Literacy Education as Library Community Service

HELEN HUGUENOR LYMAN

Libraries Literacy Learning — the rallying cry of the American Library Association's poster with its logo of book and film reel — describes the focus of many library literacy programs at the end of the 1970s. The poster further states: "21 million Americans are functionally illiterate. Libraries across the country are doing something about it."¹

What is the meaning of "functionally illiterate"? What are libraries doing? What have they done? How has library community service developed to meet the evolution of literacy education and the emerging emphasis on a literate nation? The purpose of this article is to examine the library's role in the literacy education effort as it has emerged during the period from 1955 to 1980. What patterns of service, what research and training in librarianship have developed in response to this perceived clientele, whose needs and interests are defined in terms of personal, social, educational, economic and political conditions and movements? The effects of these influences can only be touched upon within the limitations of this paper, but they are interrelated and most relevant. Public library service will be emphasized here, though the important roles and activities of school and academic libraries should be kept in mind.

Traditionally, the nation has responded to the problem of literacy when a crisis situation has arisen. World wars and waves of immigrants stimulated literacy programs, which in turn enabled broader conscription of men into the armed services, assisted new immigrant groups in Americanization programs, and aided the black minority. In the 1960s, the

¹ Helen Huguenor Lyman is Professor Emeritus, University of Wisconsin-Madison, and consultant at Orchard Park, New York.
antipoverty and Great Society programs which stimulated attention included: Manpower Development and Training, Opportunities Industrialization Centers, vocational education, Project Upward Bound, Adult Basic Education (ABE), Concentrated Employment, Job Corps, Work Incentive Program, Project Head Start, the Library Services and Construction Act, Reading is Fundamental, and the Laubach Literacy programs. In one way or another, these efforts became involved with literacy. A problem quickly became evident: in order for program participants to benefit from program goals, they needed basic literacy skills. Ultimately, it seems that children and adults need to know how to learn. In addition, many other literacy programs in the private sector were sponsored by church groups and organizations.

Library service in the United States has been influenced by the changing concepts of literacy, the recognition of distinctive educational and informational needs of large segments of the population hitherto neglected, and the proliferation of public and private programs to serve the disadvantaged and functionally illiterate or undereducated child or adult. A new emphasis on client-centered service and on community involvement and assessment has emerged in response to these new publics. Adult new readers, who are developing basic skills in literacy and gaining life skills and subject knowledge, more often than not require individualized service and differentiated resources. As a result, new demands on the librarian's understanding, competencies and skills have necessitated education and training in special areas of adult education and program development, especially reading instruction and understanding of the client and the nature of his/her service needs. Lack of knowledge of and experience with the clientele, and the services and resources to fit their needs, have stimulated important research.

LITERACY

There are a multitude of definitions of literacy or functional literacy. Clarification of the meaning of these terms is prerequisite to discussion here.

Literacy is not a term with precise meaning. New emphases have emerged to accommodate new meanings. A definite shift is apparent in the use of terms — literacy rather than illiteracy, literate rather than illiterate — to provide a more positive connotation. New measurements have been developed to meet new definitions.

Literacy is dynamic; it is part of lifelong learning. Inseparable from reading, it also encompasses speaking, listening and writing. It differs
Literacy Education as Library Community Service

among cultures and is influenced by the expectations and values of the dominant group in society. The requirements of the society and environment in which an individual functions determine the level of literacy necessary.

In defining literacy, three factors have traditionally been considered: basic age, level of achievement in relation to grade completion, and function in relation to social and economic conditions. The contradictions and complexity of the problem as well as the variety and levels of needs among various clientele compound the factors librarians must consider in providing literacy services.

Recent studies in adult education document functional needs of adults in the United States as survival needs, coping and life skills needs, functional competency, and credential or degree requirements. Recently, voices have been heard emphasizing the need to pay attention to pleasure reading and to the humanities and arts, as well as to the informational and practical subjects.

David Harman has defined literacy — that "necessary commodity" — as encompassing three stages: "The first is the conceptualization of literacy as a tool. The second is literacy attainment, the learning of reading and writing skills. The third is the practical application of these skills in activities meaningful to the learner." Freire sees literacy as an "act of knowing," as "cultural action for freedom"; i.e., reading is thinking.

The Adult Performance Level (APL) study at the University of Texas at Austin identified five general content areas judged to be critical to the daily life of successful adults: community resources, occupational knowledge, consumer economics, health, and government and law. The five skill areas necessary for APL proficiency were: identification of facts and terms, reading, writing, computation, and problem-solving. These content areas and skills provide both librarians and teachers with directions and indices to appropriate services and materials.

That literacy means "coping skills" is commonly noted. Coping skills are defined as "the abilities to (1) recognize an everyday survival problem as an information need; (2) locate information in the problem area; (3) process that information; and (4) apply the information to help solve the problem."

