was undertaken with the conviction that if it proved its worth support would be provided—and it has been. Current developments in technology
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and increasing availability of cataloging and processing services from commercial sources have real meaning for the small staff. With the adoption of worthwhile innovations will come greatly increased productivity per manpower unit in this aspect of library work. Finally, with the broader vision which comes as an endeavor matures, hitherto unrecognized and unexplored opportunities in supervision emerge. They may yet become part of the program in Webster.

References

2. Ibid., pp. 113-116.
4. Ibid., p. 112.
5. Ibid., p. 126.
6. Ibid., p. 127.
The Shaker Heights, Ohio, Program

MILDRED L. KROHN

Libraries have been a part of the Shaker Heights school system almost from its inception (with one school) more than fifty years ago. In the first ten years of its existence the pattern of a library in each school was established.

The total library program is guided by the school library philosophy and objectives written by the school librarians in 1966-67* and based on the educational philosophy of the Shaker Heights Board of Education. The text is as follows:

Since the emphasis in education today is on learning rather than teaching, the role of the school library is of prime importance, a changing and growing one. Both the knowledge explosion and the many technological developments in education create new responsibilities for helping the school system adapt to the great changes in today's world. Now the library is geared for total education for all students. Its aim is to develop in each student a conviction that continuous learning is an essential characteristic of every responsible citizen in a world of accelerating change. Its goal is to reach each student and help him attain his fullest potential.

The library is central to the purpose of the school, not simply a repository for books, but a multi-media materials center and a source of inspiration and information which aids students and all members of the professional staff. It is the storehouse of all recorded knowledge, since the individual needs to have access to all information regardless of the medium through which it is presented. It is a place where a pupil may explore any subject or pursue any path of learning in which his interest has been aroused, either by the curriculum or by his own personal experience. The school library supplies the tools and the background of information which will enable pupils to explore, to dig deeper, and to discover

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* The statement is circulated in mimeographed form only.
that there are no limits to learning. It acts at all times as a co-
ordinating and integrating instructional agency within the school,
serving all subject areas and all methods of teaching.

An effective school library program is instrumental in helping to
fulfill the educational objectives of the district in the following
ways:

By working in cooperation with teachers and administrators
to acquire and organize a wide variety of materials to support
and enrich the curriculum, taking into consideration the varied
interests, abilities, and maturity levels of the pupils served.

By creating an atmosphere favorable to the growth of factual
knowledge, literary appreciation, aesthetic values, and ethical
standards, making each pupil aware of the importance of the
great library heritage and the power of books in his everyday
living.

By teaching the necessary library skills to enable both teach-
ers and pupils to make effective use of books and libraries in the
interest of research and self-education. To this end the librarian
will cooperate with the teacher in planning not only a logical,
sequential arrangement of learning experiences from kindergarten
through high school, but also by integrating library skills with
the classroom curriculum.

By providing teachers with materials, suggestions, and assist-
ance in the use of the many types of instructional materials and
displays available in the library, for it is through the cooperation
of the librarian and teacher that each pupil is served most
effectively.

By providing information on all sides of controversial issues,
so that staff and students may make intelligent judgments in
their daily lives.

By guiding and assisting pupils in their choice of reading ma-
terials so as to foster a love of reading, a critical judgment of
books, and a genuine appreciation of fine literature.

By providing materials representative of the many religious,
racial, ethnic, and cultural groups and their contributions to our
American heritage.

The library program begins at the elementary level with weekly
scheduled classes of from twenty minutes for kindergarten to one
hour for sixth grades. It has been and continues to be the practice
to expose students to regular library visits, with their teacher in
attendance, for lessons in library skills, for sharing of reading ex-
periences, for panel discussions, for story telling, and for introduc-
tion to books of all kinds—new ones, classics, fairy tales, reference books, Readers' Guide, Newbery-Caldecott winners, and so on. Students thus acquire the library habit.

However, a small revolution began in 1962, when the Ford Foundation gave a three-year grant to two elementary schools to experiment in a project emphasizing the teaching of work-study skills to prepare students for independent study. Non-scheduled classes in grades four through six were planned to encourage students to come to the library when they had the need. Multi-media materials were added; large group instruction, by grade level and with the help of the overhead projector, was inaugurated; and increased staff was employed to meet American Association of School Librarians (AASL) standards. During the first year librarians taught all the scheduled large group lessons, but as the project progressed teachers and specialists taught some of the lessons that were more appropriately within their training and experience, such as those relating to maps and globes, outlining, charts and graphs, and so on. The actual program has been described in several publications so it will not be repeated here. (See "General References" below.)

However, the project had impact on all nine elementary schools in relation to program, physical facilities, and room arrangement. Only one has not increased floor space during the last four years. A trend developed by which the original library moved from a space the size of a regular classroom to either the kindergarten room or the auditorium, or else a wall to an adjoining classroom was removed to give additional space needed for increased enrollment and the inclusion of multi-media materials.

Large group instruction and the use of the overhead projector are now found in all schools. Transparencies are available; film strips and projectors are available for home use as well as in the library. Scheduled classes continue in seven of the nine schools, but free research periods are available when teachers can bring classes or send individuals or groups for special research or additional class projects. This is no problem in the smaller schools, but the largest school (740 enrollment) could only make free research periods possible by reducing time of scheduled classes on an otherwise completely scheduled day.

Where unscheduled classes were in effect, a considerable drop in circulation was noted in the project schools—especially during the first, and to a lesser degree during the second, year. Classroom teach-
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ers felt the need for encouraging reading experiences to supplement the research and independent study in which facts were needed and materials were used, but in which books were not necessarily circulated or borrowed. Consequently, scheduling by appointment was encouraged.

The Ford Foundation grant ended in 1965. However, Project Discovery began in 1964 at our largest elementary school when Britannica Films made available a thousand film strips and five hundred 16 mm. films in one school. Bell and Howell put a self-threading film strip and a film projector with a cart in each classroom where a 70-inch projector screen was also installed. The materials have increased to seventeen hundred film strips and seven hundred films since 1964. The materials are housed in a former storage room adjoining the library; a door was cut through one wall so that it became a part of the library. The purpose of the project is to see what happens to learning and the curriculum in one school when an abundance of materials in addition to books is available. A progression has been noted in the use of materials from looking at complete films and film strips at the novelty stage to more discriminatory use of a few frames of a film strip and parts of a film as they relate to a lesson. These materials are also available for home use by students and faculty.

The elementary school program has forced the secondary schools to change their facilities and to include multi-media. One junior high has removed a wall to make possible a listening area, which was all that space limitations would allow. The other junior high has converted the two conference rooms to listening and viewing areas. The high school has doubled its floor space, added conference rooms, a workroom, some records and film strips, and a tape deck, and some of the study carrels have been wired for sound.

The program in the secondary schools is quite different from that in the elementary schools. The junior high has orientation classes for new students, gives book talks at teachers’ requests, teaches library skills according to need, and introduces reference and special materials when class assignments make this meaningful. Subject and special bibliographies are made on request and as needed.

The high school library provides seating for a hundred and fifty, which includes twenty-nine carrels for individual study. There are also two seminar rooms which may be used for individual study, library instruction, college conferences, or by teachers wishing to bring classes for library materials or a television program, or to listen to
tapes. A special collection contains eight hundred college catalogs, directories, guides, scholarship information, and college profiles. Several newspapers and a hundred and thirty-five magazines are received regularly, and a five-year file is kept for reference. The vertical file consists of forty-eight drawers containing clippings, pamphlets, pictures, and transparencies. Filmstrips and records are available for information about some fifty colleges.

Materials, equipment, and services are provided by the Instructional Materials Center in a room adjoining the library, extending the scope of service which the library can provide to the professional staff and student body. The primary function of this Center is to provide films, magnetic tapes, transparencies, records, filmstrips, flat pictures, slides, and copies of materials, together with the equipment necessary to utilize them; it also schedules and orders films, tapes and filmstrips for staff use.

A listening center for tapes and discs and two foreign language stations are available for individual student use. There are one disc and four tape players which feed into twelve listening carrels located in the library. A student uses earphones to listen to tapes or discs on file in the library; tapes are made from lectures given by teachers in certain classes, and tapes and discs from outside sources are also available.

Most of the libraries at all levels are basically multi-media equipped, but there is also a district teaching media center, which is a separate department and not part of the Library Services Department. It houses films, tapes, transparencies and educational kits. Supplementary materials are available from this center as needed. The center assists in pre-viewing, selecting and evaluating audio-visual materials; classifies and catalogs them; provides for booking, scheduling and distributing of materials and equipment; takes care of repairs; produces transparencies, tapes, and slides; dry mounts and laminates flat pictures; and conducts workshops and in-service programs in the use of materials and equipment; production of materials and operation of equipment.

One of the librarians’ most important functions is the selection of materials. Ten regular monthly book meetings are held each year and are invaluable in helping to select books according to curriculum needs of the school system. The coordinator each month sends at least fifteen books to each elementary librarian, twenty-five to the junior high and often more than eighty to the senior high librarian. Li-
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Brarians seek the help of teachers, curriculum specialists and students to evaluate at all levels. At the high school the librarian sends curriculum materials to department chairmen who distribute titles within the department for evaluation. Something is said about every title on the monthly mimeographed book review list, which also becomes the order list for each library. Board members, administrators, principals, library school students and guests from other school systems have attended and find these meetings most practical, helpful and enlightening.

