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ABSTRACT

The background section discusses the current status of library development in New York State including: (1) school libraries, (2) public libraries, (3) college and university libraries, (4) special libraries, (5) systems and networks and (6) library functions at the state level. The committee's recommendations cover: (1) user access to library services, (2) structure and relationships, (3) special categories of library services, (4) the government of libraries, (5) the resources of libraries, (6) research and evaluation and (7) finance. A bibliography of studies and reports relating to library development in New York State and to national library standards precedes the appendix of selected excerpts from New York State Education Law and Regulations of the Commissioner of Education in effect as of June 1970. (VH)

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REPORT  
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COMMISSIONER OF EDUCATION'S COMMITTEE  
ON  
LIBRARY DEVELOPMENT

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The University of the State of New York  
The State Education Department  
Albany, 1970

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# COMMISSIONER'S COMMITTEE ON LIBRARY DEVELOPMENT

June 22, 1970

Hon. Ewald B. Nyquist  
Commissioner of Education  
State Education Department  
Albany, New York 12224

Dear Commissioner Nyquist:

I have the pleasure of submitting to you the report of your Committee on Library Development for your consideration and action.

The Committee was appointed in March 1967 by your predecessor, Dr. James E. Allen, Jr. From that date until April 24, 1970, the Committee met in 30 sessions, most of which lasted 1½ days.

When we were given our charge to review the 80 recommendations in EMERGING LIBRARY SYSTEMS (the Department's evaluation report) and the progress of the reference and research library program in New York State and to suggest next steps to be taken, we little imagined the monumental task that we faced! This was the only Commissioner's library study committee (there were two earlier committees) to examine the total library scene in New York State and to consist of librarians and trustees with varied experiences in almost every type of library and library system. As a result, we found it necessary to devote most of our first year's efforts to forging a common philosophy before we could come to grips with the specifics of our task.

It was a remarkable committee. The attendance of the 12 voting members and 4 consultants at the 30 sessions was almost incredible. The members worked very hard. They analyzed the proposals received from the field through 190 written communications and substantial transcripts of our March 1969 Hearings in Albany. They read and studied over 275 documents produced by committee members, Department staff, and other librarians. They served as working members of Committee Task Force and Sub-committees.

The Committee members demonstrated throughout our three-year period of service a willingness to listen and to consider new approaches to library problem solving. They made my assignment as presiding officer a great pleasure. I thank them all.

I wish to acknowledge with deep gratitude the hospitality of the New York Public Library where we held most of our meetings.

Above all, we all thank you and Dr. Allen for the great opportunity you gave to us in asking us to serve our State and our profession. We thank you too for the help given to us by the representatives of the State Education Department.

Please call on us for any assistance in the interpretation of the report that you or your staff may require.

Respectfully submitted,

*Harold S. Hacker*

Harold S. Hacker, Chairman

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## INTRODUCTION

In 1967, Commissioner James E. Allen, Jr., established the Committee on Library Development and charged it with reacting to *Emerging Library Systems*<sup>1</sup> and with plotting next steps for library development in the State. Most significantly, Commissioner Allen appointed to the new committee, for the first time in a long series of statewide library planning committees, representatives of all four types of libraries - school, public, college and university, and special. It was thus implied from the committee's inception that its concerns should embrace a library program designed to meet all the library needs of all the people of New York State.

Certainly no one who will read this report is unaware of the violent forces of technological and social change which have had so profound an impact on the larger spheres of communication and education within which libraries function. By the same token, it is unnecessary to restate here the reasons which make it important continually to reexamine shifting patterns of library use and library users' needs and the developing structures, resources, and techniques required to serve successfully those needs.

Early in its deliberations, the committee resolved that it would try, within the limits of its knowledge and understanding, to look at library problems and solutions from the point of view of the library user and his actual and potential uses of libraries; and that it would reassess from a user orientation the traditional patterns of library organization and service - such as the long-established administrative and fiscal patterns, professional staffing patterns, and service patterns based on types of libraries and community boundaries. The committee attempted to balance how and why our libraries are organized and operated the way they are against how and why people use and might use libraries.

The committee also felt it essential to the soundness of its conclusions actively to solicit ideas, suggestions, and reaction from the field. Accordingly, this was accomplished by correspondence, meetings, and hearings before representatives of all important library interests in the State, and a substantial amount of the committee's attention was given to the study and consideration of suggestions received from the field by these means.

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<sup>1</sup>*Emerging Library Systems: The 1963-66 Evaluation of the New York State Public Library Systems.* Albany: The University of the State of New York, The State Education Department, Division of Evaluation, 1967.



Since both the committee's origins and its mission relate directly to *Emerging Library Systems*, it should be noted here that the findings and each of the 80 specific recommendations of *Emerging Library Systems* were the subject of a careful assessment by the full committee.<sup>2</sup> While in only a few instances is direct reference made in the present report to individual recommendations, in each case the committee took one or more of the following actions:

1. Reaction was sought from the field.
2. The recommendation was referred to the Division of Library Development and/or the public library systems for implementation.
3. The recommendation was either rejected or developed, modified, and incorporated in the recommendations of this committee.

As for the report which follows, every effort has been made to keep it as brief as is consistent with its purpose. There is a short section of background on the current status of library development in the State, followed immediately by the recommendations which make up the body of the report. Because they are reasonably explicit in themselves and because the issues they deal with are largely familiar, the recommendations are presented with a minimum of preamble or elaboration.

Finally, in order to avoid lengthy and repetitious explanations throughout the report, it should be understood that wherever in the report the terms library, librarianship, or library materials appear, they are used in their widest sense to include the collection, organization, storage, retrieval, and assistance in the use of recorded information and ideas in any form. Thus, media centers, educational resource centers, systems, networks, information centers, and all similar agencies and activities are encompassed.

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<sup>2</sup>A reading, or rereading, of *Emerging Library Systems* is recommended as important background for the present report.

## THE BACKGROUND OF LIBRARY DEVELOPMENT IN NEW YORK STATE

In order to understand the full implications of the recommendations which the Commissioner's Committee on Library Development has made in the following pages, it will be helpful to review very briefly here the current status of library development in New York State.

Historically, New York is singularly fortunate in having within its borders some of the finest of all types of libraries in the Nation and even in the world. For many years, these institutions, public and private, have stood aloof and self-sufficient, each one patronized by the limited group of users who were privileged by virtue of proximity or affiliation to take advantage of it. More recently, within the State there have been stirrings and developments which promise to enhance vastly the usefulness of such traditional resources, making them available to users throughout the State at the same time that each separate library is better able to carry out its own particular purposes. New concepts of access; information and communication systems and networks; and an endless array of devices for improved communication, for the retrieval, reproduction, and transmission of materials, and for bibliographic control are all contributing to this revolution in library and information service. The vision which the forward-looking librarian holds today is of a single great network of interrelated resources which persons of all ages and all conditions, wherever in the State they may live, can freely call on to meet any library need they may have.

This is the goal. It is not an unreasonable or impractical goal in terms of the capacities of the society which it would serve, and what may well be the most difficult steps - the basic concept and initial organization - have already been taken, statewide. There is, nevertheless, a long and difficult way to go to develop and implement the extensive working relationships and mechanisms necessary to realize the promise the concept holds. Also, at the same time that some aspects of the program have moved to advanced levels of sophistication, there remain other areas of the most basic, bread-and-butter kind of library service - in public and private schools, in many small communities, in institutions, and even in many colleges - which would have been regarded as substandard 50 or more years ago even.

Libraries traditionally group themselves into four major categories - public, school, college and university, and special - relating partly to the audiences they serve and partly to their sources of support. For a number of reasons these distinctions are becoming somewhat less sharp than they have been, and in the minds of many library users they have practically disappeared. Nevertheless, for the purpose of reviewing the current library situation in New York State, it will be helpful to look at the categories separately.

## SCHOOL LIBRARIES

As presently constituted, school libraries are designed to serve both the curriculum-related and recreational library needs of elementary and secondary school students and, to a limited extent, the professional needs of teachers. State regulations require that each high school establish and maintain a school library. Unless specifically exempted, every high school with an enrollment of 50 or more is required to employ a school librarian.

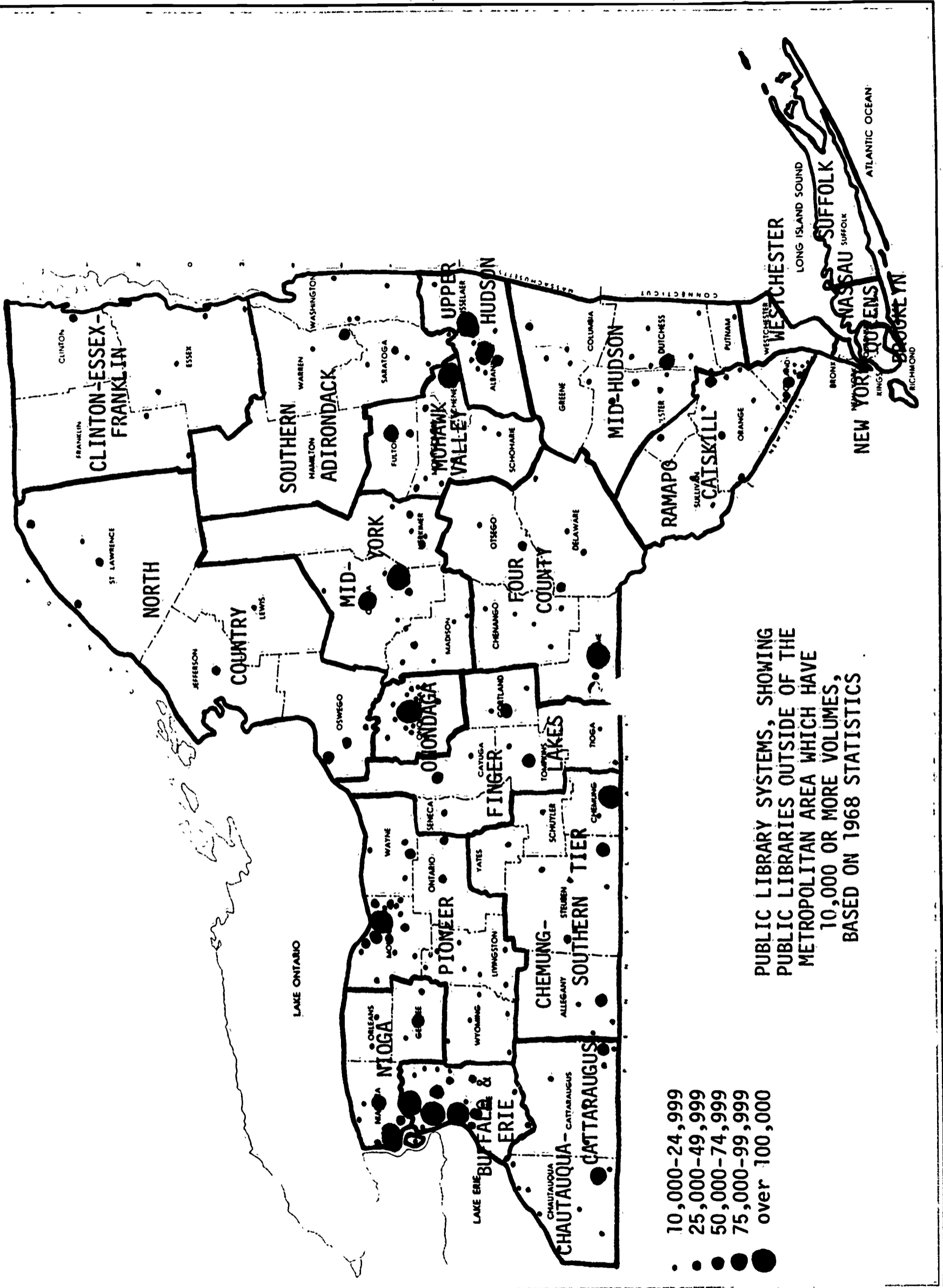
Although no reliable data are available, it is estimated that in 1969 there were 1,400 secondary school libraries in New York State. Of the 2,713 elementary schools of the State, 17 percent report not even a library area. Although 3,600 positions for school librarians are on record, many of these are part-time, so that the figure does not represent accurately the number of certified school librarians employed.

In line with national standards, there is a marked trend to enlarge the scope of school libraries to include audiovisual as well as the traditional print resources. This trend is reflected in both the approved new school building plans and in the new certification requirements for school library media specialists.

In general, it may be said that school libraries, or library media centers, in New York State range from those which are little more than token collections to those which are physically and educationally the center of the entire teaching and learning experience. In schools with limited resources, students usually depend on the public library to meet their library requirements.