Developmental stages of reading may be used in defining literacy. Total illiteracy applies to few people, but their need is greatest. Functional illiteracy is the stage at which competency is not sufficient for independent functioning in society. Limited literacy, the stage at which some learners stop, implies the ability to deal with materials for immediate
HELEN LYMAN

functional needs, but an inability to continue learning. Literacy, then, is the ability to understand materials, read critically, use complex material, and learn for oneself. Over the years, it has been recognized that common needs for basic literacy skills exist. The literacy skill has changed from that of simply being able to read and write one's name, or to read at the fourth- or sixth-grade level, to that of reading ability at the twelfth- or thirteenth-grade level. Measurement of literacy depends on the fundamental requirements of the particular environment in which one lives. A recent ALA statement rejects grades and tests as measurements. It further states:

Any definition of literacy must include the following: the reading and comprehension of a variety of printed materials for work and leisure as well as the comprehension of a variety of materials through the electronic media, the ability to communicate in oral and written language, and the ability to use various technological hardware and the accompanying software. Given these dimensions, levels of literacy vary from person to person and from group to group.

CLIENTELE

Who are the users or potential users and service groups that would be served by library literacy and learning programs? The clienteles served by libraries include a range of learners of all ages. Specific programs reach out to black and Latino populations, preschool and elementary children and their parents, the foreign-born, those in prison, the elderly, and the undereducated American-born. Not all persons who need and want to develop literacy skills are disadvantaged and poor; some are highly successful and economically independent. Lyman identified six ethnic groups that have high literacy needs: American Indians, blacks, the Scotch-Irish Appalachian mountaineers, Mexican Americans, Puerto Rican Americans, and those for whom English is a second language. The librarian’s first step in designing library literacy programs is to identify demographic characteristics, particularly education and income levels, and problems and concerns of the community or the individual. The librarian’s concepts about user groups, as well as the factual data about them, determine to a large extent the design and methodology of service.

One of the many significant findings from the Appalachian Adult Education Center (AAEC) demonstration-research project of library
and adult basic education coordinated service was the identification of four groups among adults with less than a high school education and, in most instances, with low income. These four user groups are identified by roman numerals to avoid the misconceptions caused by use of the somewhat debatable terms disadvantaged or illiterate. Individuals can move back and forth in these groups and different groups are represented within one family. The concept of four user groups influences each aspect of a program, such as community analysis, staff, materials, public relations, budget and evaluation.

Group I includes those individuals who are disadvantaged in terms of education but are economically and personally secure. They desire completion of high school and beyond, and they are close to mastery in critical reading, computational and other high school skills. They have high self-expectations, take advantage of existing opportunities and institutional services, and frequently are library users or look favorably on the institution. These people are easily recruited to adult basic education and library programs. They are relatively easy to reach, to teach, and to serve.

Group II includes those individuals who are underemployed, but continuously employed. They are undereducated and may feel the stigma of illiteracy. Usually they can be recruited to adult basic education and literacy programs if those programs serve a need. They show dramatic progress in academic skills and employment status with educational intervention. However, due to the busy lives these people lead, time is a problem; library service must accommodate these people’s schedules.

Group III includes individuals who are extremely deprived. They have only sporadic employment, if any. They see little value in literacy. They are easily discouraged. They need door-to-door recruitment, outreach and support services (such as transportation and child care), and service on a one-to-one basis. They do not define problems as information needs. They look for immediate results. They respond quickly and positively to individualized instruction.

Group IV includes those who are poor, sometimes called the “stationary poor.” They are fatalistic, unemployed, unemployable. They have a decreasing belief in themselves. They need what energy they have for survival; they become invisible. They need help in solving personal problems. This group, although smallest in number, has the greatest needs, is the most difficult to reach, and the most costly. They do respond to friendly paraprofessional workers, indigenous tutors, and empathetic librarians. Like Group III, they are far from mastery of skills and do
not interpret problems as information needs. They need home services and individual attention.

User groups may be identified in various ways. Potential clienteles for library literacy education, broadly conceived, include: the independent learner, the adult basic education program participant, the early childhood group, the student in higher education, the bilingual or multicultural client, and the imprisoned. Population groups may be classified by age, schooling, place of residence, ethnic or cultural background, language, and/or disadvantage/handicap. They may be participants in formal or informal programs, such as adult basic education, high school equivalency or college-level education programs, or tutorial or volunteer programs. Librarians are called upon to provide services not only to the program's clientele, but also to its teachers, tutors, administrators and community volunteers.

It has been estimated that 57 million adults are educationally and economically disadvantaged. Despite a high literacy rate in the population, the size of the problem is tremendous: "While the bulk of the U.S. population lives in urban areas, the majority of those functionally illiterate or with few years of schooling live in the rural farm or nonfarm areas." The characteristics of this "geographically remote" clientele indicate significant differences in lifestyles, attitudes and values, and in the services and delivery systems required. Drennan and Shelby have described these differences in a way useful to literacy program design.

A growing sensitivity to individual needs and interests, ethnicity, lifestyles, language differences, and skill levels has resulted in more accurate diagnosis of needs and problems. For example, attention given to strengths as well as weaknesses can be noted. People with learning problems are quite likely to be extremely resourceful in compensatory ways. They may have keen memories, acute powers of observation, and many life experiences. This variety of client needs and skills is met by differentiation of resources in services, staff, materials and facilities.