Perhaps the greatest difficulty in the Shaker Heights program is that the secondary schools do not have the variety or quantity of audio-visual materials in their libraries which are available at the elementary level. A start has been made, but space limitations in these larger schools have made progress slower than anticipated.

The improvement of the total library program during the past five years has been accelerated by participation in special projects which gave outside financial aid to three elementary schools. As they developed and improved program, staff and physical facilities, the other schools were not satisfied with their existing standards. Librarians, principals, parents and students wanted the richer, more varied type of program developed in the project schools, and their voices were heard.

All the schools required physical change and renovation to make room for the audio-visual materials formerly housed elsewhere in their buildings. All schools but one have increased their floor space for listening and viewing areas, research and study areas, and teaching areas for library instruction. Emphasis on independent study has caused the card catalog to be used more than ever before; consequently, many existing catalogs were rearranged with the drawers spread out horizontally instead of stacked in the usual vertical arrangement.

All these developments have been helped by a sympathetic and cooperative board of education and administration, which have provided for growth and expansion more speedily than could have been predicted. Future goals include additional staff, both professional and clerical, and more budget and more space in some schools. The attainment of ALA-recommended quantitative standards is most desirable but a larger concern is an exemplary qualitative program. The Shaker Heights school district is making sincere efforts in that direction.
MILDRED L. KROHN

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The Fulton County, Georgia, Program

VIRGINIA McJENKIN

MORE THAN THIRTY YEARS AGO the school administrators and patrons in Fulton County began to demonstrate their "belief in the right of every boy and girl to have the pleasures, the understandings, and the experiences that come from sharing the best in the recorded impressions and expressions of mankind." These leaders recognized that library service within the local school is an essential part of a well-rounded educational program.

The first concerted impetus came in 1935-36. At that time the problem was how to establish school libraries in a county which was spread over 541 square miles; which contained eighty-five elementary schools, and seven senior high schools; which included every type of school from a one-teacher, remote rural school, to a large urban senior high school in the wealthiest residential section of the community; where the financial resources were exceedingly limited; and where the two professionally trained librarians were already serving the three largest senior high schools. The organization and development of central secondary school libraries had begun in the early thirties. In the spring of 1935 a sizable sum of money made available from the sale of rental textbooks, and the first state library matching fund stimulated the selection, acquisition, and organization of library book collections for all of the elementary schools.

From that beginning in 1935 there have been many changes in size, organization, and program. There has been annexation of some schools into the Atlanta school system, consolidation of small schools, expansion of library staffs on the central department and local school levels, continuous increase in financing, and constant growth.

The high school librarian who had served as part-time supervisor became the full-time director in 1942; she was given the responsibility for the supervision of all library activities in the elementary and

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secondary schools of the county. The first full-time professional elementary librarians were appointed in 1948. Today, in 1967, forty-three trained librarians and eight clerical assistants serve fifty elementary schools, twenty-two trained librarians and twelve clerks serve fifteen secondary schools, and two librarians and one clerk serve two small twelve-grade schools. In the central library department there are five professional librarians, including the director and administrative assistant, and five clerical assistants.

In 1935-36 the total library budget was $5,550. The budget for library materials in 1965-66 was $225,000. Currently the average number of books per child county-wide is thirteen; and recordings, filmstrips, microfilm, pictures and other newer media are being included in local school library collections. In the central audio-visual department under the supervision of a professionally trained director and a staff of five clerical assistants films, filmstrips, tapes, art reproductions, and cross-media kits are housed and circulated to all schools. The audio-visual department has a separate budget for these centrally housed materials, but the directors of the two departments often pool resources to provide a maximum number and variety of materials for all collections.

The foregoing facts and figures tell one part of the story, but not the most important part. In 1935 the system set as its aim, “that each school library shall not only be the workshop for the exercise of study habits and skills, but that it shall become the source of intellectual inspiration for each boy and girl using it.” Slightly different words might express present-day aims but basically the goals are the same—to support and undergird the total educational program of every boy and girl in Fulton County. In striving to achieve these goals, all persons concerned with the library program have emphasized:

1. In-service programs for teachers and librarians which stress selection, knowledge, and use of all types of library material; and,

2. The place of the library in all curriculum activities. Its role is manifold: it helps children and young people acquire the necessary library skills which will make them proficient users of library materials, it seeks a way to plan interrelated library-classroom activities, it supplies fluid collections of print and non-print materials to classrooms and departments, it identifies special needs of individual children and young people, it helps children and young people acquire and develop listening and
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viewing skills, it encourages them to pursue independent study related to classroom activities and individual interests, and it helps them to love reading and to read critically and extensively.

A quotation from Standards for School Library Programs provides the criteria for judging the quality of the library program in the Fulton County Schools: "The most important part of the library program is the work with students and teachers, those activities and services that make the library an educational force in the school."

What physical facilities, staff, materials, and services are available to implement quality library service?

All of the schools have attractive, well-equipped library quarters which include a reading area, story-hour area (in elementary schools), work, office, and conference areas. In addition, newer library quarters have carrels, and listening and viewing stations for independent study; reference rooms; storage spaces for all types of media; and a teachers' workroom especially designed and equipped for professional study and preparation of classroom materials. The designs of library quarters have changed from simple rectangular spaces to a complex of spaces to provide for effective use of all types of instructional materials.

The central library department is housed in a recently constructed functional services building. The physical quarters for the department were planned to include space and equipment for centralized services to all schools, for the ordering of all library materials, and for the cataloging and processing of some books, including those for new schools, and all non-book materials. Space was provided for an extensive collection of professional books, periodicals, and bulletins used by teachers, principals, librarians, curriculum directors and other specialists. This space was arranged to facilitate advisory and consultative service in the selection, purchase, and use of all instructional materials. Space was also provided for an examination center in which review copies of new books from approximately sixty publishers are housed.

The seventy-two librarians meet state certification, which includes certification for teachers plus special requirements for professional preparation in library science—twenty-nine holding fifth- or sixth-year certificates, and forty-three holding four-year certificates. Nine in the latter group are enrolled in a graduate program. These librarians are providing leadership on faculty teams in expanding and enriching the total instructional program. Their duties range from
those of teacher to those of specialist, department head, and administrator.

Full-time clerical assistants in all secondary schools and part-time clerical assistants in eighteen elementary schools assume responsibility for many essential routines, and thus release the professional librarians for service to students and teachers.

Student library assistants in both elementary and secondary schools render important service to their schools and at the same time gain valuable training and experience in the use of library resources. At the elementary level, the assistants are selected from each grade group and serve as the liaison between classroom and library. On the secondary level, students have the opportunity of participating on the library staff by electing Library Education. Many of the student assistants are active in and assume leadership in the district and state student library assistant organizations.

Adult volunteers render valuable service in many schools under the supervision of the professional librarians. They assist in processing materials, perform routine tasks, serve as library chairmen in the Parent-Teacher Association, and in two secondary schools are responsible for providing extended library service during several evenings each week.

As indicated earlier, substantial financial support from local and state tax funds is available for the purchase of library materials. An established formula is used to provide capital outlay funds for basic book collections for new schools. The selection, acquisition, and cataloging of these collections is begun two years prior to the opening of the schools. Regular allocations for library materials in each eligible area are made from National Defense Education Act, Title III funds. All funds appropriated under Title II of the Elementary and Secondary Education Act are used for library materials. The average per pupil expenditure budgeted for library materials for 1966-67 was $5.80.

Local school book collections meet regional and minimum national standards; and all schools have collections of periodicals, flat pictures, recordings, cross-media kits and filmstrips. Experimentally, slides, loop films, tapes, microfilm, transparencies, and three-dimensional art reproductions are being placed in selected school collections. These collections with their varied form, content, and level of appeal are changing the libraries into true instructional materials.
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centers, and they are assisting in meeting the curriculum needs and individual interests of students and teachers.

The administration of the total library program emanates from the central library office under the supervision of the library director. The library director, in cooperation with the finance director, and the administrative assistant in the library department, prepares and justifies the budget. The library director, the administrative assistant, the purchasing agent, and a designated member of the board of education prepare and negotiate contracts for all purchases. The administrative assistant in the library department coordinates library orders and expenditures for the central department and for all schools. Orders for library books, periodicals, bulletins, audio-visual materials, supplies, and incidental equipment for all schools are placed through the central library department.

One professional librarian prepares the orders for new school collections, directs the cataloging and processing of these collections, and works with the librarians when the schools open; a second professional librarian is in charge of the ordering, cataloging, and processing of materials for the professional library; and a third professional librarian catalogs all materials processed through the central department.