School libraries are financed from the general budget for the entire school program. Since there are no State requirements for maintaining the school library, the level and quality of the school library program are controlled by the school administration, either at the building or district level. At present, although the State requires that a minimum amount of space be provided for library purposes in new school construction, there is no followup requirement that makes it necessary to use for library purposes the space so planned. Also, at the secondary level there is a school library space limitation, with any excess being ineligible to earn State building aid.

An increasing number of larger school districts are providing a supervisor of library media services to coordinate the program for the entire school system, an arrangement which is very similar to that of library systems in other situations. In recent years, in addition to district level development, cooperative services have been planned on a multi-district basis in some areas. To some extent, school libraries have been able to take advantage of public library systems services through the local public library. Also, Federal aid has stimulated the development of some regional cataloging and processing centers and other cooperative services at the regional level.



PUBLIC LIBRARY SYSTEMS, SHOWING PUBLIC LIBRARIES OUTSIDE OF THE METROPOLITAN AREA WHICH HAVE 10,000 OR MORE VOLUMES, BASED ON 1968 STATISTICS

- 10,000-24,999
- 25,000-49,999
- 50,000-74,999
- 75,000-99,999
- over 100,000



The lack of library media programs in the private schools of the State is even more critical than in the public schools, although there are some outstanding exceptions. In addition, because of constitutional prohibitions, private schools have not been able to participate fully in State and Federal aid programs. Thus, private schools, in general, have placed considerably more reliance than should be necessary on the public libraries for support of their educational programs.

School library development in New York State has been handicapped by a lack of statewide data. However, the increased attention which school library matters currently are receiving at the State level should begin to remedy this situation, as well as helping to raise the general performance level of school libraries throughout the State. A detailed school libraries study, outlined by the Commissioner's Committee on Library Development and already approved and begun by the Education Department, will help further to supply much-needed information.

## PUBLIC LIBRARIES

In New York State, 700 independent public libraries serve, with varying degrees of adequacy, what can be considered for all practical purposes to be the entire population of the State. Of these, 684 make up the membership of 22 public library systems and are strengthened in turn by various services which the systems render to them. The three public libraries in New York City, serving approximately half the population of the State, qualify as library systems and, indeed, are library systems even though they do not share the multijurisdictional feature which the term implies throughout the rest of the State.

The public libraries, each of which is autonomous and derives its main support from a municipality, county, school district, or a combination of these units, in 1968 spent approximately \$60 million from local sources, and an additional \$14½ million of State aid went to the public library systems, where it was used largely for the operation of system services. In a few communities, new buildings, improved local support, and system help have resulted in attractive, well-staffed, and well-stocked libraries which are lively and effective community institutions; in too many other communities, the local library is so lacking in resources as to exist in name only. In any event, the public libraries of New York State not only provide free use of the limited resources of the local library, but they offer through the structure of systems and networks legal access to an enormous wealth of library resources throughout the State.

Studies have shown that the majority of public library users are students of all ages and what amounts to a relatively small, educated, middle-class segment of the community.<sup>3</sup> While no one questions the

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<sup>3</sup>"Users and Uses of Public Libraries." *Emerging Library Systems: The 1963-66 Evaluation of the New York State Public Library Systems*. Albany: The University of the State of New York, The State Education Department, Division of Evaluation, 1967, pp. 121-132.

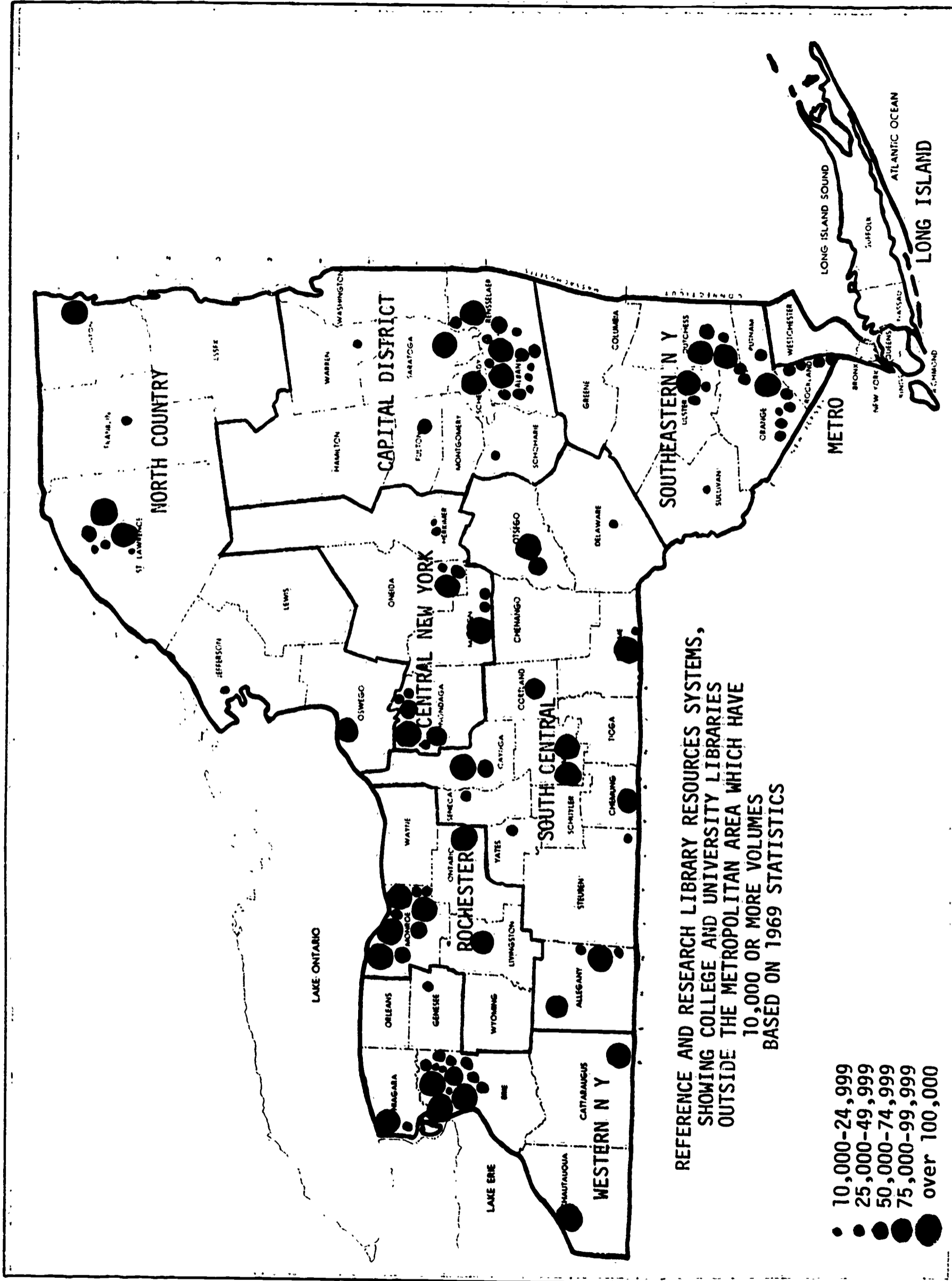
overall usefulness of what the public library is accomplishing, many of its friends would like to see its usefulness extended to a point that seems closer to its potential. The primary mission of school, college, and special libraries is clear enough (to support the efforts of the institutions which maintain them), but public libraries suffer to some extent from a lack of clarity about exactly what their role in society ought to be. Some feel it is the residuary role of meeting library needs which are not met by other types of libraries; others argue that not only does this not tell us enough, but the role of the public library should be more positively defined. Some would be happy to think of the public library as meeting the information needs of the general population; again, others feel that "information" is too limiting and that the public library offers a unique opportunity for enrichment of life and for finding its meanings, for emphasis on the literary as well as the nonliterary, the artistic and creative as well as the factual. A member of the Commissioner's Committee on Library Development has defined the public library mission this way:

A nation that purports to believe in democratic government, and in democratic approaches to problem solving, must assume the concomitant responsibility of supporting the agency that provides the informational tools to encourage an informed electorate. People in a democracy must make choices based on knowledge and understanding of alternatives or options. The public library needs to be a "whole earth catalog" of fact and philosophies, not only to offset the occasionally self-serving product of the communications industries, but to give meaning to the basic democratic principle of equality.

#### COLLEGE AND UNIVERSITY LIBRARIES

There are 215 institutions of higher education in New York State, including colleges, universities, community colleges, junior colleges, and technical institutes. It is safe to say that every one has, or plans to have, its own library. With the exception of the State University of New York and The City University of New York, which are vast systems in themselves, most of these institutions function independently and independently acquire and manage the library resources their students and faculties will need. All institutions of higher education are faced with the very real dilemma of being increasingly dependent on their libraries, both for the needs of students and the teaching and research needs of faculty, at the same time that all costs are rising and, especially in the case of private institutions, income is shrinking. Administrative officials are consequently receptive to, and many are actively seeking, means of keeping library costs down without hurting the quality of library programs. Systems and networks, such as the Reference and Research Library Resources (3R's) Systems and the New York State Interlibrary Loan (NYSILL) program, which enable a sharing of some of the most expensive special resources and services certainly offer possibilities, but there is no escaping the necessity to maintain on campus and directly accessible in each institution a basic library program which meets most of the library needs of students and the common needs of the faculty.





REFERENCE AND RESEARCH LIBRARY RESOURCES SYSTEMS,  
 SHOWING COLLEGE AND UNIVERSITY LIBRARIES  
 OUTSIDE THE METROPOLITAN AREA WHICH HAVE  
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- over 100,000

Sharing also raises questions in many institutions about how far it is in the interests of a private college or university to go in sharing with others who have inferior library resources. As types of libraries become more closely interrelated and types-of-library distinctions less sharp, there are likewise questions involving the use of college library facilities by the community at large or segments of that community.

Whatever the drawbacks to cooperation may be, tangible evidence that there are real advantages exists in the growing numbers of regional councils, consortia, and networks which have been formed for the purpose of sharing resources or accomplishing some other mutually beneficial purpose. On a larger scale, 153 colleges and universities in the State are currently members of the 3R's systems<sup>4</sup>, and, in the words of one university librarian, "The 3R's program has brought academic libraries to the threshold of an integrated system."

### SPECIAL LIBRARIES

The term "special libraries" applies to those collections and programs which serve the specialized literature and information needs of industry, government, the professions, and similar agencies and institutions. These libraries range from modest collections of reference materials to complex programs involving large staffs of experts in various fields utilizing the most modern methods and equipment. Much of the pioneering in the application of computer technology to library operations, for example, has been carried on in special libraries.

Since special libraries, many of which support research efforts, often feel the need for access to an exhaustive range of materials within their subject specializations, they are inclined to be receptive to plans for the reciprocal sharing of resources. These highly specialized libraries are also forced to rely on other libraries when their users have occasion to seek information in a discipline foreign to their own collecting policies. The result is that special libraries have taken the initiative in establishing some of the most successful networks in operation today.

There is little or no reliable statistical information about special libraries; estimates, however, place the number in the State at well over a thousand. Certainly they constitute a major library resource in the State.

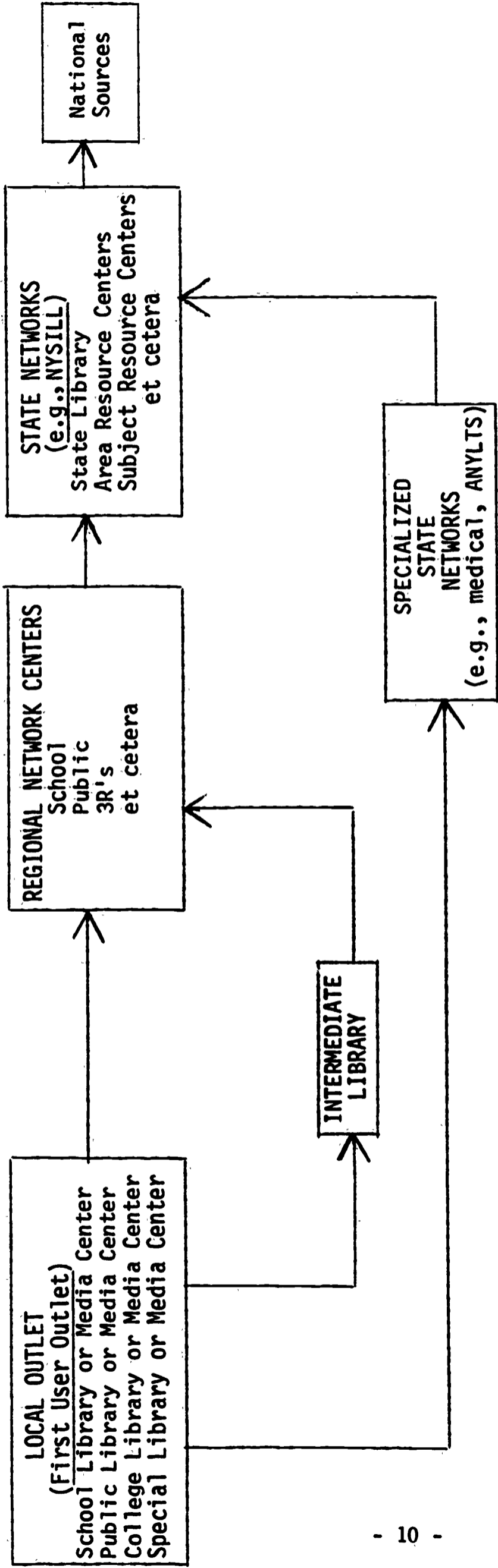
### SYSTEMS AND NETWORKS

Although library systems and networks have been developed to a relatively high degree in New York, and they are already having a profound impact on library services, they are still in their infancy in terms of their probable future development.