PROGRAM DEVELOPMENT

Although the major development of library literacy programs occurred in the 1960s and 1970s, some concern was evident in the 1950s. A few librarians indicated the need at that time for library programs in reading improvement, and directed their attention to remedial and speed-reading. The importance of selecting books of high interest and low reading level for children with reading problems was noted by a Cincinnati librarian in 1951. In 1955 the Brooklyn Public Library initiated its
Literacy Education as Library Community Service

reading improvement program. The first of its kind, this program has an unusual 25-year history. It began as a Brooklyn Public Library and Brooklyn College joint experimental research program which included one-to-one tutoring sessions as well as reading guidance for nonreaders and the functionally illiterate. The library’s reader’s advisor participated by giving book guidance to students, and took charge of the program after its third year.\(^\text{19}\)

In 1957 the Yakima Valley (Washington) Regional Library assisted adults in acquiring literacy through a cooperative program with the LARK (Literacy for Adults and Related Knowledges) Foundation. The library provided space, instruction in the use of the library, leadership and materials.\(^\text{20}\)

At this time and into the 1960s, reader’s advisors in the metropolitan libraries of Brooklyn, New York and Philadelphia found that native-born functional illiterates, many from Puerto Rican and black communities, were replacing immigrants in the English classes sponsored by boards of education. In 1958-60 the Cumberland County (North Carolina) Public Library, as part of the Library-Community Project, made a study of the community. A major finding identified the need for literacy education by 45 percent of the population. Although a small library with limited resources, it helped to initiate and coordinate a literacy program with the Fayetteville Technical Institute and a sorority. The library provided leadership, staff assistance, space and materials.\(^\text{21}\)

These early programs contained basic components — community analysis, planning, initiation and interagency cooperation — that have been increasingly stressed as the problem of literacy has gained nationwide recognition. Coleman observed that “the desire to create a reading public among adults and young people for whom literacy was not a functional skill created programs in local public libraries throughout the U.S.”\(^\text{22}\)

The first coordinated effort of librarians was the Institute on Reading Improvement for Adults in 1963, jointly sponsored by the ALA-National Education Association Joint Committee and ALA’s Adult Services Division. During the institute, the problems of adult illiteracy were set forth. The social climate of concern for poverty and minorities influenced the thinking of librarians. Some felt a strong commitment to serve this population. They considered the illiterate and the functionally illiterate person, who lacked the necessary tools for daily life, to be at the center of the problem. Such a person was “virtually unknown to the educational world of the librarian, publisher, and teacher, but becoming increasingly visible to each of them as a large factor in their library
HELEN LYMAN

communities, selling markets, and school classrooms.” New insights gave impetus to research, service programs, attitudinal changes, training programs, and new patterns of service and material collections—a force which continues to the present.

A small active group of librarians recognized that changes occurring in society were relevant to the library’s function as an educational and information agency in society. “We’re part of a social revolution,” was the opinion of Evelyn Levy, a committed and experienced librarian who directed Baltimore’s Enoch Pratt Free Library’s Community Action Program. The “problem clinic,” of which Levy was a member, discussed the recurring issues of the role of the library in literacy, the clientele’s needs, and funding. The status of library service and the changing role of the librarian in serving an until-recently “unnoticed audience” was summarized. They concluded that:

Efforts to make information, reading, and library services meaningful to the culturally-disadvantaged and especially to the new adult literate have resulted in many new and fascinating library activities. At the same time traditional materials and programs have been re-examined and improved.

The published report of the panel discussion contains an itemized summary of current efforts which indicate the areas of activity: services for groups, personnel, cooperation with other agencies, community librarians, library programs in the community, participation on other agency boards, provision of specialized materials, and facilities.

Reading specialist H. Alan Robinson set forth a challenge to librarians in a statement at the 1963 Institute on Reading Improvement for Adults:

Libraries are not only obliged to participate in adult reading improvement programs, they are obliged to activate them. The question of whether to have or not have adult reading programs is purely academic and rather meaningless today. In this changed and changing society, adults must be sought, aggressively, for participation in programs which will increase their levels of literacy.

Speaking at the 1977 ALA conference, Daniel Fader, author of *Hooked on Books*, challenged young adult librarians to become leaders in the effort to achieve a literate reading population:
Literacy Education as Library Community Service

Librarians must interfere and intervene in homes, classrooms, and communities. They must help people to understand the importance of library resources. They must demonstrate how essential the knowledge of the past and the skills to acquire that knowledge are to the present and the future. Librarians must actively combat illiteracy among children and adults.28

Such concepts go far beyond supplying space and a few materials along with the blessing of sponsorship. These more complex objectives, frequently urged on librarians by those outside the profession, bring creative vision to service.