A modified type of central cataloging and processing is provided for library materials for all schools. The processing and adapting of printed catalog cards for books purchased by established schools is done by the local school library staffs. Multiple titles purchased under NDEA, Title I, or Title II, are cataloged and processed in the central department. Printed catalog cards are purchased from the Georgia State Cataloging Service, H. W. Wilson Company, Library of Congress, and/or Bowker Company for all libraries. Sets of locally made catalog cards needed in quantity are reproduced in the central department for all schools. All recordings, filmstrips, slides, tapes, kits, flat pictures and realia are cataloged and processed in the central department.

The library program in each school and county-wide has expanded because of planned efforts on the part of the system administration to provide functional physical quarters, adequate staff, and well-rounded collections of materials; but this program has grown in depth because of improved services, and experimental activities undertaken cooperatively by pupils, librarians, other teachers, and

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administrators. Library service has spread beyond the four walls of the library quarters.

In-service experiences for librarians and other teachers are the "key" to some of this growth. Descriptions of some activities illustrate this aspect of the program:

1. Orientation meetings are held for teachers new to the system to explain available library services on the local and system level.
2. In-service reading courses are offered by the library director in the use and knowledge of library books in specialized curriculum areas.
3. Regularly scheduled meetings are held with all librarians and are planned to provide stimulating professional experiences.
4. All librarians participate in a well-established plan to read and evaluate continuously the new books which are sent to the central department examination center by approximately sixty publishers.
5. Provision is made each year for all librarians to spend two full days examining new books before placing book orders.
6. Sessions are arranged in which the audio-visual director displays and demonstrates new audio-visual equipment and new media.
7. With the full approval of the administration, librarians are encouraged to attend state, regional, and national professional meetings.

An experimental program which has been made possible through Federal funds is an extension of regularly planned in-service activities. The system proposal for a grant under Title III of the Elementary and Secondary Education Act of 1965 was for leadership development on the secondary school level to improve instruction. This grant was approved and the program is in its second year of operation. Basically the grant provides funds for additional personnel to release subject department chairmen from teaching for approximately one-third of the school day; for salary supplements for department chairmen; for consultants, additional professional materials, and professional personnel on the system level to assist in in-service sessions; and for visits by department chairmen to exemplary education programs.

The library program is an essential part of this project. The head librarian has been designated as a department chairman; a second person has been added to each school library staff to release the library department chairman to work with all subject area chairmen.
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and teachers, and to participate in in-service activities; outstanding library leaders have served as consultants for library department workshops; and selected groups of library department chairman have visited schools in which experimental library programs are in operation. On the system level there has been extensive use of professional materials by all subject area departments in workshops and departmental meetings. The first evaluation of this project indicates that it is more than fulfilling the objectives that were set up in the proposal. Its effect on the secondary school library program has been phenomenal. Increased service to teachers and students; more cooperative planning for selection, use, and evaluation of all library materials; unusual arrangements for classroom and resource center loans; regularly scheduled teacher-librarian conferences; experimental arrangements for instruction in the use of library resources; broadened understandings in staff utilization; and critical evaluation of non-print materials—these are a few of the tangible results.

Recently elementary school teachers and librarians have been re-examining library schedules. As the work loads of elementary school librarians have been lightened, it has been possible to arrange for blocks of unscheduled time and to allow more frequent book exchange time. Some schools still have regularly scheduled library periods; but many schools are trying out different plans—a completely unscheduled program in the fourth through the seventh grades; large blocks of time for sixth and seventh grades; large group instruction on grade levels to make time available for small groups and individual use; and an alternate weekly schedule which permits free use of the library in all other open periods each day. These variations in schedules place more responsibility on classroom teachers to plan meaningful library experiences, but they mean also that richly rewarding experiences related to classroom instruction are resulting and that more guidance is being given to individual pupils. The leadership of the principal is one of the most important factors in these changes in library schedules. As a result of more flexible schedules, regularly scheduled teacher-librarian conferences have evolved in several of the schools.

The standards and the evaluation procedures of the Southern Association of Schools and Colleges have influenced the development of library services in Fulton County. Notably, the recent self-study in which all elementary schools have engaged in preparation for accreditation by the association stimulated extensive professional
reading by all school faculties and increased the services which local school librarians rendered to teachers. The school and system level reports revealed forcefully that the library program is interrelated with the total educational program; and at the same time, these reports offered opportunities to examine beliefs, strengths, and needed improvements in all elements of the library program.

At this point, it seems appropriate to consider the effect of supervision on the development of the school library program in Fulton County over twenty-seven years.

Writing in *Library Trends*, Mae Graham delineated the value of county-wide supervision in this way:

> The benefits of the county-wide system are administrative, instructional, and economic. Each unit has a single board of education to make policies and a single superintendent to carry them out. Policies apply equally to large and small, urban or rural schools. Supervision can be provided more easily and economically for all schools, even the small ones. The principal economic advantages are that there is a broader tax base on which to operate, and the purchasing of supplies and materials can be consolidated.

> The school library program profits accordingly. Policies, standards, and practices for school library development for all schools in a system can be discussed with one superintendent and board of education staff.4

All of the above benefits have been evident in the development of the Fulton County program. Specifically, concern on the part of the superintendent and instructional supervisor, and enthusiasm and cooperation on the part of patrons led to early recognition of the need for a supervisor to whom the board of education could delegate administrative responsibility for school library development. Another factor that has contributed to the successful development of a program has been the continuity in supervision over the years. There are more tangible advantages to the system: (1) library quarters are planned in line with uniform specifications, (2) central purchasing results in substantial savings, (3) the local collections of library materials are more carefully selected, (4) central cataloging and processing of many materials gives the librarians more time to work with students and teachers, (5) the libraries in new schools are ready for operation upon the opening of the schools, and (6) the morale and professional attitude of the librarians is very high as a result of learning and working together under the guidance of a supervisor.
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Many of the descriptions used in telling the "Fulton County Story" point up the fact that school library supervision is a leadership service, and that by assuming definite leadership responsibilities, the supervisor can provide vitality, economical coordination, and less duplication in the total program. In summary, these leadership responsibilities include:

Interpreting the need for school library personnel; identifying and recruiting library personnel; providing orientation and in-service experiences for librarians and other teachers; preparing budget requests; planning school library quarters and equipment; encouraging experimental programs and action research; coordinating library services with the programs of all departments; providing guidance in the selection and acquisition of all library materials; administering all centralized services, including the professional library and centralized cataloging; preparing pertinent reports; participating in community projects relating to the library program and the school system; coordinating the school library services with other library agencies; and evaluating the effectiveness of the library program.

Conscientious assumption of these major responsibilities contributes to the improvement of the quality of school library services; and it fosters the concept "that a strong central library serving as an instructional materials center is the keystone of quality education in each school, regardless of size or organization of the school." 5

References

The Lansing, Michigan, Program

MILDRED L. NICKEL

The Board of Education of the Lansing School District, the administration, the teaching staff, and indeed the entire community, believe that quality education requires a library and a program of library service, directed by a trained librarian, in every school building. More than twenty years ago central libraries were established in the elementary schools; there were already well-established programs in the secondary schools. In the intervening years a library has been included in each new school building, and space has been found for one in every school which has been annexed to the school district. Starting with a small staff and a supervisor, the program has now grown to a staff of fifty-four trained school librarians and a director.

The preceding statements are but one reason why Lansing has an excellent school system and why the community is a good place in which to live. Strategically located in the center of the southern part of the lower peninsula of Michigan, Lansing is easily accessible to all parts of the state. In addition to being the state capital, it has many industries; many of them are automobile suppliers to the General Motors plants—notably Oldsmobile—in the city. It is also in the immediate area of one of the nation's leading institutions of higher learning, Michigan State University. The city has also shown remarkable growth in recent years as a shopping center for a tri-county area.

For the school year 1966-67 there were fifty-eight public schools in the Lansing School District, which extends beyond the city limits. There were fifty elementary schools with an enrollment of 18,969, five junior high schools with an enrollment of 6,758, and three senior high schools with an enrollment of 5,847, making a total enrollment of 31,574 students. There has been a steady increase in enrollment

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since the school year 1961-62, when the total enrollment was 26,500. The increase has been due in part to the annexation of small districts in the suburban areas, but the city itself has shown gradual population growth.

The Department of School Libraries is a part of the Department of Instruction, and the Director of School Libraries is directly responsible to the Assistant Superintendent for Instruction. The Department of Instruction includes the directors of the following departments: elementary education, secondary education, adult education, pupil personnel, curriculum development, special education, and school libraries. A member of the staff of the College of Education of Michigan State University also meets with this group, serving as a consultant. The staff meets twice a month; its major function is to coordinate all phases of the instructional program. The Director of School Libraries also attends all meetings of both elementary and secondary principals, as well as the meetings of the general administrative staff.

The duties and responsibilities of the Director of School Libraries are as varied and numerous as time and energy permit. In addition to directing the total program, there are many facets of supervision included. A major part of the time is spent, for instance, in visiting the schools—not as an inspector, but to keep abreast of what is going on, to discover needs, to offer advice when needed, and to evaluate personnel. These visits are usually unscheduled, although many times they are the result of a request from the principal and/or the librarian, whose usual question is “How can we do better?” or “May we try something different?” Experimentation is always encouraged. Supervisory functions also include the holding of five regularly-scheduled staff meetings a year and the taking of time to listen to and talk with individuals concerning professional (and sometimes personal) problems. Staff leadership and professional growth are encouraged, and these supervisory functions are excellent ways to discover individual strengths and weaknesses.