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<sup>4</sup>As of June 30, 1969.

REFERENCE AND INTERLIBRARY LOAN NETWORK (FOR INFORMATION RETRIEVAL AND TRANSFER)



The above chart suggests how requests might flow in a statewide program of reference and interlibrary loan networks serving the information retrieval and transfer function.

The first important statewide library network development in New York was the establishment of the public library systems, now 22 in number. These systems are almost entirely supported by State funds, and, as has been pointed out already, their chief functions are to extend library service to all residents of the State and to strengthen the member public libraries by providing services and materials to them. A designated central library in each system provides interlibrary loan and reference services to residents of the whole system area and eventually will assure there being one collection of at least 100,000 volumes in each system. In some situations where there are no local libraries, direct library service is given by the systems, usually by bookmobile, and in a few communities the complete library program is operated by the system on a contract basis. The systems do not supplant local libraries but make it possible for them to retain their autonomy as community libraries while they enjoy some of the advantages of larger size. A major accomplishment of the systems, sometimes overlooked, has been to extend to all residents of the State a point of access to whatever library services ultimately will be made available through networks and the total chain of library resources which is rapidly being forged throughout the State. The systems also have proven to be invaluable in the administration of State and Federal funds and special programs.

The second major step in library system development was the gradual establishment of nine regional Reference and Research Library Resources (3R's) Systems covering the State. As the name implies, these systems are designed to strengthen the State's ability to meet the more advanced library needs of research workers, the professions, college faculties and students, business and industry, government, and others. The 3R's systems are also supported almost entirely by State funds, and they link together, by means of a program of services and a loosely knit organization, public and private college and university libraries, special libraries, and the public library systems. Because their funding has thus far been so seriously limited, these systems have not yet been able to make the impact on library performance which there is every reason to believe they will make. It is hoped that eventually a coordinated acquisitions program involving all major reference and research libraries, including statewide or regional collecting and service responsibilities, will be a feature of this program.

One of the most interesting and promising developments - the New York State Interlibrary Loan network, or NYSILL - started as an experiment, but in its fourth year of operation is proving to be a useful and important feature of the statewide library program. NYSILL is designed to make available, on a systematic basis from 12 designated research libraries, materials which are not available from the public library systems or the New York State Library. The resource libraries are compensated in proportion to the volume of services they render, according to the terms of a contract with the State Library. Communication is mainly by TWX, with the State Library acting as a filter and referral center. A companion experiment to test the feasibility of employing facsimile transmission in the communication chain indicated that conditions were not yet ready for such an application of this promising tool.



Another system, ANYLTS (Association of New York Libraries for Technical Services), designed to handle materials processing on a statewide basis, is well on its way to implementation, and there is also a wide variety of special purpose regional networks, formal and informal, performing delivery services and communication functions, sharing specialized resources, and otherwise serving special needs of groups of libraries of every type. Advances in bibliographic control, such as the New York State Library's automated serials records project, made possible by recent electronic and photographic technology, increase the opportunities for mutually advantageous sharing and enhance the potential usefulness of systems and networks. Systems and networks may exist on almost any geographic base and for any purpose, and it is no exaggeration to say that the possibilities they offer for the development and improvement of library and information services generally, and for meeting a host of related specialized problems, are without limit.

#### LIBRARY FUNCTIONS AT THE STATE LEVEL

Since the thrust of this committee's recommendation is on what can and what should be done at the State level to further improve library service to the people of the State, it is appropriate to include in this review of the current situation something about how the governmental units relating most closely to library interests are organized at that level.

It is important to understand at the outset that any educational enterprise in New York State which accepts public funds or confers degrees derives its legal entity and the right so to function from the act of incorporation by the Board of Regents under New York State Education Law. All State level library activities center in the State Education Department, which places libraries clearly in an educational context. To the same extent that education as a whole is removed from the political scene by its unique structure in State government, so is the library enterprise at the State level removed from the uncertainties of constant political change, with all that is implied thereby. Requests for funds in support of library activities, if they are included in the Education Department's budget, are subject to the same procedures, including approval by the Board of Regents, as are any department funds. Requests for local assistance funds which do not go through the Education Department's budgetary procedures but are only disbursed by the department must nevertheless have the approval of the Board of Regents if they are to have the support of the Regents in the legislative process. Such measures also may be introduced into the legislature quite independently of the Education Department and Regents. The record will show, however, that the major forward steps in library development in the State in practically every case have had the support of the Education Department and Board of Regents; the initiative and leadership which made them possible have come from the department and other library interests in the State working together in a genuinely cooperative effort.

Since the Education Department's responsibilities include education at all levels, its interests in library matters embrace library programs which serve education at all levels, as well as public libraries which are

considered to be educational institutions in themselves. As the chart on p. 14 shows, the Bureau of School Libraries resides in that section of the Education Department concerned with elementary and secondary education, and the Division of Library Development, which carries the responsibility for public libraries, is, along with the State Library, the concern of the assistant commissioner for libraries and the associate commissioner for cultural education.

Until recently, there has been in the Education Department no separate unit devoted to higher education libraries. In 1967, however, the Bureau of Academic and Research Libraries was created in the Division of Library Development. This unit is concerned with college and university libraries, mainly in the context of the systems and networks which involve them so prominently, but it also gives important assistance to the Bureau of College Evaluation and the Division of Teacher Education in the evaluation of college and university libraries in the State as well as in library education programs. In fact, the increasingly close working relationships among the personnel of the various units of the State Library, the Division of Higher Education, and the Bureau of School Libraries are one of the more encouraging signs for future relationships among the libraries which these agencies represent.

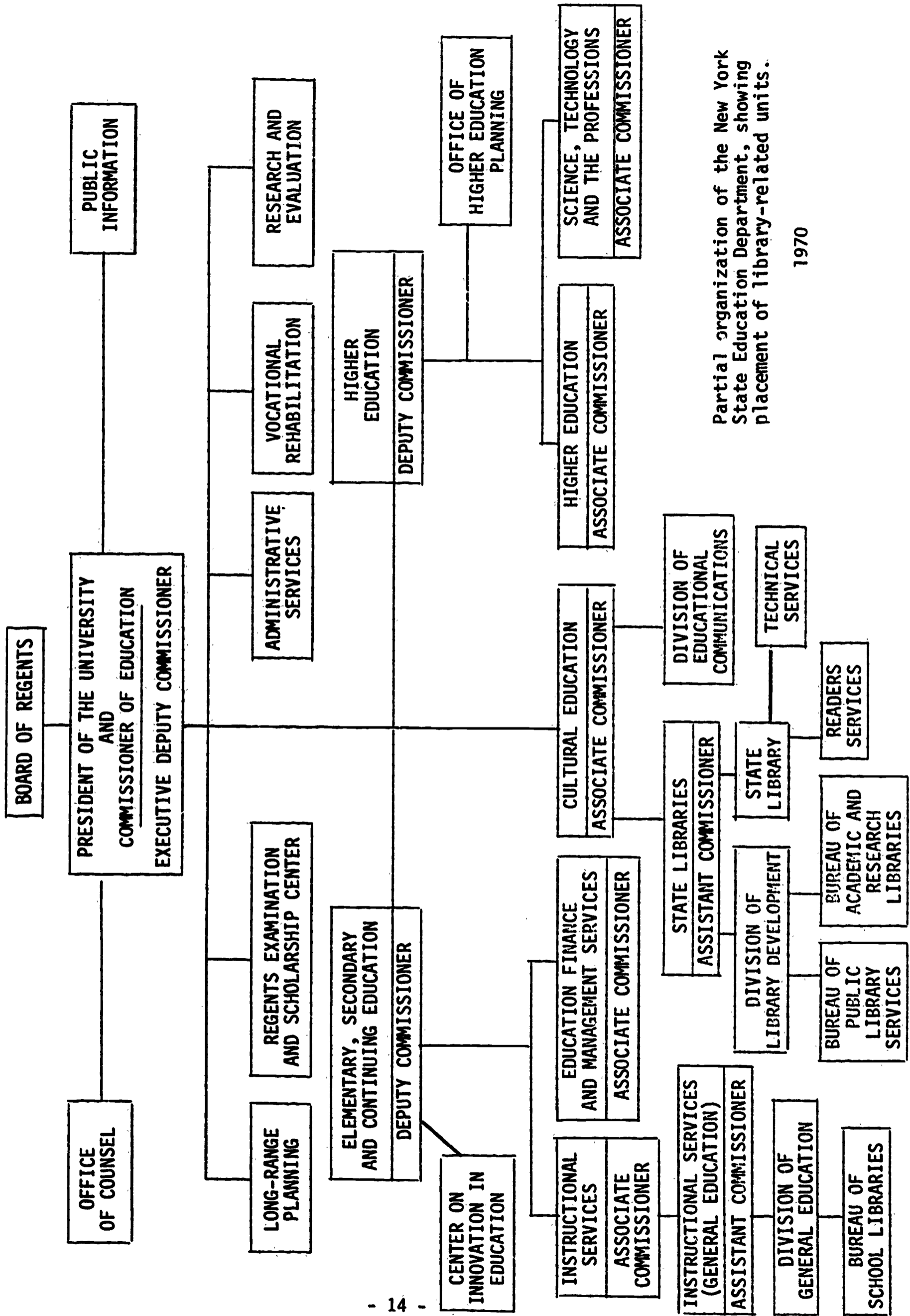
The Division of Educational Communications, also under the associate commissioner for cultural education, is closely related to the library function, especially in schools. Although there have been some efforts at coordination between the Division of Educational Communications and other units directly concerned with libraries, the department's structure here does not reflect the trend in school and other libraries toward a multi-media approach.

The functions which the New York State Library is performing are numerous and varied: library service to all branches of State government; important statewide backstopping, screening, and referral functions in connection with systems and networks (the State Library is linked by TWX to major systems and libraries); library service to the legal and medical professions throughout the State; a program of library service to blind and other physically handicapped persons; archival functions in all areas relating specifically to New York State; primary reference and research functions, especially in history and the natural sciences as they relate to New York State; exchange and distribution of New York State documents; the development of statewide bibliographic resources; and others.

In addition to the specifically library-related functions already mentioned, the Education Department provides such general services as legal counseling, research and evaluation, and financial services. The units which perform these services, although not primarily library oriented, develop considerable expertise in library matters, and their contribution to the library effort in the State is considerable.

A nine-member Regents Advisory Council on Libraries, appointed by the Board of Regents, represents the library interests of the State to the Education Department, to the Regents, and, in a very real sense, to





Partial organization of the New York State Education Department, showing placement of library-related units.

1970

State government generally, through these channels. The council meets regularly with department staff to advise on policies relating to library legislation, standards, and the general administration of statewide library development programs and services to State government and the libraries of the State.

Thus, the sum of all the library activities which are performed at the State level by a variety of governmental units, in addition to the provision of State financial assistance for local library functions, represents the way that this State is meeting its responsibility for library service - a responsibility which has been defined by the American Association of State Libraries as follows: "States provide library service directly, promote service through other agencies, coordinate the various library resources, aid libraries financially, and require service through Standards and Regulations." More recently, the National Advisory Commission on Libraries has given a new imperative to the State's role in library matters by emphasizing that the strengthening of state library agencies to meet their responsibilities is one of the primary steps which the Federal Government must take in order to improve library service to the people of the United States.

Those who are familiar with the history of library development in New York State understand clearly the role the State has played in building and maintaining a library program which is outstanding on many counts. Happily, there is increasing realization that State government is practically the only agency which cuts across the physical and governmental boundaries of minor civil divisions, all types of libraries, and the public and private sector; which is large enough to form a viable base for most library functions; which has wide and diversified sources of revenue; and which can otherwise provide the financial support, services, and leadership on the scale that is essential to a successful library program in the complex society of the 1970's.