Following her field survey of library activities in 1964-65, MacDonald noted that the many agencies newly concerned with adult literacy included welfare departments, television studios, private foundations, the federal government, boards of education, university extension programs, churches, and the YMCA/YWCA.29 Libraries responded to the activities of these organizations, and to such social concerns as civil rights and the antipoverty movement. Librarians and teachers interviewed by MacDonald considered the major problems hampering development of service to illiterates to be the lack of trained personnel, appropriate materials, skills, knowledge and ideas. MacDonald stated:

The underlying problem is that many librarians continue to develop central reference services and highly specialized subject collections because this is the kind of librarianship they know well, even while they recognize the urgency and deeper responsibility for the needs at the other end of the spectrum.30

Questions regarding the library's role arose. Should it teach? Should it serve only skilled readers? Although "overly-cautious," "vigorous library leadership had produced an impressive range of activities; joint planning, and programming between libraries and literacy agencies in all fifteen cities visited."

Clearly, if library staffs were to meet the responsibilities demanded or envisioned for adequate and efficient service to this new clientele, knowledge gained from experimental or demonstration projects and based on research as well as continuing education and training for library staffs were necessary. The need for new information services appropriate to daily life tasks and lifestyles of the functionally illiterate caused stress and tension among staffs unequipped with the necessary knowledge, skills, attitudes and language ability.
HELEN LYMAN

Programs continued to develop. In 1969 the Right to Read concept focused new attention on the pervasiveness of the literacy problem. In the early 1970s, programs based from school and public libraries were developed to serve students. Further extension of adult basic education programs in school systems stimulated renewed efforts on the part of librarians in Oakland (California), Chicago, Monmouth County (New Jersey), cities and counties of Appalachia, Wellsville (Kansas), Baltimore, Twin Falls (Idaho), Santa Clara Valley (California), Jacksonville (Florida), Denver, and elsewhere. Many program participants sought accreditation for high school diplomas; materials were needed for subject courses as well as for communication skills development. In 1971 the American Association of School Librarians (AASL) began its support of the Right to Read effort. By 1974 enough programs had developed to warrant a report under the joint auspices of Right to Read committees of AASL, the Children’s Services Division, and the Public Library Association.32

RESEARCH

The growing demand for relevant materials for adult learners, MacDonald’s survey findings, and the librarian’s need for new knowledge and exemplary practice stimulated several important research projects. Like many library literacy programs, they were made possible by financial support from the U.S. Office of Education.

A 5-year (1967-72) study, the Library Materials Research Project at University of Wisconsin-Madison helped define for librarians the materials needed by the adult new reader (reading at eighth-grade level or above), the problem of adult illiteracy, and the responses of adult education and the library to the problem. Criteria for analysis of reading materials were developed along with extensive information on the characteristics of adult new readers and their reading interests, activities and behaviors. The published report, Library Materials in Service to the Adult New Reader, provided a comprehensive framework for practitioner insights. The study emphasized the human capacities of adults and the potential of service to improve and expand the skills and interests of readers. Investigator and director Helen Lyman stated:

Libraries have the professional skill and resources that should make it possible to: coordinate services with adult education agencies, provide advisory services both for students and teachers, search for material that fits class and individual needs, and
Literacy Education as Library Community Service

support reading guidance services which assist the student to find materials for continuing reading and becoming an independent reader.\textsuperscript{33}

The Appalachian Adult Education Center's project interrelating library and adult basic education services developed a model for achieving new patterns of service through community involvement and interagency cooperation. The project developed a theoretical base and methodology to assist the librarian and adult educator in developing literacy programs to achieve client-centered objectives as well as institutional goals. The project findings have made a major contribution to the knowledge, practice and training for library service. Specific findings relate to the nature of the disadvantaged learner, and to the education and training of professional and paraprofessional staff. Although the program and its informal learning institutes focused on Appalachia, they have had broad national and international influence. The reports and library service guides produced by the project are valuable aids. AAEC's innovative practices set a model for others who see their function as serving the undereducated through the initiation and continuation of innovative and effective adult education programs.\textsuperscript{34}

The Rural Appalachian Progress skills (RAPskills) research project has contributed knowledge to the scanty literature on the problems, frustrations, conflicts and barriers to interagency service which arise when goal perceptions among agency staff and between the learner and the staff differ. The project had as its major objective the improvement of basic reading, writing and computational skills, and the resultant personal growth of youthful dropouts and adults in the impoverished rural Appalachian counties of northwestern North Carolina. Educational opportunities in learning centers and through home visits by paraprofessionals were offered under the cooperative sponsorship of the Maryland Technical Institute and the Avery-Mitchell-Yancey Regional Library with the assistance of Appalachian State University. In some instances the objective was achieved and personal lives were influenced positively. The failure to generate commitment among the agencies pointed up the problems of imposing programs designed for social change where they have not been requested. Insights gained from this research may assist others in anticipating and solving similar problems.\textsuperscript{35}

Two major contributions to the literature on the information-seeking habits of the urban poor contain comprehensive data specifically related to library service. Hardy Franklin's doctoral dissertation considered adult communication practices and public library use in a northern black
HELEN LYMAN

ghetto. Duran and Monroe examined the communication patterns of a Latino community of Chicago. Their extensive findings have grave implications for libraries serving Latino communities.