Operational, or housekeeping, matters are many, necessary, and sometimes time-consuming. The budget must be spent; the orders must be consolidated and sent to vendors; furniture and equipment must be replaced periodically; libraries for new school buildings must be planned, equipped, and stocked with materials; inventory records must be kept; needed supplies must be furnished for each library; applicants must be interviewed; staff assignments must be made. The
list at times seems endless, but these activities are placed in their proper perspective when they are seen as a means to an end, and that end is the very best program of library service possible.

A central technical processing department is an invaluable adjunct to the school library program. The Director of School Libraries serves only in an advisory capacity to that department, however, since it also serves the Lansing Public Library, which operates under the direction of the Board of Education. In other words, it serves all school and public libraries in Lansing, including the local community college. Two-thirds of its work, however, is for the school libraries. Services received from this department include: sending out of all purchase orders; receiving and checking invoices; classification and cataloging; complete processing; and maintaining of union shelf list and author files. An addressograph machine is used in duplicating catalog and shelf list cards; the plate is also used for putting needed information on the book card and the book pocket. Major mending is also done in this department, and all materials are sent to the bindery from here. Weekly delivery is made to each school, with all materials ready to circulate when they arrive in the school library. The school librarian files the shelf list and catalog cards in that school’s files. The services of a graphic artist are also available to all libraries: pictures are mounted here, and small signs are printed.

With a staff of trained librarians, and a belief that each school serves a unique faculty and student body, in the Lansing schools new materials are selected by the staff of each school. There is no book selection committee and no one list of recommended books. Current and basic book selection aids are available in each school library. In addition, a book evaluation center, consisting of review copies from publishers, is maintained in the Department of School Libraries, and librarians examine these and use them as another basis for selection. New books are ordered then only if they have been favorably reviewed or evaluated in one of the standard aids or if they have been personally examined by the librarian or by a teacher; this source must be noted on the order slip.

Orders for regular budget materials are placed five times a year: new ones in October, December, April, and June; duplicates and replacements in February only. This schedule has been established after experimentation and much staff discussion, and it seems to be working well. In addition, NDEA and ESEA materials are ordered when the money is made available. Two-part order slips are typed
in each library, with the carbon copy being retained there for the outstanding order file; the original is sent to the Department of School Libraries office. Here all orders are then consolidated, and a six-part order slip is typed for each title. These, with the purchase order, are turned over to the order clerk, after the Director of School Libraries has decided on the vendor. A file of the original slip received from each school is maintained in the Department of School Libraries office, arranged by purchase order number. This serves as a check on errors in copying bibliographic information from the source, and these slips are kept only until the materials have been received. Another file is kept, arranged alphabetically by author, of one copy of the six-part order. This is used as a check on errors made in the technical processing department, as well as a help in selecting the vendor, since previous practices can be a guide.

As stated earlier, there is a central library in each school, and each school is served by a qualified librarian. "Qualified" in Lansing means a teacher's certificate and a minimum of a minor in library science. Applicants with master's degrees are given preference in employment; others are encouraged to take advantage of graduate extension courses offered in Lansing by the School of Librarianship of Western Michigan University or to obtain graduate work elsewhere. At the present time approximately half of the school library staff do have master's degrees.

In the elementary schools there is one full-time librarian in each school with five hundred students and/or twenty classes; in the smaller schools a librarian is assigned to two schools. There are two librarians for each junior and senior high school; if the enrollment is larger than two thousand, an additional librarian is provided. During the school year 1966-67 there were fifty-four school librarians, including four who have been employed under Title I of ESEA. These four work half-time in the Lansing elementary school libraries and half time in the local parochial school libraries. Non-professional help is provided as the need arises and as the budget permits; it may come from co-op students (high school seniors who attend school for half the day and work for the other half), pages, or adult clerks. A roster of school library substitutes is maintained, and these are assigned by the substitute office of the school district, as are regular teacher substitutes, in case of an absence. Assignments are made by the Director of School Libraries, with the approval of the school principal. Requests for transfer are honored if approved by the principals involved,
and each librarian is given the opportunity to ask for a change of assignment each year.

There is at least one school librarian on each of the system-wide curriculum committees. All members of the steering committees are volunteers. In most subject areas there is one committee for the elementary schools and one for the secondary. These committees meet at least once a month during the school year, and periodically the school librarians report to the entire library staff on their activities. In this way each is kept up to date on such matters as textbook adoption, changes in present curricular offerings, and pilot programs and new offerings.

The program of library service in each school is organized to meet the needs of that particular building. There are some few general procedures and policies which are followed by every school library, but the program itself will vary from school to school. The following policies are representative of those which relieve the librarians of some traditional routines and give them more time to spend with the children and teachers:

(1) No fines are charged for overdue books. Instead, a program of good citizenship is carried on throughout all grades, and students are taught respect for public property. Replacement costs are charged, however, for lost or damaged materials.

(2) Circulation records are not kept. It was found that no one had ever asked for this information, and permission was granted to discontinue collecting it. There was uniform agreement that the number of books going out the door is no valid criterion for evaluating a program; the need now is to find qualitative criteria.

(3) A yearly inventory is not taken in the individual school libraries. A record of additions and withdrawals is maintained by the technical processing department, and the Director of School Libraries keeps this record on file.

(4) No library is ever closed while school is in session.

Other general policies which relate to the librarian and his work with the child are:

(1) The program extends from kindergarten through the twelfth grade. Kindergarteners come to the school library from the beginning of their school experience and are encouraged to take books from the library for their parents to read to them.

(2) There are few restrictions on the number of books a child may
take from the library at any one time. In most cases he may take as many as he needs.

(3) Instruction in the use of the library is given informally in all grades. Many techniques and many audio-visual materials are used, but there are no formal lessons with answer sheets. Current interests as well as current instructional programs are used as a starting point for some kind of what might be called "quickie" instruction. The librarians try, especially in the upper grades and in the secondary schools, to have a concentrated program of instruction just prior to a special project or a term paper. Each one uses his own ingenuity and creativity in presenting the material necessary to make the child a user of books and libraries.

In most elementary schools the library program has been one in which a strict schedule is adhered to, with each teacher bringing his class to the library at a given time and day each week. With the increase in staff and the adoption of a policy that each librarian should serve approximately five hundred students, it has been possible to broaden the program and provide what some teachers at first called "free time" for the librarian—time when there is no class on the schedule. They have since learned that this is the time when students may come to the library individually or as groups and the librarian will be able to help them with specific problems or needs. It has now caught on so well that many librarians find they have no time at all which could be called "free." Experiments in flexible scheduling are now being carried on in several of the elementary school libraries; they are being carefully watched and evaluated. It has been found that some teachers are reluctant to change their habits, but with a little patience on the part of the librarians it is anticipated that the advantages and values of a flexible program will outweigh the objections of these few teachers.

Secondary school libraries are used by class groups and by individual students. Teachers bring their classes to the library as the need arises, and they arrange for the visit ahead of time, informing the library staff of the purpose of the visit in order that materials will be available. Most of the libraries can accommodate two class groups plus individual students at the same time.

All school libraries now have facilities for housing and circulating all kinds of non-book materials, in addition to the traditional books, magazines, and pamphlets. Many of these libraries are functioning as materials centers in the broadest sense; others do not have the neces-
sary space requirements. New buildings, however, are being planned with functional quarters. At the present time each secondary school has an audio-visual coordinator who has some released time from teaching assignments. In the elementary schools with full-time librarians, the librarian serves as the media specialist. There is also one teacher who assists all schools in their instructional media programs, and he makes it a point to visit the librarian each time he is in a school, to see if any help is needed.

Audio-visual equipment is available in every school. In most schools this equipment is housed in the library quarters if there is ample space. Title II has now made it possible to provide the materials, or "soft ware," in the school libraries to use with this "hardware." The fact that the teachers were involved in selection has assured their use, which is gratifying.

There is a central Audio-visual Department for the school district, housing and circulating materials which it is not economically feasible to place in all schools. This center also maintains all equipment used by the schools. The consultant in audio-visual aids and the Director of School Libraries work together very closely in coordinating the media program, with regular consultations and cooperative planning. One specific evidence of this cooperation can be seen in the placing of film strip viewers, record players with multiple earphones, single-concept film projectors, and study carrels in the elementary as well as the junior and senior high school libraries. Quarters in new school buildings are planned jointly by these two departments; a final name for these new quarters has not been decided on as yet, but they will be the center for all instructional materials and equipment, not just a library or an audio-visual center. At this point it is felt that the name is not as important as the developing of a functional program.

For the school year 1960-61 the budget for the purchase of library books was $1.00 per pupil. It has been steadily increased each year until, for the school year 1966-67, it is $4.85 per pupil. This figure includes the amount received from ESEA. From local funds alone it is $3.28. In addition, separate allocations are provided for the purchase of magazines, supplies, furniture and equipment. More than half the school libraries have more than ten books per pupil; the average is a little over seven. Weeding takes place constantly, in order to assure an up-to-date collection in good condition.