TYPES OF LIBRARIES AND THEIR SUPPORT IN NEW YORK STATE  
Capital Monies Excluded

Type of Library	Population Served	Support in Millions of Dollars				Total
		State Government	Federal Government	Local Government	Other	
Public	17,544,121	\$14.5	\$2.0	\$59.7	\$14.6	\$90.8
College and University	651,415	23.3	1.9	(unknown)	26.0	51.1
School (Public and Private)	4,190,536	11.9 <sup>a</sup>	7.9 <sup>a</sup>	<sup>b</sup>	1.5 <sup>a</sup>	21.3 <sup>a</sup>
State Institutions	194,247	.55				.55
Special Libraries	(Approximately 1,200 libraries. Other facts unknown)					
Medical						3.3 <sup>c</sup>
3R's Systems		.50				.50
State Library (Includes DLD)		3.3	.54			3.8
State Departmental		(Number and support unknown)				
TOTAL	17,733,236	\$54.1	\$12.3	\$59.7	\$42.1	\$168.2
per capita (whole dollars)		\$ 3.05	\$ .69	\$ 3.36	\$ 2.37	\$ 9.48
percent of total		32.1	7.3	35.4	25	99.8

<sup>a</sup>Includes only library material expenditures

<sup>b</sup>Included with State government support

<sup>c</sup>65 percent response, no breakdown

1969 Data

## RECOMMENDATIONS

This report stands or falls on the recommendations which follow. As the introduction states, because the recommendations are reasonably explicit in themselves and deal largely with familiar issues, they are presented without extensive elaboration or explanation. Some are detailed and immediately practicable; others are concerned with more general, philosophical questions and, accordingly, propose longer-term solutions. Since many of the recommendations are closely interrelated, they can be understood correctly only when considered in the context of the whole.

### USER ACCESS TO LIBRARY SERVICES

A knowledgeable library user charged with laying down the parameters of a reasonable library program which would meet all of his library needs might begin his list with something like this: 1) I must have the legal right to use any library which either has whatever services and resources I need immediately at hand, or through which I can get them with a degree of promptness commensurate with my need; 2) that library must be near enough so that it is practical for me to use it when I need it; 3) there must be some way I can find out what materials will meet my need of the moment and how I can get them. (This must work equally well whether the materials I need are actually in the library collection I am using or whether they are somewhere else.)

The librarian approaching the same problem would probably say that the system design must meet the tests of legal access, physical access, and bibliographical access.

#### *RECOMMENDATIONS:*

- I. Everyone is entitled to convenient free access to local libraries (public, school, college and university, special) which are part of a state-wide network providing both interlibrary loan and reference service.
  - A. Access to an outlet which can supply interlibrary loan service and ready reference or reference referral service should be within 20 minutes in a metropolitan area or 30 minutes in other areas by some practical means of transportation.
  - B. Where this is not economically possible, it is the responsibility of local government to arrange to provide library service by contract or to provide transportation to the library. (In the latter case, transportation might be provided by school bus, for example.)



- C. In addition to the local outlet, it may be necessary or desirable for the library or library system (of any type) to establish supplemental forms of access by such means as bookmobile service, storefront reading centers, and mail-order service.
  - D. Reasonable hours of service should be determined by user need.
  - E. Access to statewide networks (e.g., NYSILL) should be unrestricted as to age of user, according to patterns of referral developed by the State (and regions).
- II. In order to increase the opportunities for access, it should be standard practice for library agencies of any type receiving public funds, or libraries which are part of institutions receiving public funds, to provide access to all, within referral patterns developed by the State (and regions). Legal impediments to such access should be removed. No library, however, should be required to serve an expanded clientele or expanded functions without compensation.

## STRUCTURE AND RELATIONSHIPS

What the library user sees as problems of access become for the library planner and administrator problems of structure and relationships - such considerations as the kind, size, and location of libraries needed and the legal and other arrangements which will facilitate opportunities for cooperation and sharing in order to meet the requirements of users at a realistic cost.

Along with efforts to satisfy the increasing volume and sophistication of user demands and to further equalize library opportunity throughout the State, there has come an enormous increase in the complexity of library relationships. Systems, networks, larger and more diverse bases of support, greater specialization - these are just a few of the factors which must be accommodated in a viable statewide structure.

### *Intermediate Libraries*

As yet, (and there seems to be no prospect that the situation will change in the foreseeable future) there is no substitute for a library outlet which the user can actually visit with a practical degree of convenience - a place where he can browse in a collection of reasonable size, obtain professional assistance, and gain access to network resources

beyond the limitations of size and depth which apply to the library at hand. In fact, any user more than 20 miles from a general library collection of at least 35,000 volumes, to which he has legal access, must be considered to be disadvantaged in respect to library service.

There are almost no residents of New York State who do not have the legal right to use, in addition to their local public library outlet, the central library of a public library system. However, there are still many places where the user's local outlet falls far short of being able to meet his needs for a direct-access library, yet the trip to his central library is too great to be normally feasible. It is this quite prevalent inadequacy in the total public library program in the State which the following recommendations on intermediate libraries are designed to overcome. The term "intermediate libraries" is used because it is presumed that the kind of library service needed in these situations would most often be at a level which is intermediate between small, community library outlets and the central library of a public library system.

#### *RECOMMENDATIONS:*

- I. Planning grant money should be made available for a pilot program in intermediate library service.
- II. A plan of reasonable statewide distribution of effective intermediate level units in terms of geography and population should be developed.
- III. Based on the results of I and II above, State aid should be provided for the designation or establishment and maintenance of intermediate public libraries or for equivalent contract service from any other type of library. Only a minimum of local units necessary for service to users should be eligible for State aid.
- IV. Standards of service, requiring standards in hours, staff, collection, physical facilities, and levels and sources of support, should be developed for the intermediate library.

#### *Networks*

Since no library could by itself provide the range and depth of resources which even a small number of users might need to consult in pursuing their multiplicity of interests, there is implied in the concept of total library service some kind of orderly and planned sharing of resources and services. It has been the tradition in New York State not to attempt to create new collections of materials resources in order to meet expanding and increasingly sophisticated user demands, but, in general, to build on whatever strong collections, general or specialized, already exist in the libraries of the State and to link those collections into networks.



A network, in the sense that the term is used in the recommendations which follow, may be a library system, a system of systems, or it may be simply a group of similar or different types of libraries linked together to share a common resource or to perform a specific function or functions. Each of New York State's public library systems might be described as a type of general purpose network established on a regional base of one or more counties. While these separate systems are networks in every sense of the word, they are also referred to as systems because of the higher degree of organizational machinery which serves and governs them in their intrasystem relationships.

It is most important to understand that there are many types of networks serving many different purposes and that networks may exist for special functions, such as sharing, by interlibrary loan or other means, specialized resources, (e.g., NYSILL); to serve a special type of users, (e.g., blind persons); or to serve such a specific purpose as centralized processing of materials, (e.g., ANYLTS). Networks such as NYSILL and ANYLTS happen to be statewide in scope, but there are no limitations to the area which a network might encompass. Networks may cut across other types of networks, and they may exist as separate entities within other networks; the public library systems being, for example, regular members of the 3R's systems.

There is a natural and desirable tendency for networks to be formed by various groupings of libraries to serve area or regional needs of one kind or another. Many of these emerging networks may be relatively limited in respect both to the functions they perform and the geographic areas they serve. In such cases, their limited costs are usually borne by the participating libraries. Larger networks are more apt to require financial and planning assistance and a staff free to give its full attention to the network effort. State and Federal funds can be an important factor in guiding the development of networks in the best interest of the State as a whole and towards what ultimately must be a fully articulated functioning of all the elements of the total statewide library program, however numerous and diverse those elements may be.

#### *RECOMMENDATIONS:*

- I. Complete statewide coverage by special-purpose library networks should be cooperatively planned, jointly financed (local, State, Federal, and private), and State coordinated to insure total access to all library resources and programs in New York State for all library users and potential users through local access to some type of library.
- II. The number of systems or networks should be limited, and they should be planned to reflect differing requirements by type of library and by type of network function, but all systems should share planned interlinkage features, compatible on at least a statewide basis, permitting any

participating local outlet to draw upon any available resource or service in accordance with coordinated referral patterns established by the State. Local and regional subnetworks should be permitted and encouraged but should not receive State or Federal funds unless they serve useful State purposes and they are able and willing to be integrated into the statewide network patterns.

- A. Institutional access into statewide networks (e.g., NYSILL) for all library systems or unaffiliated libraries within a region should be by means of a coordinated referral pattern established by the State Education Department.
- B. Every library, of any type, should be eligible to be a part of the statewide network.
- C. In order to become a part of the statewide network, the local library outlet must accept the obligation to satisfy the needs of every individual for library materials and information by means of the networks.
- D. No library unit should be required to serve an expanded clientele or assume expanded functions without adequate compensation.
- E. Agencies providing backstopping information resources and services in the network should be reimbursed by the network or the State for their services.
- F. Equitable sharing implies that each locality or institution will make a reasonable effort to meet its own basic library needs.

III. The special-purpose statewide library networks should include all aspects of bibliographic control, including centralized (or planned and coordinated decentralized) acquisitions, cataloging, serials control, indexing, abstracting, analyzing, and locating of all recorded information. Whenever possible, bibliographical control records should be automated and made widely available in suitable format.

- A. As an interim step, the State should expand the capability of library service to its citizens by extensive telephone and teletype installations to its most productive resource centers.
- B. The State should investigate the feasibility of creating data banks at selected locations with terminal access from major libraries in each system.

- C. With the increasing application of data processing techniques, there should follow the capability of freely disseminating throughout the State bibliographic information about the holdings of major libraries.
  - D. One or more bibliographic centers of the network or system should be established to assist primary unit outlets to obtain and keep up to date a basic collection of bibliographic tools. The training of staff to use such tools and to refer correctly the readers' requests would also be the responsibility of the network or system, which should be reimbursed by the State for such services.
- IV. The special-purpose statewide library networks should include reference (information) services to provide factual information from any form of record, within reasonable limits and time, with flexible transmission facilities available (telephone, mail, teletype, telefacsimile) and appropriate screening and referral points.
- A. The requirements of the user should determine the means of referral to the next level of access.
- V. The special-purpose statewide library networks should include loans and photocopying services to provide, within reasonable limits, any form of record in the original or facsimile; with State-designated and coordinated patterns, including various referral channels and transmission means with appropriate screening and switching points; and area, subject, form, or other specified resource centers.
- A. Statewide policies and procedures governing interlibrary loans and interlibrary facsimile should be developed by the State for varying levels of materials requests.
  - B. Network centers and the State Library should be strengthened to satisfy requests for interlibrary loan and facsimile.
  - C. State aid for staffing network centers to process interlibrary loans should be provided on the basis of work loads.
  - D. Networks should include one or more strong nonbook materials collections with duplicates as required for loan to reinforce local collections.
- VI. It is a primary responsibility of the State to insure, by planning, by financial support, and by the provision of essential State level services and facilities, that a comprehensive statewide library service network, completely

interrelating the total library resources of the State and meeting the needs of all the people, is accomplished. In addition to being a composite of regional systems, such a statewide network also should perform directly through statewide programs, such as the present NYSILL network, in order to meet the conditions established in the foregoing recommendations. State financing of the comprehensive network program should give particular attention to resource centers and services, including the State Library, and to incentives for participation by all types of libraries.

In the course of network development in the State, and as separate regional library systems serving all types of libraries develop and grow, it is to be expected that they will be providing many services similar in purpose (e.g., reciprocal access, interlibrary loan and copying services, delivery service, coordinated acquisition programs, inservice training and continuing education for library personnel, central collections of audiovisual materials, and consulting and planning services).

Thus, the separate regional systems should voluntarily reexamine their relationships for maximum economy and efficiency and to avoid unnecessary duplication.

The two types of library systems already in existence (3R's and public libraries) and emerging school library regional systems should explore carefully the various means available to them to coordinate their programs now and, in particular, as their member libraries move toward closer relationships - regardless of types of libraries.

Among the options for such coordination are:

- A. joint planning;
- B. contractual relationships for provision of specific services;
- C. sharing of a common executive and some staff;
- D. establishment of a coordinating joint-policy group composed of representatives of each system's governing body; and
- E. merger of the governing bodies of the different types of regional systems.

VII. The State should provide leadership, funds, and expert assistance to achieve interstate network linkages, both to bring out-of-State resources and services to users within New York State and to make in-State resources and services available elsewhere.

- A. The State Library should contract with out-of-State resources to be added to the NYSILL network where it will substantially increase the availability of materials.



## *Education Parks, Community Centers, et cetera*

There is no question but that individual educational and social agencies often could be more effective by joining forces with other related agencies. The education park, community centers, and similar combinations of educational, social, and other agencies are a recognition of this principle and at the same time a means of effecting economies in capital outlay and operating costs. Whether such a combination of agencies is the best answer in a given community situation, which agencies should be combined, and how they should be combined are questions which will depend largely on the physical characteristics of the community in question.