PATTERNS OF SERVICE

Libraries have responded to the changing concepts of literacy, to the social and educational environments, and to the individual needs of learners that have created new demands. Traditional basic services and materials collections have been extended and adapted, and new resources found. A new concept of reference service has emerged—the information and referral service. Learning centers and learner’s counseling and advisory services have extended the library’s educational role. Tutorial programs have evolved in which the library and librarian take an active, sustained part. Integral components of all such services have been the involvement of the community in planning, and interagency collaboration in such aspects as management, staffing and public relations.

Literacy programs with one or more types of service are widespread. In 1964 fifteen libraries were identified as active in the literacy effort. In 1978-79 more than seventy-one library systems in twenty-three states and the District of Columbia reported their activities to the Office for Library Service to the Disadvantaged.

The primary objective of these programs has been to develop the knowledge and learning skills necessary for achieving the learner’s goals. The programs were characterized as individualistic, one-to-one, confidential, free, advisory, tutorial and informational. The range of services included: provision and development of materials and bibliographies in print and audiovisual formats; educational advice on decision-making and goal-setting; assistance to the self-motivated student who has command of the language and to the beginner who needs basic skills; assistance to program tutors; referrals to other agencies; informational resources; training for staff and community volunteers in special techniques and information resources; consultation and cooperation with other programs; organization and support of tutorial literacy programs for various levels and knowledge areas (e.g., beginning basic skills, adult basic education, high school equivalency, English as a second language, and college-level study); and recruitment of tutors, students and volunteers. Significant programs for children were being conducted in Florida, Georgia, North Carolina, Oklahoma and Washington. In Greensboro, North Carolina, an extensive, well-established tutorial program was Children’s Improvement Reading Program (CHIRP).
Literacy Education as Library Community Service

Literacy and learning programs in public libraries employ a variety of approaches and encompass a range of cooperative efforts with agencies working toward a common goal. For example, the Gay County Public Library in Panama City, Florida, cooperated with thirty other agencies and organizations in establishing a literacy program. The Mountain View (California) Public Library in the R.E.A.D. program provided a range of services, including counseling, referral, tutoring, diagnosis, public relations, production of materials, and training workshops.

Adult education programs in metropolitan cities such as New York, Philadelphia, Baltimore, Dallas, Tulsa, Denver and Chicago, where public libraries have a tradition of educational service, have reached out to both children and adults. Examples are Brooklyn's 25-year-old reading development program, New York's Literacy Volunteer Project, and Chicago's Study Unlimited Program. The Enoch Pratt Free Library in Baltimore sponsors six major programs: Adult Basic Education, Community Literacy and Learning, College Learner's Advisory Service, Reading Resource Centers, Mini-Media Center for Undereducated Adults, and Literacy and Skills Center. Ten components of the Adult Learning Program at the Free Library of Philadelphia provide a full range of educational opportunities: the unique Reader Development Program, the Adult Learning Center, Lifelong Learning Centers, the Consumer Information Program, the Center for Literacy, the Adult Basic Education and General Educational Development (GED) classes (in branches with life-coping skills collections), English as a second language, Adult Education for the Deaf, a staff awareness program, and active participation in professional associations. This library has provided national leadership and contributed new knowledge based on its experience and practices. The variety and distinctive quality of various programs throughout the country suggest the individualization and differentiation necessary due to differing characteristics of each community.

In many instances, libraries focus on preschool and elementary school children and their parents. Librarians and teachers as well as reading specialists have become increasingly aware of the influential role of the parent and family in children's reading achievement and reading readiness. The Thorndike study, conducted in fifteen countries, concluded that home and environmental background are important factors behind differing reading levels of students among and within countries. This concept, i.e., of parenting as a vital force in preparing children for reading, is being extended to include all individuals and organizations concerned with the child's development.
Tutorial programs and learning centers have emerged as significant services in libraries. The paraprofessional, indigenous home tutors were a vital link with the AAEC Library-ABE project. Small libraries and large regional library systems have been able to administer the entire spectrum of service. The library's responsibilities include: training tutors; tutoring students; recruiting tutors, students, assistants and administrators for the program; coordinating the program; public relations; and counseling and advisory services. Many such programs are made possible by the technical assistance of the two major literacy organizations: Literacy Volunteers of America, Inc. (LVA), and the National Affiliation for Literacy Advance (NALA). "Libraries Open Doors to Literacy Councils" reads one NALA headline; "One of the brightest and best LVA affiliate involvements is with libraries" expresses LVA's view of its ever-increasing cooperation and closer involvement with libraries. During 1977 approximately twenty libraries sponsored LVA programs and assisted nearly 800 readers; each year the number grows. From Carruthersville, Missouri, to Waterbury, Connecticut, and Chester County, Pennsylvania, active, cooperative programs have emerged.

Learning centers in libraries or as separate units present a new model for service in response to literacy education needs. The centers provide alternatives for learners and create informal, nonthreatening environments at times and places convenient to the learners and close to resources.