The present program of library service is above average; in fact, it is far superior to that in many school districts. But there is still
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much room for improvement. The immediate needs might be identified as:

(1) Increased budget. There is never enough money to buy all the materials needed or to keep up with current publications. Special programs, such as team teaching and the ita (initial teaching alphabet) reading program, make special demands on the resources over and above the regular needs.

(2) Increased staff. Great progress has been made in providing librarians for the schools, but it is hoped that in the near future the standard of one librarian for each three hundred students can be met. Additional non-professional help is needed also—clerks, technicians, or paraprofessionals, and the aim is to have one for each forty teachers.

(3) Adequate facilities. Most existing school buildings were built with no provision for adequate space to house instructional materials programs. Remodeling will be necessary if they are to have functional programs.

(4) Programming. An acceptance of the flexible scheduling program is needed in all elementary school libraries.

Looking into a crystal ball is exciting, but planning and dreaming for the future are equally so. It is highly possible that within the next few years there will be, in Lansing, a central source for the selection of video and/or audio programs and electronic facilities to provide easy access to materials from other schools or agencies in the area. One high school now has a closed-circuit television program; this will in all probability be installed in the other secondary schools. Microfilming of all types of materials will appear in the school libraries. Electronics is here to stay; let us hope that its use will be to improve learning and teaching.
The Broward County, Florida, Program

FRANCES S. HATFIELD

Gaul was divided into three parts, but Florida is divided into 67 counties. Each of these counties has a school system under one superintendent and a single school board. Broward County, with 90,000 pupils in 102 public schools, is one of the larger school systems in the state.

The Materials Center concept of the library has been a vital part of the philosophy of schools in Broward County for a number of years. To us, the connotation of the term “library” encompasses all types of instructional materials, making our libraries resource centers for all areas of the curriculum. The school library, in addition to books, magazines and vertical file materials, includes filmstrips, slides, recordings, flat pictures, maps, globes, models, realia, microfilm and single-concept films that can be organized and made available to all students and teachers.

In 1947, a need was felt to have a county center that would provide additional instructional materials which each school could not have in its own collection. At that time, the County Materials Center was started with a few films and professional books. This Center has grown until it now contains a large professional library of books, journals and curriculum materials; a film library of over 2,400 reels; some filmstrips, slides and recordings to supplement those in the collection of the individual schools; a collection of mounted and framed art prints; and a collection of science models for elementary school use. The collection of materials in the County Materials Center is used extensively by teachers in all schools. This use is evidenced by the circulation figures for the 1966-67 school year: 29,156 film bookings and 5,100 professional books circulated.

These figures do not include the many films circulated for preview by county staff and teachers or the many users of professional jour-
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nals, both current issues and back issues on microfilm. A factor that contributes greatly to the successful circulation of materials from the county center is the daily delivery service to all schools. This interschool delivery service is operated by the Maintenance Department using three trucks that run on a regular daily schedule to all schools for delivery of all school mail from county offices. The Materials Center also circulates all materials through this service. Schools order materials by written request forms, call in their requests, or come in person to the Center to pick up materials.

A processing laboratory is an important part of this Center. It catalogs and processes library books for all schools and handles all non-book materials purchased for schools through ESEA, Title II funds. In order to realize the quantity of work done for the schools by this service it is necessary to look at the statistical records. During 1966-67, 92,802 books and 6,528 pieces of A-V material were processed. This processing includes handling of the original orders as sent in by the school, receiving the material and checking the packing slips and invoices, ordering printed catalog cards or preparing them, and cataloging and preparing the book itself for circulation. When the school receives the books or other materials the librarian only needs to file the cards and place the material in circulation.

Two years ago a new service was added to the County Materials Center, a graphics laboratory. This laboratory contains several kinds of equipment for making transparencies. Facilities include drawing boards, lettering sets, bulletin typewriters for making the originals, and dry-mounting presses for mounting pictures and laminating materials. A Line-O-Scribe machine for lettering signs has proved to be very popular with teachers and librarians. Facilities for printing and developing film along with the services of a photographic technician have encouraged teachers to make their own slides and filmstrips. A tape duplicator that makes four copies at one time has been a boon to many teachers, particularly in the foreign language area. The librarians and teachers can use these facilities to prepare their own instructional materials or the staff of the Center can provide these services for them.

In Florida, textbooks are furnished by the state, and in Broward County, they are distributed by a textbook manager who is a member of the business division of the school system. The special area supervisors are responsible for working with the principals and teach-
ers in making the textbook selections. The County Materials Center has no responsibility for handling textbooks.

The staff at the county level has more than doubled over the last few years. The service began twenty years ago with one supervisor of instructional materials who had responsibility for the library and audio-visual services. The professional staff now consists of a supervisor of instructional materials, a consultant in elementary library services, two audio-visual librarians, and a coordinator of the processing laboratory. They all work under the director of learning resources who also supervises the educational television division. Auxiliary services to operate the Materials Center and serve the professional staff consist of two secretaries, four film library clerks, a photography technician and twelve clerk-typists in the processing laboratory.

The county staff listed above attempts to serve a variety of needs. The supervisor of instructional materials is responsible for the services of the County Materials Center; helps to direct the work of the other professional staff members as they work with the schools; is coordinator of ESEA, Title II and of NDEA, Title III; and works with school architects in planning new buildings.

New trends in instruction found in Broward County Schools, such as non-graded schools, team teaching, use of instructional television, and foreign language at the elementary level have made greater demands on the resource centers both at the school and county levels. Increased use of these resources points up the importance of the library as a learning laboratory and the need for students and teachers to be skilled in library use. Greater use has also increased the responsibilities of the media specialists on the county staff in working with librarians and teachers in the schools and with other county supervisory personnel and administrators.

The elementary consultant and the audio-visual librarians work with the school librarians, individual teachers, and faculty groups in improving the effective use of all types of instructional materials. Continuous in-service activities for librarians, administrators, and teachers are planned as needed to implement the growth of the instructional program. This in-service educational program has included a series of workshops to acquaint teachers with new equipment and media and with effective ways of using the new materials in instruction. Area coordinators and general supervisors work with the library and audio-visual consultants in these workshops.

Each school in the system has at least one full-time certified li-
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brarian. Elementary schools with over 950 pupils, of which there are ten, have two librarians each. The secondary schools are presently on a formula of one full-time librarian or media specialist for each 750 pupils or one hour (1/2 unit) of service for each 150 pupils. There are plans to increase this service at all levels to one full-time unit for each 500 pupils. Where there is more than one person in a school, the positions are filled by staff with complementary competencies in the media field. In addition to the professional staff, each secondary school has a library clerk and plans are being made to add clerks in elementary schools as funds are available.

With over 150 professional media specialists working in the system, a very active county association has evolved. The county staff works with this group in promoting professional growth and participation in the activities of the Florida Association of School Librarians and the Florida Audio-Visual Association. Memberships and participation in the American Library Association and the Department of Audio-Visual Instruction are encouraged and promoted. The school system is cooperative in granting professional leave for attendance at both state and national professional meetings.

The elementary library program has been extended to serve students and teachers in the summer enrichment program. This summer program offers many opportunities for reading guidance. The academic reading program is made available along with the regular summer library activities which include both public and non-public school children in the community. Eighteen elementary schools in culturally deprived areas which are a long distance from the public library have after-school library programs. These school libraries are open two hours, four afternoons per week. A librarian and teacher-tutor are available to assist pupils with homework assignments, research work, and to give guidance and supervision in reading. Storytelling, story-reading, and book talks are a part of the extended library program. On occasion, resource persons from the community come in to present puppet shows and special story hours. Book, filmstrip, and record collections have been strengthened in these schools. Both the summer and after-school elementary programs are coordinated by the elementary library consultant, assisted by one of the audio-visual librarians.

Broward County schools operate with the philosophy that the first consideration in the selection of instructional materials is the need of the individual student. A written selection policy has been adopted and, since there is a professional librarian in each school, the matter
of specific selection is the responsibility of this librarian and the teachers in the individual school. The county staff is available for consultant services to librarians and teachers in the selection of materials for school purchase. The only selection of materials by the county staff is that involved in orders for new schools, for the selection must be made before the school staff is employed in order to have the basic collection ready when the school opens. The county staff is also responsible for the final selection of materials such as films and professional material for the County Materials Center collection. This is done after teachers and subject area supervisors have evaluated the materials.

As in all large school systems, it is necessary to coordinate the ordering of certain materials and supplies. This coordination is done by the county supervisory staff. An annual discount bid is taken for the purchase of the major portion of the library books. Bids are also taken for the purchase of magazines and certain kinds of library supplies. The orders for the materials along with orders for all other instructional materials are cleared through the office of the Supervisor of Instructional Materials. In monthly meetings with the librarians, the county staff works cooperatively on the administrative problems of operating the school materials centers. Help is given in organization of materials and services, selection of materials, working with students and teachers, and other in-service training as the need arises. County level supervisors in other areas are invited to these meetings at various times to serve as resource people. State department consultants are used as often as possible and other professional consultants are brought in from time to time. In addition to these monthly meetings, the county staff plans one full-day workshop for all media personnel during the pre-school planning period.