### *RECOMMENDATIONS:*

- I. Physical grouping and functional integration of educational, cultural, health, and social services in a community should be encouraged, and they should be planned and developed with full participation and leadership by libraries and media centers of all types.
- II. Where only physical grouping without functional integration can be accomplished, the agencies represented should include the community public library, as well as the school and college libraries when applicable. An effective division of service responsibilities should be assured by coordinated planning.
- III. Where fully or partially integrated functions can be achieved, a single media agency should be established to provide the entire range of library and library-related services to all age groups.
- IV. Appropriate standards should be developed by the State for such a library media facility.

### *SPECIAL CATEGORIES OF LIBRARY SERVICES*

There are many ways of approaching library service - by type of library, by type of materials involved, by type of use (reference, loan), by type of user, and so forth. Each has its particular virtues and limitations.

Three such categories of library users calling for separate treatment are: children; students; and the residents of health, correctional, and welfare institutions. In the case of children, it is their age which sets them apart as library users. Students, who obviously may also be children, are distinguished by a common activity which establishes their pattern of library use and to some extent by the location where that activity takes place. The third group is set apart in respect to library service because of the limitations imposed on their free movement outside the institutions in which they reside. Considerable overlapping can occur among such categories of users; nevertheless, the conditions governing their use of libraries are sufficiently distinct so that the committee has found it useful to consider them separately.

## *Library Services to Children*

It is the committee's conviction that the long term interests of both children and adults will be best served by the following recommendations:

### *RECOMMENDATIONS:*

- I. The elementary school media center should have the responsibility and the capacity to meet all the library needs of all children except those in health, welfare, and correctional institutions. (The term "children" in this context is defined as that group of users now served by children's rooms in public libraries - usually preschool through grade six.)
  - A. While the elementary school media center should have the responsibility and the capacity to meet all the library needs of all children except those in health, welfare, and correctional institutions, this recommendation is not intended to prevent children from using other types of libraries, notably public libraries.
  - B. Public school budgets should include a State recommended percentage for library resources.
  - C. The State should subsidize school libraries to cover costs of "nonaffiliated" student users, e.g., children from private and parochial schools and preschool children.
  - D. Hours of school libraries should be extended through evenings, weekends, and vacation periods.
  - E. In the educational institution which generates an assignment, a sufficient quantity of any item in any form should be available to complete assignments that refer to a specific title, or to categories of unspecified materials.
  - F. A school media network should be established statewide to fulfill the necessary demands of pupils and teachers. At the regional level, requests should be satisfied or referred to other regional resource libraries, including public library systems and the 3R's systems, on a screened basis with the school media center the point of contact for pupils and teachers.
  - G. The school media center should be located in an area of the school easily accessible from the outside. Access and transport should be planned by the school district to permit maximum use of school media resources during evening, weekend, and vacation periods.



- H. Necessary equipment for use of all varieties of nonbook materials must be available in and through the media center, in addition to the extension of services through existing and future communications techniques.
- I. Advisory service to parents and other adults concerned with individualized reading, viewing, and listening guidance for children should be a function of the school media center. The public library may choose to provide consultant service in this area to adults if it so desires.
- J. Cooperative activities between school media center service agencies and other kinds of libraries should be planned programs.
- K. The administrative responsibility at the local level should be charged to the building principal and at the district level to the superintendent of schools.
- L. At the State level, supervisory and consultative services should be provided by the Bureau of School Libraries.
- M. Legal barriers to public schools' serving all children should be removed.
- N. National standards for school media programs should be adopted as minimum standards for New York State.
- O. Children's materials for adult use may be purchased by public libraries or collections of materials may be loaned by school media centers or nonpublic school agencies for adult use in the public library.
- P. Specialized, rare, and historical collections of children's books which would be of interest primarily to adults may be acquired and housed by any type of library - public, college, school, or special - and should be available through the network.
- Q. One of the first steps of implementation should be a convening by the Commissioner of Education of the representatives of the departments and agencies concerned with media services and regional programs for schools. They should review the report of the school library study already begun by the Education Department and chart next steps for implementing the above recommendations from which a formula might well be devised.

Because of the intense and sharply divided reaction to the recommendation that school libraries should meet all the library needs of elementary school children when it was tentatively proposed by the Commissioner's Committee on Library Development for discussion at its March 1969 hearings,

the committee feels it is especially important to review here the reasoning by which it arrived at this position. It should be understood, too, that there is no thought that the proposed changeover would occur immediately in many communities. The committee realizes that most elementary school libraries are not presently equipped to do the job adequately. Additional funds for library purposes would have to be made available in school budgets, and a considerable amount of tooling up in respect to hours of opening, staff, materials, and even physical plant is implied in the realization of the recommendations. In most instances, the careful planning and implementation of an orderly transition may be expected to take a number of years.

It is also assumed that the public library usually will want to continue to serve children who, for one reason or another, may need to use adult resources. Where local conditions lend themselves to physical grouping, combining educational and social facilities into complexes such as the education park or community center is a desirable goal. In any event, it is fundamental to this proposal that the school should have the ultimate responsibility for all library service to children through the sixth grade and that the public library should not compete with the school for funds for the same purpose.

The major reasons which persuaded the committee to the point of view resulting in the above recommendations may be summarized as follows:

1. *To avoid unnecessary duplication.* Basically, this is a matter of a more efficient use of public funds. If children can be served equally well by one library program rather than two, it stands to reason that the present necessity for duplicating many items of staff, materials, and building will be eliminated. The avoidance of such unnecessary duplication will help to meet the concerns of many persons - not only librarians but trustees, legislators, government officials, and others. Actually, since few communities are now providing anything like adequate children's library programs in either the elementary schools or the public libraries, unnecessary duplication is more serious as a potential problem than a present one. However, to the extent that both types of libraries are successful in securing additional funds from the localities and the State, the resulting duplication could be extensive.

It should be pointed out here that no member of the Commissioner's Committee on Library Development is under the misapprehension that, by making the schools responsible for all library service to children, it is suddenly going to be possible to do without the funds now going into public library service to children. Rather, it is the committee's hope and expectation that the public library would be able to use those funds to effect some of the long-needed improvements in services to adults and young adults.

2. *School is where the children are.* It is a matter of simple fact that school is a place where all children go and where they spend a substantial portion of their time at least 5 days a week during the greater part of the year. Many are transported to and from school in school buses. The public library, on the other hand, not only has the problem of making the library program attractive to children, but it has the additional problem

of getting children into the library in the first place. In terms simply of exposure to the library, then, the odds are definitely stacked in favor of the school library.

The problem of physical access to the public library has never been satisfactorily resolved as far as children are concerned. With the doubtful exception of certain densely populated areas, it is impossible to locate children's libraries close enough to each other so that more than a small minority of children can reach them without help from parents or other adults. While large consolidated schools are also long distances apart in rural and suburban areas, special transportation by school buses has already been provided for attendance at regular sessions, and this service easily could be, and undoubtedly will be, extended in the future.

The further expectation is that the trend will be in the direction of a longer school day and a longer school year - conditions which will widen the lead which the school holds in terms of simply reaching children.

3. *The school library is curriculum oriented.* In spite of a long-standing need to coordinate school-public library efforts, in order both to improve service to children and to avoid unnecessary duplication, this has not yet taken place to any appreciable extent. To serve all of children's library needs from the school library will not only eliminate unnecessary duplication but will place the library program in a curriculum-oriented context. Philosophically and educationally, the school is in a better position than the public library can ever be to integrate materials, media, and services with the school curriculum and to assure maximum effectiveness in achieving educational goals.

4. *Schools serve "the whole child."* There is an enormous gap between the concept of serving the interests of the whole child and the extent to which schools are actually able to do so. It nevertheless is true that the schools are making progress in that direction and that they have the resources to assemble information on the background, the interests, needs, abilities, and special problems of children which bears very significantly on the kind of use a child might make of a library. Such information normally would not be available to the public library.

5. *Immediate access to a wider range of media and equipment.* There are, of course, exceptions to the generalization that schools have available to them a wider range of media and equipment than public libraries do, but on the whole it would seem to be another valid reason for serving all of children's library needs from the school library.

6. *More school library outlets.* Even taking into consideration the present inadequate state of school libraries, there are many more school library outlets and more staff and more library materials in the schools of New York State than in the children's rooms of public libraries. One important reason for this situation is that school libraries and standards of performance can be mandated rather easily, whereas it is doubtful that it would ever be possible to mandate even minimal public library service to children.



By the same token, schools often have access to funds which would not be available to public libraries.

7. *Free the public library to give its full attention to adults and young adults.* Transferring responsibility for elementary student age level service from public libraries to school libraries would permit the public libraries to concentrate their limited resources on service to those users who are most dependent on it.

The foregoing are the main reasons which influenced the Commissioner's Committee on Library Development to recommend that schools should serve all library needs of children. As a result of its extensive pursuit of the question and of the 1969 hearings, the committee has had an opportunity to hear many arguments for continuing the present shared responsibility for children's library services. Some of these reasons relate to the present inadequacies of school libraries; others stem from a less-than-complete understanding of the proposal. Even discounting these misconceptions, however, there remain a number of valid concerns which cannot be brushed aside.

One of the most frequently expressed misgivings about serving the nonschool-related library needs of children from school libraries arises from the compulsory nature of school. The fear is that the stigma of being required to do many things associated with school will carry over to what should be a voluntary and spontaneous use of the library - that schools "turn off" some children.

There can be no positive and final answer to this question. Proponents of the changeover do point to the fact that it is most unlikely that children who "hate school" would use the public library either. Also, because schools and the attitudes they engender in children are changing rapidly, there is reason to hope that such strong dislike of school is less likely to occur in the future than it might have in the past.

Others have expressed their concern that the parent-child experience of going to the library together will be lost if the public library does not serve children, even though it should still be possible to use the school library in the same way if the hours of opening and other service arrangements which are a condition of the committee's recommendation prevail.

From a more philosophical point of view, there is concern that the doctrine of pluralism will be seriously violated, to the detriment of both the children directly involved and society in general, by placing so critical a social function as library service to children in an institution which already shapes an increasingly large proportion of the lives of children as the school inevitably does.

All of these questions came before the Commissioner's Committee on Library Development and were discussed and weighed at length. In spite of whatever validity they may have, however, it is the committee's carefully



considered judgment that they are not as persuasive as the many arguments which marshalled themselves on the side of the proposed changeover.

### *Library Services to Students and Faculties*

Students, for the purposes of structuring library programs, are persons whose library needs are associated primarily with formal coursework in educational institutions. Students and faculties make up a substantial portion of all library users. They may include both children and adults of all ages.

While considered here only in relation to their activities as students and faculty, they are often active library users for other purposes and, because of various access considerations, will tend to use the library at the educational institutions they are attending as their primary library for all their library needs. Others (especially those who commute some distance from home to school) may reverse this pattern, using a public library, for example, as their primary library for all purposes, including those stemming from their roles as students or faculty. Their library needs as students and faculty will range from the most elementary presentation of simple facts and ideas to the most abstruse, sophisticated, and current knowledge that man possesses.

From the point of view of a total library program, particularly in the multiplying situations where interrelationships among libraries are essential, libraries serving educational institutions present special problems because they are not separate and independent agencies but are creatures of the schools, colleges, and universities they serve.

#### *RECOMMENDATIONS:*<sup>5</sup>

- I. The secondary school media center and the 2- or 4-year college or university library should have the responsibility of meeting the specific educational and other library needs of its students (including those enrolled in adult education) and faculty, either through its own resources or through a network.
  - A. The primary goal of such libraries and media centers should be the implementation of the educational objectives of the institution. This goal should not be interpreted to limit the user's freedom of choice and access. If a request cannot be met through network referral, the student or faculty member should have physical access to public libraries or special libraries.

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<sup>5</sup>Service to secondary school students, representing as it does the bridge from children to adults, is unique in a number of ways. Therefore, in addition to the recommendations in this section, recommendations B-N and Q in the foregoing section on Library Services to Children, pp. 25-6, also apply to secondary school students.

- B. The expanding dimensions of the body of knowledge related to the needs of students and faculties require at the learning site a collection which meets minimum standards of size and quality. Access to area or regional collections, through networks, should provide the materials to meet unusual needs.
  - C. Modern communications technology must be utilized to the fullest.
  - D. Availability of materials and services at all reasonable and feasible hours, with appropriate means of transportation, should be the responsibility of the institution.
  - E. The library or media center should provide access to all forms of media in each field of knowledge.
  - F. Supplementary financing by Federal and State Governments will be required to meet the needs of students and faculties for library services.
  - G. Materials and services required for a formal, institutionally-sponsored course at a location removed from the parent institution should be the responsibility of the parent institution, and such responsibility should be fulfilled through contract or other specifically planned method.
  - H. Informal education which is not attached to any institution and not part of the objectives of an agency operating a library program should be the responsibility of the public library.
  - I. In keeping with the user-oriented philosophy upon which the Commissioner's Committee on Library Development planning is based, and in recognition of the fact that the lay boards which administer formal educational programs are somewhat removed from the library programs within their institutions, it is recommended that appropriate means be taken to involve student and faculty representatives in the planning of local school, college, and university library service, including relevant networks and systems.
- II. The committee's detailed proposal for a statewide study of school libraries, already approved and begun by the Education Department, should be completed as promptly and as fully as possible. An advisory committee for this study should be appointed at the earliest date for the purpose of interpreting the study's procedures and conclusions to the field while it is in progress and after it is completed and for channeling ideas from the field into the study.