During 1965-76 librarians and reading specialists continued to discuss the part librarians could play in the learning-to-read movement. Various reading programs were initiated that reached a wide range of learners — preschool, older teens and adults. New teaching methods, such as Operation Alphabet, Words in Color and Unifon, were reported. Emphases on what librarians need to know about the reading process, terms, methods, concepts and developments gradually evolved into the concepts of the literacy librarian and individualized, library learning centers.

MATERIALS SERVICE

The development of collections to include all communications media resources has been, and continues to be, a unique and basic service of libraries of all types — school, special, academic and public. In 1965 the Public Library Association Board of Directors set forth this responsibility in a strong statement:

This responsibility for service to undereducated persons grows from recognition of the public library's major social role as
Literacy Education as Library Community Service

change-agent; to select, organize, provide, and stimulate the use of materials for communication and learning.47

A basic assumption underlying the Lyman Library Materials Research Project was: "the progress of the adult new reader from minimal literacy to an increasingly mature use of print is aided by the relevance of materials to his basic motivations, strong interests, value system, lifestyle, roles and tasks."48 It has become clear to the profession that if library collections are to meet current definitions of literacy and needs of the learner-user or adult new readers, they must be developed in a variety of formats, from various sources, and at different skill levels, with content, information, interest and appeal most useful and meaningful to the user.

Evaluation and selection of appropriate materials has been a problem because of the diversity among individuals and publics of potential users. The complexity of the selection problem has been magnified by the complexity of demands; the needs of individuals; various literacy curricula, either skill- or content-oriented, or both; and the variety of formal and informal adult basic education programs for social, welfare and vocational program participants in need of basic skills. This selection is further complicated by differing cultural backgrounds and language factors. New emphases have been centered on grade levels (a controversial measurement); on adult material that is truly adult; on diversity in content and formats; on high interest/low reading level materials; and on flexibility in terms of quality.

For the first time, criteria for analysis of materials as an aid to evaluation, selection and use has been identified and categorized into checklists. Developed for librarians and teachers, these models have provided an instrumental tool for staff and students of education and librarianship.

The Material Analysis Criteria (MAC) checklist provides a detailed, systematic approach based on research and tested in use. It includes analysis of bibliographic data, content analysis, measurement of readability/appeal, and quantitative measurement, along with a guide which explains how to use the MAC checklist.49 Howard Ball's model for selection focuses on adult basic education materials and is detailed and oriented toward educational use.50 A shorter, 2-page checklist for analysis of adult basic education reading materials has been developed by a committee of the International Reading Association.51

To meet the librarians' and library school students' need for study and training in collection development, Lyman has contributed several detailed discussions.52 Forinash contributed guidance on material selec-
tion, types of collections, and problems, and McCallan reviewed the most recent thinking on organization of literacy collections in Drexel Library Quarterly's issue on "The Public Library and Adult Basic Education."58

The Free Library of Philadelphia has pioneered in special collections development through its Reader Development and Life Coping (Survival) Skills collection, and its adult basic education and learning collections. Through its newsletter Pivot, the library serves not only Philadelphia programs, but librarians across the nation with critical evaluations of materials and news.54 Laubach Literacy's New Readers Press publishes the library's Reader Development Bibliography with annotations,55 and LVA provides equally important lists. Both lists cover material for beginning readers. Individual libraries continue to develop and publish lists appropriate to the communities they serve.

The acquisition and selection of core materials at basic skill levels, and of practical immediate usefulness, has been a persistent, frustrating problem. New and alternative sources from small and ethnic publishers, paperback publishing, the growth of relevant materials among trade publishers, and new media resources in the audiovisual field have helped to alleviate the lack of choices in this area. Individual libraries have produced their own lists, and fairly extensive bibliographies published by New Readers Press and LVA attest to the change that has taken place. Broader content coverage is evident in the development of collections on job information, coping skills, and adult basic education that support services in libraries and other agencies. To some degree, materials are now being rewritten at needed levels.56

For the first time, a bibliography of materials exclusively concerned with the humanities and at zero- to eighth-grade reading levels has been compiled. This bibliography, supported by a grant from the National Endowment for the Humanities, has been a project of LVA and five libraries with established literacy programs.57

EDUCATION AND TRAINING

A direct and influential interrelationship has existed among researchers, practicing librarians and teachers in education agencies. The relationship has been stimulated by the need to develop community services to meet emerging literacy education demands, the knowledge gained from research and demonstration projects, and the desire to improve librarians' competencies and skills in this area. Such mutual assistance has been a positive force. In addition, surveys and research studies by
Librarians, library science educators, and graduate students have been carried on with the assistance of practitioners. The dissemination of findings and products of research have been made available through traditional reports and articles, but research findings take on new meaning when incorporated in staff development programs.