In a fast-growing school system the growth itself causes problems in the materials area. Problems of not enough staff, overcrowded quarters, and shortage of materials are continuous from year to year and never seem to find permanent solutions. Long-range plans include bringing library quarters in all schools up to the ALA Standards. By using some funds from Titles I and II, ESEA, a demonstration center is being established at one elementary school. This library will be set up to meet all ALA Standards and reach beyond these goals in materials, personnel and services. It will serve to demonstrate how a materials center can function to support the instructional program in a more effective way than has yet been seen in Broward
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County. Librarians, teachers, principals and parents will be invited to visit this demonstration center and see what can be done in other schools as they are brought up to this standard.

Supervision of the library program in Broward County is considered a part of the over-all instructional supervisory program, as is shown by the fact that it began many years ago at the very beginning of the total program of supervision, and has continued to grow proportionally with other areas of instructional supervision.
Standards For School Library Services at the District Level

FRANCES HENNE

Throughout the history of school libraries, the work of state and district supervisors has been one of the most important and effective elements in the development and improvement of school libraries. It is generally true that places having the benefits of supervisory services show a greater degree of achievement, both in number and quality of school library programs, than do those without them. In upgrading library conditions in school buildings, supervisors have been assisted by state, regional, and national standards, quantitative as well as qualitative, but they have not had this full spectrum of support for their own offices. Statements of policy and standards pertaining to supervision have been almost entirely qualitative in nature. Qualitative principles, representing programs and services as they do, are more significant than quantitative measures, but the means to the ends are also essential. Hopefully, the day may come when quantitative standards do not have to be formulated for school library programs at any operational level, but that day is not within the immediate future. It is somewhat ironic that supervisors who have contributed so successfully to the development of school libraries and to the formulation of state, regional, and other standards for libraries in schools have usually had to work under very trying conditions in their own headquarters, with insufficient staff, funds, resources and facilities.

It would indeed be useful to present quantitative standards for district centers that could help in implementing qualitative principles which already exist, but unfortunately this cannot be done at this time. The plans first outlined for the current revision of the national standards for school media programs included the formulation of quantitative standards for library services at the district level, but

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the original intent was tabled for several reasons. The many variables affecting the provision and nature of district supervisory services make it difficult to interpret with confidence the facts currently available about supervisory offices; nor can these facts be translated into standards or formulas applicable to all situations. Furthermore, this is a period of great flux and activity in state, regional, and multidistrict planning, much of it motivated by Federal legislation, which will affect conditions at the district level and the facilities needed for district services. The results, especially those coming from demonstration and innovative programs, will conceivably provide evidence for a series of recommendations for quantitative standards for district centers, grouped by size of audience served or by type of organizational plan. The treatment of the data obtained from these developments will involve a research design requiring considerable time and effort in order to provide reliable guidelines and to establish valid quantitative standards. The data needed go beyond the facts obtained through normative surveys of the status quo.

The Joint Standards Committee made the decision to delay quantitative recommendations for district supervisory services with less reluctance than might otherwise have been the case because of two policies that have met with the general approval of the Committee. The first is the proposal that a series of publications dealing with national standards be issued, with the first document emphasizing the library (media center) in the school building and later ones concentrating on larger organizational units and on special aspects of media programs, such as computerized instructional assistance.

The second policy recognizes the quick obsolescence of many standards and the need for continuous revision. Although any of the innumerable social, educational, economic, and demographic changes occurring in society affect school library services in varying degrees, some that have the most immediate bearing on the need for revising standards include the imminent appearance of new media forms and processes, shifts in patterns of school district organization, emerging philosophies about learning processes, the new role of the teacher in the environment of learning, and changes in instructional methods and resources. Standards must thus be continuously revised to reflect the changes and to meet the educational needs of the times. So vast and complex have become the services, resources and facilities related to the evaluation, selection, implementation, production and utilization of the resources of teaching and learning that a permanent office
of standards, staffed by specialists, could profitably be established. Functions of this office would include the revision of national standards on an annual or biennial basis, the undertaking of research needed for the formulation of standards, the implementation of standards, and the preparation of releases reporting developments affecting, interpreting, or supplementing standards.

The immediate and prospective changes that have been indicated have particular relevance for library services at the district level. In any discussion of district supervision, one is immediately confronted by a serious dilemma: the necessity to provide for the immediate situation and the equally imperative need to recognize the new patterns of organizational planning that are currently emerging and will become increasingly more common. The commentary that follows first notes current trends relating to the subject of standards for district services, and then continues with a consideration of possible future trends stemming from projected plans for regional development.

The most common base of organization for supervisory services is the school district. The size of these single districts varies in student population and in geographical area and frequently shapes the scope and organizational plan for supervision, as in the case of large cities or county systems. Situations where supervisory offices serve more than one school district represent different arrangements: the intermediate unit, the county unit, boards of cooperative services, projects funded by state and Federal grants, and others. All have objectives in common. The activities and services of school library supervision are treated elsewhere in this publication and will not be repeated here; it is important, however, to recognize that they represent qualitative standards for district services.

Among the current trends affecting or involving standards for district library services are the following:

1. National standards have long stressed the importance of and necessity for district services. There has been a commendable growth in the number of districts providing these services, and the increase steadily continues. Nevertheless, the number is quite small in the total school picture, and many of the established district centers have only a partial program of service. The trend is positive, but slow.

2. The 1960 standards recommended that systems having “five to seven or more schools with enrollments of 200 or more students” will
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find it "advantageous for the schools to have the services and facilities of school library supervision." The principle of this standard—the desirability and value of supervisory services—is still sound. Responses to inquiry in the field have indicated that quantitative recommendations would be more useful if expressed solely in terms of student populations or if geared in some way to enrollment. (The suggestion has been made that it will be possible in the future to report standards for all types of school library services in terms of 100,000 students.)

The problem of the extremely small school district still remains a critical one. Local arrangements for some form of cooperative educational services involving two or more school districts would seem to be the most feasible procedure to follow; instances of these have grown within the last few years. Schools in the very small school districts are frequently the ones most in need of supervisory services. They have been and will continue to be helped in those states providing supervisory services at the state levels, but helpful though this type of assistance is, it does not take the place of functional and continuous district supervision.

3. The move toward a unified program, covering both print and audio-visual resources and services and with a single administrative head, has been accelerating at the district level. The rationale for the unified program is both obvious and well-known and needs no elaboration. Future developments will see an increasing number of district programs now having separate audio-visual and school library departments moving into the unified program. All new programs of media services at a district level should begin with this type of administrative organization. The economy and efficiency of the unified program are important factors, but even more significant are the services and their outcomes that implement and accelerate the cross-media approach in the use of resources of teaching and learning. Although unified programs at the state level are not as firmly entrenched as at the district level, such an organizational plan is highly commendable and desirable.

4. That district supervision is a full-time occupation is recognized in principle, if not always in practice. It is to be hoped that one tendency all too commonly found today will soon disappear: that of having the supervisor of school libraries (usually of elementary school libraries) assume supervisory responsibilities in addition to serving as the school librarian in one or more schools. This may be
one way to get either elementary school libraries or the office of supervision (or both) started, but it is poor educational practice.

The full-time district supervisor, no matter what the size of his district may be, needs professional, clerical, and technical assistance. The many kinds of services described in this volume require competent staff in adequate number so that an optimum educational program is assured. The director of the district center needs one or more professional staff members in the following categories: advisory services, materials (selection, evaluation, and utilization of printed and audio-visual materials), technical processing, graphics and production, and television. As the size of the district increases, a larger number of specialists in these categories is needed, and it is possible to have represented among them other specializations and competencies in relation to curricular areas, school grade levels, professional materials for teachers, and instructional technology. The professional staff members must have the assistance of secretarial and clerical aides, technicians, and maintenance and delivery workers. The number required would be determined by the size of the district. In larger situations, a member of the supervisor's staff might be charged with some responsibilities of a business management nature delegated to him by the supervisor.

5. The provision of audio-visual services from district centers has expanded notably during the last decade. In some cases, only a start has been made with resources and services provided for the more traditional materials; others have expanded to a more advanced level, utilizing electronic equipment, computers, television, banks or pools or resources, videotape, and dial access programming. Audio-visual services from the district center have reflected a significant change within recent times, moving from a concentration on distribution activities to one providing educational service for teachers and students.

6. The standard that processing of materials be done on the district level has been put into operation in an ever-growing number of situations. Newer schemes for the organizational patterns of centralized processing are in the exploratory stage. Whatever the plan, the basic philosophy or standard of providing centralized processing and removing these technical tasks and operations from the activities of librarians in schools remains a sound concept. The availability of commercial processing does not change the basic principle of the supervisory services involved. Larger units for processing, which will
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undoubtedly change the current standard of providing centralized processing offices in systems having as few as three schools, will be discussed later.

