



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

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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 survey¹ 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 report² 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

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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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tional programs to serve as models for regular school programs.”³ 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 analysis⁴ 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 programs.

The Elementary and Secondary Education Act has been of great assistance in school library development and has initiated new patterns 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 leaders in the broad field of instructional materials. However, the implications of Federal legislation for school library services at the district level indicate many areas in need of research, study and evaluation. The programs and projects cited in this summary are only examples. 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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