Continuing education opportunities at local, state and national levels have been offered by professional associations, library schools, state libraries and regional library systems. The impetus for learning has been continuous, and over the years hundreds of librarians have participated. In 1955 the Brooklyn Public Library Reader Improvement Program was initiated through a training program with Brooklyn College and a manual for staff development. In 1966 three workshops were offered and were attended by librarians from across the country: (1) the ALA/ASD Committee on Reading Improvement workshop on selection and evaluation of materials; (2) the institute on "Library Services for New Literates" at University of Wisconsin–Madison; and (3) the Reading Center's conference, "The Library and the Functionally Illiterate Adult" at the Cleveland Public Library. In 1972 students at Wayne State University's Office of Urban Library Research planned and conducted a 3-day seminar, "Public Library Service to the Illiterate Adult." Participants included students, alumni and practicing librarians.58

As a direct and indirect result of the Library Materials Research Project research, two workshops on "The Adult New Reader and His Reading" were held in 1973 at the University of Wisconsin–Madison Library School. These workshops centered around evaluation and selection of materials for adult new readers. One was attended by librarians from various parts of the country; the other was conducted expressly for Library-ABE project personnel involved in the AAEC project. In 1974 an important state conference on adult basic education and public library service assisted Florida librarians in gaining awareness and new skills.59 "Adult Literacy" was the theme of the Missouri Library Association Outreach Round Table spring workshop at Jefferson County in 1978.

The stimulus that has come from the activities of professional state and national associations is impossible to assess. Certainly, during these years membership activities on numerous committees, continuing education opportunities at conference programs and workshops, and the leadership of ALA have been important factors in bringing information and help to the library profession. Equally important, it seems, have been the relationships with other literacy programs in promoting such activities as Right to Read and Reading is Fundamental.
Regional workshops have assisted practitioners at the local level. In 1974 a staff development program was undertaken as part of the San Jose, California, R.E.A.D. Project. In 1975 the Free Library of Philadelphia and NALA cosponsored a workshop at which librarian participants discussed problems of literacy and reviewed materials.

Since 1974 special programs and workshops have been sponsored at ALA's annual conference by Reference and Adult Services Division (RASD), the American Library Trustee Association (ALTA), Public Library Association (PLA), Association of Library Service to Children (ALSC), Young Adult Services Division (YASD), and Office of Library Services for the Disadvantaged (OLSD). The range of services is demonstrated in such current committees as: PLA Alternative Education Program Section, ALTA Task Force on Literacy Programs, PLA Information and Referral Services, and YASD High Interest/Low Level Literacy Materials Evaluation. The OLSD Advisory Board and staff have provided leadership within the association and the profession through active formation of literacy projects. ALA's support has been evident in nationwide promotion, publication of materials, and development of continuing education opportunities. Several recent efforts of national impact made under the direction of OLSD have included: the initiation, publication and promotion of a manual for librarians, *Literacy and the Nation's Libraries*; a *Directory of Literacy and Adult Programs*; and a Literacy Training Project.

During 1979, OLSD with foundation funds conducted three Literacy Training Workshops at Bloomington (Indiana), Denver, and Syracuse (New York). At these 4-day workshops, 122 librarians from 35 states were trained in the techniques of establishing programs to teach basic literacy skills to disadvantaged adults. This training model can be adapted to different situations and serves as a guide for library science educators and continuing education programs. Components of the model include content essential to develop competencies in community and library assessment, planning, interagency cooperation, public relations and public awareness, the teaching of reading, management of literacy programs, services, counseling, learner's advisory service, information and referral, collection development and tutorial programs. They illustrate the progress that has been made and the range of alternative services and competencies librarians have recognized as essential to literacy program development.
Present and Future

Significant advances have been made in the development of patterns of library service in response to the literacy education movement. This growth has continued over a period of twenty-five years, with a flurry of activity in the 1970s. This sustained but fragmented effort continues a long tradition of educational service in libraries and of leadership from the library associations. Events of 1979 seem to predict continuing development and a more intensive and widespread effort in the future.

By the most conservative estimate, it can be said that several hundred librarians have a shared pool of experience, training and practice on which to build. How alive and dynamic is the interest among community representatives of lay people and librarians has been demonstrated in the governors' conferences on libraries held in each state preliminary to the White House Conference on Libraries and Information Services. An unexpected emphasis on literacy as a part of lifelong learning has evolved. For example, the New York conference resolved:

that public libraries and public library systems support and supplement the efforts of literacy volunteers, Right to Read programs, and adult basic education centers to raise the reading levels of functionally illiterate adults and to provide appropriate materials for them; and that, in coordination with other community and educational organizations and other types of libraries, public libraries establish community information and referral centers.61

Preconference activities seem to have stimulated the Theme Conference on Libraries and Literacy at Reston, Virginia, in spring 1979. At that time, national leaders, specialists, librarians and teachers in intensive discussions hammered out strong recommendations on the role of the libraries in the national literacy effort.62

A distinctive trend is discernible in use of terms and the broadened concept of literacy—a trend indicating change in attitude and awareness. Adult roles are distinguished more clearly from those of children; adult materials with adult concepts and content have replaced children's materials. The importance of well-trained staff to work with clientele of varied backgrounds and education levels has been uppermost in developing quality service. The need for appropriate materials has been partially met, and knowledge of what is appropriate has been clarified. Librarians
HELEN LYMAN

and publishers predict a continuing effort to produce acceptable quality materials. Greater investments and use must be made possible.