*Library Services to Residents of  
Health, Welfare, and Correctional Institutions*

Most of the nearly 150,000 residents of the health, welfare, and correctional institutions of the State have only the most minimal library service. Yet, they have practically the same library needs that other people have, and certainly their need for library service is intensified because of their confinement as well as by the circumstances which made that confinement necessary in the first place. Because these persons are unable to use regular libraries, it is a paramount responsibility of the State to see that good library service is available to them.

The recommendations which follow proceed from a number of studies and from years of experience and frustrating effort on the part of the Division of Library Development and a few dedicated leaders from other departments of State government to launch a viable library program in this difficult and benighted area.

*RECOMMENDATIONS:*

- I. Adequate library service should be provided to the patients, inmates, students, and staff of the health, welfare, and correctional institutions of New York State and those operated by local governments and private agencies.
  - A. A statewide cooperative library system for health, welfare, and correctional institution libraries should be established under § 216 of Education Law.
  - B. A special formula for State aid should be developed by the group indicated in C below, for financing this system, and appropriate legislation should be sought.
  - C. One of the first steps in implementation should be a convening by the Commissioner of Education of the commissioners and heads of State departments and agencies with jurisdiction over health, welfare, and correctional institutions for the purpose of reviewing the findings of the Commissioner's Committee on Library Development relative to institutional library service and for the purpose of jointly charting next steps for implementing the recommendations in this report.
  - D. The State should recognize the possible advantages of contracting with public library systems and school systems for service to residents of some of the institutions.

## THE GOVERNMENT OF LIBRARIES

In the complex and closely interrelated library world of today, every type and size of governmental unit is involved, from the Federal Government to the smallest village or township, as well as many nonpublic or quasi-public organizations which carry on library activities in support of their primary objectives (e.g., schools, colleges, industry).

In the recommendations which follow, the emphasis is placed on the role of State government, not only because the Commissioner's Committee on Library Development is itself an instrument of the State, reporting to a State official, but because of the growing importance of State government in library development generally.

### *RECOMMENDATIONS:*

- I. In order to further the leadership role of the State and its role in the coordination of library agencies and programs throughout the State, every possible means should be used to strengthen and coordinate library and library-related agencies within the Education Department.
  - A. Libraries should be represented in the Commissioner of Education's cabinet by an official whose primary responsibilities in the Education Department involve libraries and library development.
  - B. In order to provide within the Education Department a day-to-day opportunity for the recognition and consideration of common problems and for the effective coordination of the department's library and media activities, there should be established an intradepartmental Council of Educational Media and Resources, composed of representatives of all units whose major responsibilities are so oriented. The council should be chaired by the commissioner for libraries.
  - C. The proposed Council of Educational Media and Resources should take into account the need to bring the Division of Educational Communications and other library-related units closer together in the formal structure of the Education Department as well as by informal means.
  - D. Since the Regents Advisory Council on Libraries is the official body which represents the library field to the Education Department and Board of Regents, it should be strengthened and made as representative as possible by:
    - a) seeking nominations from the field, and
    - b) limiting the terms of office and members.
  - E. Education Department units having responsibilities relating to the recommendations of the Commissioner's



Committee on Library Development should have sufficient staff, classified at appropriate levels, for carrying out those recommendations which are approved by the department.

1. Professional positions in the State Library and the Division of Library Development should be reviewed for inconsistencies and inequalities in relation to positions with comparable responsibilities in other units of the Education Department.
2. Comparable positions in the Bureau of School Libraries, the Bureau of Academic and Research Libraries, and the Bureau of Public Library Services should be classified at the same grade levels.

- II. It should be the responsibility of State government to develop and enforce standards of service applying to all library agencies supported by public funds.
- A. Mandated standards incorporated in the Regulations of the Commissioner of Education should be reviewed by the State agency at regular intervals not exceeding a period of 5 years.
  - B. The minimum standards which public libraries must meet in order to accept public support should be made higher.
    1. As its responsibilities in the area of service to children diminish, the public library should concentrate on the interests of the adult community and especially on meeting the needs of those disadvantaged by lack of education and by their socioeconomic backgrounds.

State standards should give attention to the need for the public library to:

- a. assemble relevant information about adult and young adult groups and individuals and about the community which it serves;
- b. acquire where necessary, and otherwise develop access to, the full range of materials necessary to meet needs;
- c. identify priority issues that concern adults;
- d. expand its function of advisory services;

- e. expand education outreach role; and
  - f. expand its information and reference services in relation to network capabilities.
2. Lay boards of trustees, bringing together citizens with a strong interest in high quality library service, should be recognized as essential to the continued development of sound policies for governing the public libraries of New York State. It is desirable that such boards of trustees limit their members to a maximum of two consecutive terms of not more than 5 years each.
- C. The public library systems should be expected to demonstrate in their regularly renewable plans of service that they will provide opportunities for member library participation in decisions of the systems.
- D. National standards for school media centers<sup>6</sup> should be adopted as minimum standards for school media programs in New York State.
- 1. Every elementary, intermediate, junior, and senior high school should be required to provide space, facilities, equipment, resources, and staff for library service at a stated level.
    - a. Space for school libraries at all levels should be included in the pupil capacity formula for school construction aid.
    - b. Section 2023 of Education Law should be amended to authorize specifically boards of education to raise by tax levy the estimated amount necessary for school library resources if the qualified voters do not approve the school budget.
- III. The primary consulting role of the Education Department should be to provide leadership and assistance, mainly through specialist consultants, to the library systems of all types throughout the State.

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<sup>6</sup>American Association of School Librarians and the Department of Audiovisual Instruction of the National Education Association in cooperation with... *Standards for School Media Programs*. Chicago: American Library Association, 1969.

- IV. The library network responsibilities of the State Library should include:
- A. serving the book and information requirements of the legislative, executive, and judicial branches of the State government;
  - B. serving as a unit of, and in some cases the center of, statewide networks as stated in the present acquisitions policy of the State Library;
  - C. functioning as a switching center for materials requests received from libraries throughout the State; and
  - D. functioning as a coordinating agency for comprehensive information about acquisitions in all major New York State libraries and for insuring at the State level adequate bibliographic control of all media.
- V. In order to coordinate library planning with other planning efforts, library agencies at State, regional, and local levels should be concerned and involved with general and special plans being developed by official and private planning agencies.

#### THE RESOURCES OF LIBRARIES

The major resources traditionally regarded as basic to the library enterprise are staff, materials, and buildings. More recently, with the application of electronic and photographic technologies to information and communication techniques, it is necessary to include equipment for these purposes as a basic resource.

##### *Manpower*

The committee's study of the problems of library manpower has resulted in a number of basic conclusions relative to present limitations in programs of education for librarianship, the use of manpower in libraries, and the ways in which libraries interrelate professional level and supporting staff.

Among these conclusions are the following:

1. Substantial numbers of persons in professional positions have not achieved their full potential of professional competence frequently because of limitations in programs of education for librarianship and lack of continuing education.

2. Some of the problems generated by the apparent shortage of qualified librarians would be alleviated if libraries would make better use of professional personnel.<sup>7</sup>
3. Through better organization of the work in libraries, many positions now filled by graduate librarians could be handled effectively by persons with a general educational background.
4. Greater recognition must be given to the growing need for professional level specialist personnel in library operations and to accommodating such specializations appropriately in library personnel programs.
5. Substantial attention must be given to orientation, inservice training, and continuing education in all categories and levels of library personnel.
6. The normal route to professional status in librarianship should be through graduate programs of education for librarianship established by the profession. This would not preclude attainment of professional status in the unusual circumstances where equivalencies could be established based on experience or by passing appropriate examinations.
7. It would be useful to modify the present 5-year program in the direction of achieving a higher degree of specialization, concentrating on greater depth of preparation by type of library or library work.

*RECOMMENDATIONS:*

- I. Guidelines should be developed establishing categories of positions in libraries and indicating minimum levels of education and experience for each. The chart, "Personnel in Libraries," below, and the detailed explanation which follows it suggest how this might be accomplished.<sup>8</sup>

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<sup>7</sup>In a statement prepared by Lester Asheim ("Library Education and Manpower," *American Libraries*, April 1970, p.341), professional library tasks are described as "...those which require a special background and education on the basis of which library needs are identified, problems are analyzed, goals are set, and original and creative solutions are formulated for them, integrating theory into practice and planning, organizing, communicating, and administering successful programs of service to users of the library's materials and services. In defining services to users, the professional person recognizes potential users as well as current ones, and designs services which will reach all who could benefit from them."

<sup>8</sup>See also *Standards for School Media Programs*, pp.12-15.



## Personnel in Libraries

### A. Library Positions (Major Orientation is to the Library Function)

<u>Categories</u>	<u>Normal Minimum Education</u>
I. Librarian (administrative)	I. Master's degree in library science
II. Librarian (career generalist) (By type of library - school, public, et cetera)	II. Master's degree in library science
III. Librarian (career specialist) (By specialization - subject, function, et cetera)	III. Master's degree, including competency in librarianship
IV. Library assistant (Preprofessional responsibilities at a near professional level)	IV. Bachelor's degree
V. Special category for heads of small public libraries	V. See "Explanation of the Chart," section f)

### B. Supporting Positions (Major Orientation is Other Than Library)

<u>Categories</u>	<u>Normal Minimum Education</u>
I. Career specialist Examples: Accounting, personnel, public relations, systems expert, et cetera	I. Established by the particular profession. (Usually baccalaureate or beyond)
II. Technical assistants Examples: Special skills tasks (e.g., computer programmer, display artist, et cetera)	II. High school, 2-4 years college (A degree with or without library technical assistant courses)
III. Clerical assistants Examples: Typing, filing, operation of business machines, et cetera	III. Business school or commercial course, or appropriate proficiency

## Explanation of the Chart

- a) Within each category there will be levels of positions based on experience requirements and other considerations relating to a particular library. The type and size of the library will tend to determine the nature and proportion of positions at various levels. For example, in a large library the proportion of professional positions to supporting positions will be smaller, but there would be more types of positions in most categories.
- b) Career ladders devised to fit specific libraries will exist within categories and may bridge categories. When promotion involves the crossing of categories, it is assumed that, normally, any additional educational requirements will be met.

It should be noted that the highest level of position in any particular professional category is not limited in this program. In other words, there should be appropriate rewards for excellence in any professional category without forcing persons to cross over into another category, such as administration, for advancement. Also, salaries at the top of one grade should overlap the next higher grade in order to make it possible to reward greater experience in the lower grade.

- c) The library assistant position represents a departure from recent practice in the libraries of New York State. It recognizes the need for persons with a general education who do not have a library education and who can be trained on the job or by special programs to carry some of the duties which have customarily been assigned only to 5-year graduates.

While the position corresponds to the "library associate" position in the American Library Association manpower proposals, the Commissioner's Committee on Library Development has chosen to retain its original designation of the position as "library assistant" in order to avoid confusion with a degree offered by the State's 2-year higher education institutions.

A library assistant should not normally be in charge of a library but would occupy a subordinate position only, under the supervision of a professional. For certain allowable exceptions in public libraries in very small communities, see f) below.

- d) The chart emphasizes the distinction between those positions which are primarily library oriented and those

which are not, recognizing that the operation of libraries requires the services of specialists who may be members of another profession or who possess other skills.

Most of the supporting personnel (Category B) might transfer freely to or from industry, business, or other fields, whereas most employees in Category A would normally be employed only in libraries. To the extent that a "technician" group, requiring 2 or 4 years of study beyond high school, is developed, such positions should be of the Category B type - that is, their education should qualify them to transfer from or to other fields than libraries.

Although the proposals outlined here presume a substantial use of 2-year college graduates as supporting staff in libraries, the committee feels that the presentation of courses in the library science field by these institutions is of less value both to the students and to libraries than general education possibly supplemented by training in skills for which there is a more general demand.