7. Attention is being given to the content of professional education needed for supervisory personnel and to the expansion of programs where this type of professional preparation can be obtained. Basic professional education is also undergoing careful scrutiny and re-evaluation, and provisions for in-service education have increased. Special certification requirements for supervisory positions are emerging. Although rigid standards for specialized professional education are always difficult and often hazardous to make, some professional direction and evaluation, if not control, are needed. One encouraging trend can be found in the frequently voiced recommendation that emerging programs should neither perpetuate nor create a dichotomy of professional education—one for school librarians and one for audio-visual specialists—and that these programs should be unified. A similar recommendation about certification requirements is also being advocated.

8. The final trend to be noted here has been referred to several times: the current activity in studying, planning, and implementing larger administrative and organizational units for supervisory services. District and state supervisors are actively engaged in shaping the scope and nature of the new planning. Many plans for larger units of service have gone beyond the transitional stage and they are now in operation. The remainder of this paper is concerned with some characteristics of regional planning that affect supervisory services at the district level.

Regional centers form a key element in the plans for larger units of service. Over-all administrative responsibility and control of regional centers can be strictly regional in nature, involving only those school districts within its boundaries. A state-wide plan under the direction of the state department of education and the office of state school library supervision is the most functional arrangement yet projected. (For this and innumerable other reasons, states that do not have state school library supervisors are distinctly handicapped. The full implementation of standards for state supervision is urgently needed.)

The number of regional centers in a state plan would vary, depending on size and density of school population, economic conditions,
legal controls, and geographic factors. For many states, the number
would probably be less than ten. The centers would provide a wide
variety of services, among them being: advisory, information, and
bibliographic services; the evaluation of materials; special programs
of in-service education for teachers, librarians, and others concerned
with resources and library services for youth; implementation of
innovative programs and research projects; centralized processing;
production of materials; the provision of supplementary resources
for school libraries and for district supervisory centers within the
area; and the development of collections of materials for demonstra-
tion and examination purposes.

As these centers emerge, the range and nature of services at the
district level will be affected. All of the services and resources noted
above would directly or indirectly affect the district program, but
some would have pronounced influence. Some probable changes in-
clude the following:

1. At the district center, emphasis would be increasingly placed
on the advisory services given by the supervisors to school personnel
in the district, on the development of library programs in the schools,
and on the consultant work with other curricular specialists for the
district.

2. The state as a unit for centralized processing is receiving con-
sideration on a wide scale. Three types of plans can be noted: for a
single processing and cataloging center serving all school libraries in
the state; for regional district centers, administered either by the
participating school systems or by the state, that would handle all
processing and cataloging for the schools within the area of the
district center; and for a state-administered arrangement with a single
center handling cataloging procedures but with the regional centers
doing the processing of materials.

3. Collections of materials maintained at the district level would
be affected by the installation of regional centers: resources that
supplement the collections in the school libraries, professional ma-
terials for teachers, and specialized materials. The most important
criterion for determining which materials are located where (in the
school library, the district center, or the regional center) is service,
involving frequency of use and demand, accessibility, and con-
venience for the user. Additional factors affecting the range of ma-
terials available at the various levels include efficiency of delivery
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service, availability of facsimile transmission apparatus and services, and other conditions that make possible quick transference of materials.

Backstop resource collections will be needed for such resources as rare, archival, and infrequently used materials. The exact scope and coverage of the collections of resources at district levels cannot be precisely indicated at this time. Research is needed to determine what kinds of materials students and teachers use, what materials they would use if they were available or if they knew about them, and the frequency and immediacy of this use or need. Research is also needed before any decisions can be made about cooperative relationships between regional district centers for school libraries and centers for networks involving other kinds of libraries.

Regardless of whether the regional centers are under state or local (i.e., multi-district) control, state planning seems imperative. The regional centers might specialize in certain subject areas or follow some other form of concentration to serve the state as a whole; this would be in addition to meeting the ongoing requirements of the clientele in the regional district's area. Unless the materials are needed and used, duplication of collections among the regional centers is pointless.

The center most directly affected by these developments in the future would probably be the one at the district level, where supplementary and other collections of resources for teachers and students could be considerably reduced. The district centers would serve as the clearing-house between building and regional media centers in obtaining many needed materials.

4. Evaluation of materials constitutes another area of change. Although evaluation of materials has been done at the district level in many situations, particularly in metropolitan and other large school districts, many activities of this nature continue at the building level. Quantity of output, specialized competencies required in reliable reviewing, and inaccessibility of material for examination make it impossible for librarians in schools to do initial reviewing of material, even if they had the time available for this undertaking. Selection of materials, of course, remains the responsibility of the school librarians, but selection from materials that have already been evaluated. Again, the changes in this area are emerging and gradual. Many district staff members are as handicapped by the factors noted above in successfully evaluating materials as are the librarians in the schools.

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Even so, they must assume the major responsibility, turning to other sources and agencies. As planning takes shape, evaluation of materials will gravitate toward the large organizational units, and ultimately will be contained within the framework of a bibliographic apparatus with national and regional centers. Evaluation of materials takes very specialized competencies of many kinds and requires the attention of full-time critic-specialists, knowledgeable about subject disciplines, the processes of learning and teaching, curriculum developments, the users of media, and the characteristics and uses of media. All of these developments will increase the opportunities for school librarians and professional members of the district supervisory staff to serve in the fullest degree as materials specialists and resource consultants in their own situations.

5. In this day of incredibly rapid technological change, pronouncements about size of operational unit for media services and resources can be sheer folly. The only safe principle to advance is that it is essential for district supervisors to be aware of change, to be flexible enough to adapt to change quickly, to experiment, and to build a philosophy that accepts the expense of obsolescence. What are the optimum units for television and videotapes? For banks or pools of information and resources? For dial access and computerized instructional materials? For films? For microform? For supplementary collections of printed resources? As some school districts struggle to get these materials and services on a district basis, others are enlarging the collections of these resources at the building library level (for example, films, television, microform, and professional materials for teachers), and still others plan in terms of regional units. Only research and accumulated experience can provide answers to these and many other questions. Planning new designs for organizational structure and for service units is an important activity, and is characteristic of all aspects of education, not just school libraries.

In summary, the structural form implied in current planning can be presented in chart form. This schematic chart contains some developments that are in an initial planning stage, some that have not gone beyond talking and conjecture, and some that are now in operation. In order to stress the importance of unified programs, the terminology used in the following chart refers to media centers and the lines represent channels of communication and services.

Whatever directions are taken, district supervisors will be actively involved in shaping them and in developing valid standards for their
Standards for School Library Services at the District Level

Figure 1.

implementation and evaluation. Their offices are now and will continue to be functional and important units in the total structure of education for youth.

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Implications of Federal Legislation for School Library Services at the District Level

MARY HELEN MAHAR

THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965 has many implications but no direct provisions for school district services for school libraries. Titles I and II of ESEA have effected significant changes in school district library supervision and in the provision of centralized ordering and processing, and other technical services, and in the establishment of school district curriculum and materials centers. Title III of ESEA has also stimulated or supported school district and multi-school district services with instructional materials.

The extent to which school district services for school libraries have been augmented since April, 1965, when the Elementary and Secondary Education Act became law, is not known. No comprehensive data on district school library supervision and services are available for later than the school year 1960-1961. For that year, an Office of Education survey\(^1\) includes data on school district central office services to school libraries, including professional and clerical staff, centralized processing, and professional libraries.

It is certain, however, through formal and informal reports and observation, that the Elementary and Secondary Education Act has had considerable impact on school district library services. In some instances, Federal funds from the Elementary and Secondary Education Act are actually paying for these services, and in others, Federal programs have necessitated the employment by local school boards of school library personnel in school district offices for the administration of these programs.

Title I, designed to meet the special educational needs of educationally deprived children, has had a direct effect on school district

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services. From the report of the first year of Title I, (1965-66), one of the major project areas reported by state educational agencies was library development. Approximately 8,200 school librarians were employed in Title I projects, and 3,372,000 children were served by these projects. Although the exact amount of funds spent for these projects is not known, over half of nearly one billion dollars was expended for instruction, and school library service is, of course, one of the categories of instruction. It is significant to note that thirty-two big cities reported the employment of 740 librarians in Title I projects. It is obvious that Title I library projects involving so many librarians and pupils would have an effect on the library services provided at the district level.

However, since school district supervisory and consultative services supported by Title I funds must be directed toward library programs for the educationally disadvantaged, they usually do not extend to the entire school district. For example, an expanded library program under Title I in Columbia, South Carolina, serves approximately 6,000 of the school system’s 15,000 pupils at all grade levels. The program involves over 3,000 elementary public school pupils in nineteen elementary schools and also serves disadvantaged private school pupils. The pupils of two public high schools are also included. Library materials for this program come from ESEA, Title II funds. For the project, the position of assistant coordinator of library services for the project schools was established in Richland County School District I, Columbia. The salary for this position and for that of a supporting clerk comes from Title I funds. This kind of division of responsibility among school library supervisors at the district level has interesting implications for trends in the supervisory services offered.