Although constraints of funding have terminated or restricted some services, others have been initiated and new sources or reallocation of funds made. In spite of restrictions, new and formerly untapped sources of funds are often available from local foundations and private interest groups, as well as federal and state programs for which libraries are eligible. Librarians with informed, well-documented proposals and political skills in competing for funds will be able to tap these resources.

The role of libraries and librarians in teaching, particularly the teaching of reading, has been a recurring issue. This issue begins to seem less relevant and even nonexistent. Libraries are active partners with schools, literacy organizations, and private and public groups that take on the primary role of teaching, while libraries assume coordinating, administrative and resource functions. Both LVA and NALA plan extensive cooperative efforts with libraries. Such programs are directed more toward the groups most in need of basic skills and often least served. More attention needs to be directed to evaluation and impact of programs. Enrollment statistics and subjective opinion predominate. The Appalachian Adult Education Center Project stands out as a model. Librarians in general are able to meet the needs of adult basic education students who are close to mastery. Like the Adult Basic Education program, which reaches little more than 5 percent of potential students, library programs appear to reach a minimal number, chiefly from Groups I and II. The Group III and Group IV clienteles, those with the greatest need, require the greatest resources. It is in this area of service that librarians and library trustees must make choices and set priorities.

Nevertheless, despite the advances, the urgency of the literacy problem in the United States is very real. More relevant scientific information about adult literacy, and more active collaboration among researchers, practitioners, policy-makers and community representatives are needed. There is also need for research to examine: "the critical assumptions underlying current literacy objectives, definitions of adult literacy, or methods of measuring it. Too often, explanations of ways to promote literacy fail to consider its complex relationships with other social, cultural and economic conditions."

What research exists needs wider dissemination to directors of libraries, library trustees and practitioners. Literacy and library school educators need information derived from the professional experience of practitioners. Librarians need to incorporate research findings into their
services and practice. They can learn from scholarly contributions from
the fields of history, anthropology, linguistics, economics, psychology and
reading. (The papers presented at the Theme Conference on Libraries
and Literacy offer this kind of valuable information.) Librarians must
be receptive to experiments and open to new services to achieve the
literacy goal.

Librarians particularly need to work closely with teachers and adult
educators to exchange information about learners and their needs. They
also need to work closely with counselors and learners themselves to
clarify learners' goals and expectations. This latter knowledge is essential
to achievement of realistic objectives.

It appears that the study of reading, of approaches to the teaching
of basic skills, and of methods and research in this area should be part
of the librarian's preparation for work. Reading specialists, in turn,
should study librarianship to become vital resource personnel.

For the future, significant signs point to continuing developments in
the library world's involvement in literacy education. With sustained
support and increasing knowledge gained from practice and research, it
should be possible to initiate and maintain an ever-growing number of
quality programs based on commitment; informed, competent staff; and
a wide range of resources. All concerned should be in a better position
than ever before to achieve, through well-planned literacy programs, the
objectives that will result in literate communities throughout the nation.

References

1. American Library Association. Office for Library Service to the Disadvan-
2. Cook, Wanda D. Adult Literacy Education in the United States. Newark,
Del., International Reading Association, 1977.
3. Lanning, Frank W., and Many, Wesley A., eds. Basic Education for Disad-
vantaged Adults: Theory and Practice. Boston, Houghton Mifflin, 1966; and
4. Louis Harris and Associates, Inc. Survival Literacy Study. New York,
Harris and Associates, Sept. 1970. (ED 068 813); Heckler, Margaret M. "How
Many Americans Read Well Enough to Survive?" Congressional Record 116:
38,036-40, Nov. 18, 1970; and Northcutt, Norvell, et al. Adult Functional Com-
petency: A Summary. Austin, University of Texas, Division of Extension, 1975.
6. Freire, Paulo. "The Adult Literacy Process as Cultural Action for Free-
HELEN LYMAN


23. MacDonald, op. cit., p. v.


29. MacDonald, op. cit., p. 32.

30. Ibid., p. 34.

31. Ibid., p. 33.


45. Lyman, "Literacy Programs, Library," op. cit., p. 182.

46. University of Texas at Austin. Division of Extension. Industrial and Training Bureau, in cooperation with the Texas Education Agency and the Texas State Library. *Establishing Library Learning Centers for Adult Basic Education*. Austin, University of Texas, Division of Extension, 1975.

47. Hiatt and Drennan, op. cit., p. 10.


49. ________. *Guide to the Use of the MAC Checklist: Materials Analysis*
HELEN LYMAN


57. MacDonald, Barbara J. Humanistic Adult Basic Reading and English as a Second Language Bibliography. Syracuse, N.Y., Literacy Volunteers of America, [1979]. (In process.)


60. Gray, op. cit.


Additional References


216
Literacy Education as Library Community Service


Hawkins, Thom. Benjamin: Reading and Beyond. Columbus, Ohio, Charles E. Merrill, 1972.