- e) It is assumed that the professional library positions should include competency in respect to the full range of media and that there would not be separate educational programs and degrees for professional media personnel.
- f) It should be a long term goal to require a minimum of 4 years of college for the director of any public library which is a member of a system or 4 years plus a graduate library degree if the library is not a system member. Recognizing, however, that until some inspired solutions to the problem of very small public libraries can be found, they will continue to present special staffing problems, the committee recommends that the present requirements for library directors in these libraries be modified according to the following table:

Population Class	Years of College Required		
	Present	Proposed	
		If a member of a system	If <u>not</u> a member of a system
0 - 2,499	0	0	0
2,500 - 4,999	0	2	4
5,000 - 7,499	4 + 1	4	4 + 1
7,500 and over	4 + 1	4 + 1	4 + 1

- II. The library agencies at the State level should encourage and give every possible assistance to libraries throughout the State to reexamine their "professional" positions (those for which 5-year graduates are now required) to determine whether a fifth year of library school is really needed to perform effectively in them and to reclassify those jobs which might be filled by persons with other qualifications, including graduation from college. A review of the entire structure of supporting staff should be a part of this effort.
- III. With the cooperation of library schools and other educational agencies, the library agencies at the State level should take the leadership in developing inservice orientation programs aimed towards the objectives of providing training for the formal position of library assistant and all supporting positions not requiring formal library education. A secondary aim would be the recruiting of college graduates and prospective college graduates to the library field. The program would treat in a limited way such subjects as the philosophy of libraries, library systems and networks, library service, library materials, and library techniques. It should be made as widely available as possible - in libraries, systems and networks, library schools, or wherever the need exists and the program can be effectively carried out. Library schools might, with Federal or State assistance, help to train selected practicing librarians who could further extend the program.

The committee also strongly urges that the substantial beginnings made by the Division of Library Development to explore and develop other aspects of inservice training be continued and strengthened. This is clearly a State level responsibility and an opportunity which offers a high return for a moderate investment of State funds. The State should likewise take the lead in stimulating librarians to take advantage of existing opportunities for updating professional education and especially in encouraging library schools to create new continuing education opportunities to this end. The use of programmed materials, for example, should be explored in this connection.

- IV. The library agencies at the State level should encourage by every possible means the widest experimentation in libraries for meeting staffing needs of all kinds (as, for example, use of persons from the inner city). An effort should be made at the same time to persuade the Department of Civil Service to cooperate with libraries in this program.



- V. The library agencies at the State level, in conjunction with appropriate professional associations, should give consideration to the need for certification programs for all librarians in the State and should review all State certification programs for librarians at regular intervals of not more than 5 years.

It is also recommended that exploration be made of methods which could be used to allow those who desire to enter the profession through other than the normal route to achieve certification by means of proficiency examinations.

- VI. The library profession should continue to press, through the offices of the Education Department, the professional library associations, the Library Trustees Foundation of New York State, the Governor's office, the Civil Service Employees Association, and others, for revision of Civil Service as it affects libraries. In the case of both State and municipal professional library personnel, the professional staff members of cooperative public library systems, and the position of library assistant described herein, such revision means nothing less than complete exclusion from any system for establishing ranked lists of qualified candidates for specific positions, preferably by placing such libraries in the unclassified service or, failing that, in the noncompetitive class.
- VII. The library agencies at the State level should provide leadership and assistance in the development of a program of recruitment to attract the highest possible quality of candidates for positions in all types of libraries in the State. Such a program should include, in addition to the recommendations in III above, leadership in taking all appropriate steps to make both formal library education and inservice training more attractive, continued improvement in the utilization of personnel, improved classification and pay schemes, scholarships, as well as acquainting potential recruits with the opportunities and requirements of the profession. In this connection, the State should involve all interests concerned with library manpower, especially the library schools and professional associations.
- VIII. As national policies relating to all aspects of manpower are developed, they should be studied carefully and New York State's programs and requirements made to conform to them wherever no significant conflicts of basic intent exist.

## Materials

The Commissioner's Committee on Library Development has defined the library function as having to do with the collection, organization, and ultimate dissemination of recorded information and ideas. Obviously, according to such a definition, materials are at the heart of the library enterprise.

A large proportion of professional time is spent in the evaluation and selection of materials by individual libraries and systems, and the question is appropriately raised whether it is necessary to repeat the same process of evaluation in library after library; whether, in fact, staff members of any single library or system are competent to make the necessary evaluation of most materials; to what extent evaluations supplied by commercial agencies can be depended upon; and similar questions.

There are valid arguments on both sides of the question, and considerable study and exploration of the possibilities are in order. In any consideration of the problem, it is important to make the distinction between an initial evaluation of materials by experts, applying specialized judgments and standards in order to assess suitability for a variety of potential audiences, and selection which, ideally, employs such expert evaluations to determine suitability for a particular audience in terms of what is already available in a particular library. According to such a definition, the purpose of an evaluation center, for example, would be to provide expert assistance to librarians in making the best selections of materials for their libraries; the complete autonomy of the individual library in making its own selections would in no way be affected by taking advantage of such assistance.

### RECOMMENDATIONS:<sup>9</sup>

- I. There should be specific provision in the statewide library program for bibliographic apparatus that assures competent evaluation of all kinds of library materials by specialists and that quickly transmits the judgments of the evaluators to those responsible for the selection of materials.
  - A. In the fields of currently released materials for children and those published or produced specifically for young adults and to meet the general (i.e., not at the research level) needs of adults - including

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<sup>9</sup>Although most of the recommendations relating to materials appear in this section of the report, other references are made to materials in various contexts throughout - backstop resources, special collections, bibliographical access, and others.

students in colleges, community colleges, and high schools - a long-range objective should be the establishment of a statewide evaluation center staffed by highly knowledgeable specialists.

1. The staff of such an evaluation center should be assisted by cooperating libraries and library systems according to a plan which makes maximum use of existing competencies with a minimum of duplicative effort.
  2. While such a project should be supported fully or partially from State funds, it should be operated by an agency other than the State.
  3. Because so many of the resources on which such a center would depend are located in New York City, consideration should be given to its location there.
- B. To assist further those responsible for selection of materials at local levels, the bibliographic apparatus in the State should include a network of examination or demonstration centers that include copies of all children's, young adult, and, to a lesser extent, adult materials recommended by the staff of the evaluation center (including all media and the equipment for using them).
1. A primary criterion for the location of such centers should be that they are easily accessible (e.g., 1 hour or less of travel time) to the librarians, teachers, parents, and others who would use them.
- C. Early studies, exploration, and experiments should be undertaken in connection with the proposed evaluation centers and also the proposed examination centers to determine, among other things:
1. specific areas (i.e., subject or other) of greatest usefulness;
  2. feasibility and costs of various modifications;
  3. number and location of the centers;
  4. possible regional bases involving neighboring states and other administrative arrangements; and
  5. electronic, photographic, and other means for handling and making available to libraries and others information about the contents of resources for bibliographic, advisory, and similar purposes.

- D. There should be a statewide central clearinghouse to provide for the coordination and reporting of evaluations of resources conducted by regional reference and research systems, by special libraries, by other agencies in the State meeting research and highly specialized needs, and by national information systems and agencies.
1. A coordinated acquisitions network that would eliminate unnecessary duplication should be a primary objective of resources planning.
  2. Plans for the proposed system to serve residents of health, welfare, and correctional institutions should include provision for the evaluation of materials to meet the special needs of those users.
    - a. The production of special materials for the handicapped should be stimulated.
- II. The following general principles should apply to materials selection in the libraries of New York State:
- A. The size of collections for public, school, junior college, college and university, and institutional libraries should at least meet national standards. Where applicable.
    1. Modifications in patterns of library access and accompanying patterns of service in school and public libraries may necessitate variations from national standards.
  - B. In order to provide fully the services and resources needed by their users, school, public, and college and university libraries should have a unified media program that provides print, audiovisual, and programmed (electronic and other) resources.
  - C. The content and coverage of collections in all types of libraries should be determined by the objectives of the library program, the scope of its collections, and the existence of available backstopping resources, in accordance with recognized standards for the development of the collection.
  - D. Every library should have a statement of its selection policy which has been endorsed by the policymaking board.
    1. In framing its statement of selection policy and in the practice of book selection, the library should consider the principles contained in such documents as *The Library Bill of Rights*, *The Students' Right to Read*, and *The Promise of the First Freedom: A Statement of Free Men*.



- E. In education agencies, the librarians should be assisted in the selection of materials by teachers; in research libraries, by members of the research staff and other specialists. All libraries should welcome the recommendations of their users.

### *Buildings*

Attractive, adequate, and well-located library buildings or library quarters are in many respects the foundation of good library service, yet they involve an initial investment which is an impossible hurdle for many communities and institutions - often those with the greatest need. There is a well-documented backlog of public library building needs in New York State, and the housing of all types of libraries has been affected by a growing and shifting population, the creation of new schools and colleges, the development of systems and networks, and by changing needs and patterns of library use. As libraries of all types form together into systems and networks, frequently assuming functions beyond their original purpose and serving users beyond their normal constituencies, new and unforeseen housing problems arise which may easily become the limiting factor in further cooperation.

Under these conditions, wise and coordinated planning of all aspects of library buildings takes on an unprecedented importance. Nevertheless, and in spite of the fact that funding library construction would be a very logical State level function, State aid for library construction has been entirely lacking, except in the State University which is primarily State supported and in the public schools which receive State construction grants.

#### *RECOMMENDATIONS:*

- I. There should be specific provision for State financial assistance in meeting the cost of constructing public library buildings and buildings to serve library system and network purposes.
- II. The existing regulation governing the State aided maximum size of libraries in elementary and secondary schools should be increased to provide for larger facilities to meet the new school media standards, the development of school library systems, and the expanded role of school libraries.
- III. State financial assistance should be provided to encourage capital improvements in all types of libraries willing to enter into long term contracts committing them to provide services beyond their normal constituencies when these services further State policies and objectives.
- IV. There should be a statewide body, under the aegis of the Board of Regents, with:

- A. a responsibility to review, make recommendations, and hold hearings in respect to plans for library buildings of any type in New York State;
- B. the right to veto plans for library construction of any type where local or State public funds or Federal funds administered by the State are concerned; and
- C. a special responsibility to exercise its influence and powers in the direction of planning library construction which will encourage greater use and efficiency of all libraries through cooperation and the sharing of all kinds of library resources.

### *Electronic and Photographic Technology*

The Commissioner's Committee on Library Development has been, as everyone interested in libraries must be, intensely aware of the implications of electronic and photographic technology for library development, and the committee considered several courses for assuring that these technologies should bear the proper relationship to all of its final recommendations.

There seemed little point in attempting a state-of-the-art study. In the first place, there are already available many able statements on both the general and specific applications of the major developments.<sup>10</sup> In the second place, the usefulness of such studies is limited because new developments are occurring so rapidly that answers are largely tentative and dated. Influencing the committee's thinking most strongly, however, was the feeling that the potential of these technologies is so great and the implications are of such a magnitude that nothing short of a complete rethinking of every aspect of library development in the fluid context of an evolving technology could even approach adequacy.

Consequently, it has been the committee's judgment to forego the temptation of another soaring exercise in speculation and to take instead the more difficult route of trying to keep significant technological considerations in the foreground of all its deliberations, with the hope of striking a sensible balance between the enormous potential of technology and what are at present its very real practical limitations.

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<sup>10</sup>The committee urges, in particular, that librarians refer to the *Technology and Libraries* study commissioned by the National Advisory Commission on Libraries and conducted by the System Development Corporation with Carlos A. Cuadra as principal investigator. Santa Monica: The Corporation, 1967.

Aside from the numerous currently feasible applications of modern technical equipment to library management and housekeeping functions, these electronic and photographic devices and systems have important implications for the essentially professional function of bringing the library user more successfully and expeditiously together with the library materials which will meet his needs. There is inherent in their use the further advantage of significantly reducing the physical problem of distance as a factor in this process. At the same time, those situations must be identified where there is no substitute for a direct physical confrontation between the user and the appropriate library resources.

Obviously, much research and, particularly, experimentation will be required to answer this kind of question and to exploit the full potential of modern technology. It is already clear, however, that many applications will be economically feasible only on a statewide or larger base, so that this is an area where the State has a special responsibility.

For the reasons that have been pointed out in the foregoing, there is much that is tacitly assumed throughout this entire report relating to electronic and photographic technology. A specific recommendation not covered elsewhere, however, follows.

#### *RECOMMENDATION:*

- I. The State should provide the strongest possible leadership, expertise, and assistance in exploiting the potential of electronic and photographic technology for all aspects of library development. Towards this end, special competencies in library and instructional materials applications of these technologies should be added to the staff of the Education Department. Technical developments having significance for libraries should be reported to all appropriate units of the department as they occur and should be communicated to the field as widely and rapidly as possible. Such present efforts as the State Library's advances into the area of technology should be continued and strengthened.