Los Angeles and East Baton Rouge, Louisiana, offer other examples of services provided under Title I. In Los Angeles, a Title I project provided twenty-eight teacher-librarians to serve fifty-eight newly created elementary school libraries; materials were purchased for these libraries with Title I funds. A professional librarian with supervisory responsibilities for these fifty-eight elementary school libraries was added to the school district supervisory staff, and her salary is paid with Title I funds. A Title I project in the school district of East Baton Rouge, Louisiana established libraries for the disadvantaged children of thirty elementary schools and five schools with grades 1-12. Funds from Title I provided staff, facilities, equipment and materials for the libraries of the schools. For these particular
school libraries, a processing center was organized using Title I funds to pay for equipment and materials as well as the salaries of two directors of processing and four clerks. The school library supervisor (Director of Materials of Instruction) for the whole district contributes to the development of library services for the project schools and also coordinates a summer library program for them; her salary, however, is paid by the school district.

The Title II program provides school library resources, textbooks, and other instructional materials for the use of children and teachers in public and private schools; it does not include personnel. In the first year of the program it served 43 million children, or about 89 percent of all children enrolled in public and private schools, and 1.7 million teachers, also about 89 percent of all teachers in the nation. The state departments of education in general gave higher priority to school library resources than to the other two categories of materials.

Of significant interest is the fact that the Title II program has stimulated the employment of district school library supervisors for the first time. The work entailed in developing Title II project applications, and in selecting, ordering and processing materials, as well as in making materials available for the use of children and teachers in both public and private schools in many school districts throughout the United States, has necessitated the employment of school library supervisors and directors of processing by local school boards.

Personnel of state departments of education who are administering Title II have reported increases in the number of district school library supervisors since the inception of the Elementary and Secondary Education Act, and attribute this increase in part to the incentive provided by Title II. In 1965, Georgia had three school library supervisors in local school systems, but in the spring of 1967, twenty-one school districts had school library supervisors. In Michigan there are now eighty-one supervisors in local school districts, compared with fifty at the inception of the Elementary and Secondary Education Act. Kansas has seventeen local public school districts which for the first time have school library supervisors, and a total of twenty-one supervisors in the State. Many of these positions have been created in large cities—examples are Akron and Canton, Ohio; Buffalo, Rochester and Syracuse, New York; and East Lansing, Michigan. In very large cities such as New York and Los Angeles, school library supervisory personnel and professional personnel for centralized
processing serving Title II programs have been added to existing staffs. Clerks also have been employed to handle the additional volume of clerical tasks resulting from acquisitions under Title II. In some instances, pro-rated salaries of clerks have been paid for by the allowance for processing services in the Title II acquisition program.

Coordinators of Title II in state departments of education have indicated that many more school districts would employ school library supervisory personnel if candidates could be located, and if there were funds available for salaries. In their annual narrative reports for ESEA Title II, for the first year of the program, many state Title II coordinators stressed the great need for school library personnel in local school districts. To fill this need, various recruitment devices have been employed. In some school districts, high school librarians have been asked by school superintendents to take over the responsibilities for coordinating the acquisition of library materials in the Title II program for all the schools of the district. In some instances the appointments were initially temporary, but as the need continued, the positions were made permanent. One of the dangers inherent in this method is that the persons employed may be termed “school library supervisors” but in actual fact become directors of centralized technical processing. Efforts should be made to clarify, when necessary, the differences between centralized processing services and the program responsibilities of school library supervisors. In a number of school districts, however, school library supervisors obtained by this method are actually functioning successfully in program development.

The NDEA Title XI Institutes for school library supervision have identified potential leaders for the school library field, and an analysis needs to be made of the effect of these institutes on the provision of school library supervisors and consultants. Library schools and departments of library education have experienced greatly increased enrollments of school librarians and supervisors, as school superintendents have encouraged teachers or school librarians to pursue professional library training to meet mounting needs. Federal funds made available under Title IIB of the Higher Education Act, Library Training, will be of assistance in supporting the professional education of school librarians and supervisors.

The extent to which school district curriculum or materials centers have been established with Title II funds is not known, but some examples are suggestive. For instance, the Title II annual report
submitted by the State Department of Education in Virginia to the U.S. Office of Education stated that a curriculum laboratory was established in a school division for in-service training of teachers, while the Office of the Superintendent of Public Instruction, Illinois, reported that cooperative efforts among districts at the county level had resulted in an increase in film collections and that film cooperatives were expanding to include other types of materials as a result of Title II support.

An aspect of the Title II program not directly related to school library services at the district level, but with strong implications for these services, is the provision of special purpose grants for demonstration. Twenty-nine states reserve a percentage of their state Title II allocations (usually about 10 to 20 percent) for such varied purposes as establishing model public school libraries or instructional materials centers; supporting special areas of curriculum; and providing materials for children with special needs. Approximately two hundred of these demonstrations are now in operation. Title II funds are used in many of these demonstrations to strengthen the materials collections in schools where there are adequate staff and facilities and good programs. In some of the demonstration schools serving the disadvantaged, Title I funds have been used to employ library staff and expand facilities.

Since the demonstrations include provisions for visits and in-service activities for personnel from other schools and communities, they can serve as an important contribution to the in-service programs of district school library supervisors. These demonstrations can be identified by contacting the Title II coordinators in state departments of education. States currently including in the Title II program special purposes grants for demonstration are: Alabama, Arizona, California, Connecticut, Delaware, District of Columbia, Illinois, Kansas, Maine, Maryland, Massachusetts, Minnesota, Mississippi, Missouri, Nebraska, New Hampshire, New Mexico, New York, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, South Dakota, Virginia, Washington, West Virginia, Wisconsin and Wyoming.

Title III of the Elementary and Secondary Education Act is, as the law states, "a program for making grants for supplementary educational centers and services, to stimulate and assist in the provision of vitally needed educational services not available in sufficient quantity or quality, and to stimulate and assist in the development and establishment of exemplary elementary and secondary school educa-

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ional programs to serve as models for regular school programs.” Funds from this Title are apportioned among the states, but, unlike Titles I and II which are administered by the states, Title III is administered by the U.S. Office of Education.

Projects to establish supplementary centers, or to demonstrate innovation in education, are submitted by school districts to the Office of Education, and are evaluated by Office of Education personnel, the state educational agencies, panels of consultants, and by the Advisory Committee for Title III. On the basis of these appraisals, decisions are made on the projects which will be funded. The amendments of 1967 to the Elementary and Secondary Education Act provide for the gradual transfer of the administration of this program from the U.S. Office of Education to state departments of education. Title III projects are called PACE—Projects to Advance Creativity in Education. Eligible applicants are local educational agencies, or combinations of school districts, or any other public agencies which have administrative control and direction of public elementary and secondary schools. A requirement of Title III is that representatives of cultural and educational resources of the area participate in planning and conducting project activities.

An analysis of the funded Title III projects in the first year of the program found eighty-three projects in thirty-six states concerned with school libraries and instructional materials centers. Although some of these projects are based in one school or school district, others are multi-district in scope. Projects also often include several types of services. For example, the Sandusky, Ohio, area “Supplementary Educational Center” consists of an independent study library, a cultural center, an instructional materials center, and other facilities, and serves a number of school districts. A school library consultant is employed in the Sandusky Center. Another Ohio project, “Tuscarawas Valley 6-1-77 Educational Service Center,” which serves six county school systems, also employs a school library consultant. A third project, “A Dispersed Supplementary Educational Services Center for the Genesee Valley Region of Up State New York,” includes as one of its components a library with six librarians. The services given by these librarians include in-service training for school librarians of the region, individual counseling for school librarians, and a program for the training of school library aides. The center also provides a processing service to any school in the area wishing to contract for this service on a cost basis. These examples
of school library consultative and processing services point to another
new direction in school library supervision—multi-district cooperative
services.

Many supplementary centers include model collections of printed
and audio-visual materials as well as demonstrations of the utilization
of various types of audio-visual equipment. In-service programs for
school personnel are usually provided by the centers, and can be a
valuable supplement to the in-service programs for school librarians
conducted by district school library supervisors. Summaries of Title
III projects, arranged by state, and providing information on their
locations, are available in the issues of Pacesetters in Innovation,5
published by the U.S. Office of Education.

A few Title III projects consist of demonstration school libraries
in a single school. Examples of these are “A Demonstration Library
in the Elementary School,” Warwick, Rhode Island, and “Project
Impact/Maedgen Elementary School Demonstration Library-Learning
Center,” Lubbock, Texas. Such projects can provide a valuable
in-service activity for school district school library supervisory pro-
grams.

The Elementary and Secondary Education Act has been of great
assistance in school library development and has initiated new pat-
terns of service. Although it has created some problems for school
library personnel, one of its great contributions has been the growth
of school district library services, and the identification of new lead-
ers in the broad field of instructional materials. However, the impli-
cations of Federal legislation for school library services at the district
level indicate many areas in need of research, study and evalua-
tion. The programs and projects cited in this summary are only ex-
amples. In all states and outlying areas participating in the programs
of the Elementary and Secondary Education Act, change and growth
in the school library field are in progress.

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