#### RESEARCH AND EVALUATION

References occur in different sections of this report to the need for more systematic analysis of library operations as a means of accumulating information for management purposes. This section deals with overall management needs for information, both for the improvement of systems and for evaluating the effectiveness of libraries in achieving their objectives. Success in a business enterprise is reasonably easy to measure: Is there a profit? What is its ratio to sales and capital investment? What are the trends - that is, are profits growing? How do we compare with our competition?

There are no such measures in the administration of library services. Still, there is the continuing need for reassessing the degree of effective

utilization of staff and other resources and for measurements to indicate the extent to which program objectives are actually achieved.

*RECOMMENDATION:*

- I. Conscious of these needs and of the complex issues and methodologies involved, the committee urges the Education Department to seek the assistance of an appropriate public administration oriented agency, familiar with the more sophisticated methods of evaluating the effectiveness of social agencies, to design a system for evaluating library services. It is possible that such evaluations should be conducted periodically by contract rather than through in-house agencies.

FINANCE

The funding of library services is vastly more complicated than the perennial question of how much is enough; there are questions of ability to support library service, equity, programs which complement each other and programs which compete with each other, overlapping and overburdened tax bases, and many others. Certainly, one of the most difficult problems of all is the need for the library interests themselves to arrive at some priorities among the separately funded institutions and programs which make up the total library enterprise in the State in order to avoid competition and imbalance. In its pursuit of answers to these and other questions, the Commissioner's Committee on Library Development commissioned a major study by Kenneth E. Beasley, head of the Department of Political Science and director of the Bureau of Public Affairs at the University of Texas at El Paso.<sup>11</sup>

Among other counsel which Mr. Beasley gave in his study was the recommendation that it would not be advisable at this time to attempt to put all State level library costs into a single package but that it is essential to devise some not-too-complicated mechanism for arriving at a concert of library interests when annual requests for State funds are made. Thus, several of the recommendations which appeared earlier in this report, under the heading of "Government," and the last one in the recommendations to follow are directed to the end of establishing in the Education Department - because it is in the Education Department that all publicly-supported library programs converge - such a procedure.

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<sup>11</sup> Kenneth E. Beasley. *Library Programs and Financing for New York: School, Public, Academic, and Special*. 1969. (unpublished).



It will be noted that the very first recommendation on finance, if carried out, would eventually mean full State support of public and school library service and thus would override some of the later recommendations. The committee is aware of this apparent inconsistency but views the first recommendation as a long term objective which is not likely to occur immediately, whereas those which seem to be at odds with it are desirable measures to be taken in the interim.

No attempt has been made in the recommendations which follow to justify the substantial amounts of State financial assistance which would be involved. In the first place, it appeared obvious to the committee that the monetary inflation extending over the past several years means that it costs considerably more each year simply to stay in the same place. Perhaps it is less clearly understood that, in common with other services such as medical care, the problem of rising costs is aggravated in the case of libraries because the major portion of those costs is for personnel. Since the productivity of library personnel is no more susceptible to measurement or improvement than that of workers in most other service-oriented institutions, such as hospitals, as our economy moves from a production-oriented to a service-oriented one, increases in costs of library services outpace the general inflationary spiral and exacerbate the already grave financial woes of all kinds of libraries. For this reason, it is essential that library services be financed not only from the broadest possible revenue sources but at a higher level than in the past.

In the second place, libraries are one of those educational and cultural services whose support involves value judgments that in the final analysis are made not by librarians but by the societies they serve; each individual, through his elected representatives in government and by his own actions, can demonstrate his assessment of what libraries are worth to him in relation to whatever other uses he has for his money.

The recommendations in this report obviously would not have been made if they did not represent the judgment of the Commissioner's Committee on Library Development as to the best means of achieving a quality library program for the people of New York State. While no one can say definitively what proportion of its resources an affluent society should spend on library services, it can be said that the Commissioner's committee made a conscientious effort to keep its recommendations within what seem to it to be reasonable financial limits.

#### *RECOMMENDATIONS:*

- I. Because the local property tax is no longer adequate for support of public library service and there is no single local tax base large enough for essential multicounty programs, and because of substantial regional impact of library services, the concept of full State support for public library service should be explored by the Education Department at such time as the concept of full State support of elementary and secondary education is considered. The review should include consideration of the appropriate conditions of such aid.

- II. School library service is an integral function of education and should, in the long-range recommendation for full State funding, be considered a State funding responsibility.
- III. Based on the Beasley projections and comparisons with national standards, there should be an immediate increase in support of all types of libraries of approximately 200 percent over 1967-68 levels of financing.
- IV. The State should assume a greater proportion of the cost of library services, roughly similar to its share in the cost of public education - approximately 50 percent.
- V. In funding library programs, the State should be guided by the following schedule of priorities:
  - A. adequate funding for cooperative library services and network structures;
  - B. adequacy of resources and services in those key libraries which provide regional services within a system or network structure;
  - C. research, evaluation, and experimentation;
  - D. full utilization of the economies and services of computer technology and modern communications;
  - E. provision of a full range of nonbook media;
  - F. dynamic programs of outreach to nonusers;
  - G. library education and manpower development; and
  - H. library building construction.
- VI. Priorities in State library finance should be reviewed at least every 5 years on a comprehensive basis, including the needs of all types of libraries, by another Commissioner's committee or the Regents Advisory Council.
  - A. In order to insure that the data needed for such an assessment of library fiscal priorities are available, the statistical and research role of the State in respect to libraries should be strengthened.
- VII. As Federal revenues expand, education should receive a larger share of these funds, and all types of libraries should receive proportionate increases. In the event that the concept of block grants and/or the sharing of Federal revenues with the states is adopted, New York State should

insure that all types of libraries are given an adequate share. The Federal share of the total financing for libraries should be not less than 25 percent.

VIII. State aid should be provided for the Reference and Research Library Resources (3R's) program on a regular and predictable basis, according to the following formula:

- A. An apportionment to the State Education Department for grants, contracts, and general costs of operating programs and services which are part of the 3R's program - e.g., networks such as NYSILL, delivery and communication systems, bibliographic tools, research collection development, statewide use of specialized collections, and other statewide research library activities.
1. An annual grant of \$5 for each professional<sup>12</sup> person residing in the State.
  2. An annual grant of \$5 for each full-time student enrolled in chartered institutions of higher education which are also members of a 3R's system.
  3. An annual grant of \$2.50 for each part-time student enrolled in chartered institutions of higher education which are also members of a 3R's system.
  4. Estimated total annual yield of above formula, to be used for State level aspects of the 3R's program, approximately \$7 million.<sup>13</sup>
- B. An apportionment to the nine regional Reference and Research Library Resources Systems for the operation of programs and services at the regional level - e.g., headquarters staff, regional bibliographic aids, regional delivery and communication systems, and other cooperative services.

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<sup>12</sup>"Professional" is to be defined according to the U.S. Department of Commerce, Bureau of Census, major occupation group designated as "Professional, technical, and kindred workers."

<sup>13</sup>Based on the 1960 U.S. Census data for professional category until such time as comparable data are available from the 1970 Census, and the student enrollment is based on *Enrollment Projections 1968-80: NYS Higher Education*. Albany: The University of the State of New York, The State Education Department, Office of Planning in Higher Education, 1968.

1. An annual grant of \$1.25 for each professional person residing in the system area.
  2. An annual grant of \$7.50 for each full-time student enrolled in chartered institutions of higher education which are located within the region and which are also members of the system.
  3. An annual grant of \$3.75 for each part-time student enrolled in chartered institutions of higher education which are located within the region and which are also members of the system.
  4. Total estimated annual yield of above formula, to be used for operation of regional system programs and services, approximately \$5½ million.
- C. No system approved under this program should receive less than \$250,000 annually when the formula is fully operable, regardless of other formula provisions.
- D. Estimated annual yield of both features of the formula - State level programs and services and regional level programs and services - approximately \$12¼ million.<sup>14</sup>
- E. Application of the formula should be phased in over a 2-year period, 75 percent of entitlement the first year and 100 percent the second year.
- IX. The State should strengthen its support of library research and development through: a) utilization of the existing research and evaluation facilities in the Education Department; b) budgetary allotments on a continuing basis and additional staff as indicated for the library-related units in the Education Department; c) funds for studies by outside agencies; and d) funds for research and development grants to libraries and combinations of libraries throughout the State. The following are areas of special concern to the committee.
- A. special staff, studies (including the feasibility of data banks), and projects in the application of electronic and photographic technology to library problems;
  - B. implementation of the recommendations made in the "Research and Development" section of this report;

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<sup>14</sup>Ibid.



- C. research and evaluation in connection with the Interlibrary Development Projects Fund proposal, made separately herein;
  - D. completion of the approved statewide study of school library media services at an estimated \$50,000;
  - E. based on the data resulting from the statewide study of school library media services, a pilot region with a strong media services center;
  - F. exploration of the concept of a statewide materials evaluation center; and
  - G. study and planning grant funds for a pilot program in intermediate library service.
- X. Local assistance funds in the amount of \$2½ million annually should be provided by the State for the establishment of an Interlibrary Development Projects Fund, according to the following guidelines:
- A. The fund should be administered by the Commissioner of Education, according to regulations proceeding from the following basic conditions.
    - 1. The applicant must be one of the following:
      - a. a public library system;
      - b. a reference and research library system; or
      - c. a multijurisdictional combination of schools.
    - 2. The project must meet the following conditions:
      - a. It must be multijurisdictional.
      - b. It must include two or more types of libraries.
      - c. It must be exemplary in nature.
      - d. Funding from the above source must be for a fixed term.
- XI. The State should provide designated scholarships at the master's and doctor's levels for qualified candidates preparing for service in all types of libraries. The State should also provide funds for the support of continuing education opportunities for graduate librarians.

XII. The State should assist in making possible improved library buildings and quarters throughout the State by the following measures:

- A. Review and modification of the existing policies for new school construction, to accomplish the following:
  - 1. Require that adequate space be planned for elementary school library media center purposes and that the space planned be so used.
  - 2. Simplify the unnecessarily complicated formula for secondary school library media center construction and raise the ceiling for State-aided space for such purposes.
- B. State aid for library construction, according to the provisions of the Brydges-Carroll bill introduced into previous sessions of the legislature. (Introduced in 1970 as A3806, S4597.)
- C. A broadening of the provisions of the Dormitory Authority Law (Public Authorities Law, S1680) to authorize the issuance of Dormitory Authority bonds to provide for the construction of public and association library facilities.
- D. Encouragement of construction by municipalities of library facilities which association libraries could use on the basis of a contract with the municipality.
- E. The provision of State aid to encourage necessary capital improvements in institutions willing to enter into long term contracts committing them to provide services beyond their normal constituencies when these services further State policies and objectives.

XIII. State aid should be provided for the proposed cooperative library system to serve residents of health, welfare, and correctional institutions, according to the following formula:

- A. An apportionment to the system for staff, materials, and other costs of services to the libraries in institutions.
  - 1. A nonrecurring establishment grant of \$75,000.
  - 2. A basic annual grant of \$150,000, to begin at the second year of operation.

3. Annual per resident<sup>15</sup> grants, to begin at the second year of operation.
    - a. \$1 per resident of institutions which are voting members of the system and meet minimum standards for library service established by the Commissioner of Education.
    - b. \$40 per resident of State, municipal, or other institutions which receive substantial public funds and meet standards set by the Commissioner of Education but are too small for voting membership in the system - that is, less than 150 persons. (Funds earned by this factor of the formula are to be used by the system for contracted services from public library systems, larger institutional libraries, special libraries, and so forth.)
  4. An annual matching grant equal to 20 percent of the amount spent, over \$1 and up to \$20 per resident, by the member institutions for library services (excluding capital expenditures and Federal funds).
- B. An apportionment to approved member institutions in the system, according to the following formula:
1. An annual matching grant equal to 80 percent of the amount spent, over \$1 and up to \$20 per resident, by the member institutions for library services (excluding capital expenditures and Federal funds).
  2. An annual grant of specialized books and journals, not to exceed a total of 16,000 volumes annually, to those libraries designated by the system as having the greatest capacity to serve institutional research needs in the areas of crime control, correction, mental health, mental retardation, health, and welfare.

(The formula for State aid for library services to the residents of health, welfare, and correctional institutions throughout the State is based on a standard of \$40 per resident per year. It is expected that half of

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<sup>15</sup>Residents are defined as all who are under treatment or detention and all who work in any capacity within the institution as of January 1 preceding the current fiscal year.

the cost will be borne by the State or other departments of government which operate the institutions, and the remaining half will derive from the foregoing formula. It is estimated that the cost of the formula would be approximately \$75,000 the first year, \$460,000 the second, and that it would reach a maximum of \$5,200,000 in approximately 10 years.)

XIV. State aid should be continued for the public library systems program according to the provisions of Education Law 272-273, modified and supplemented as follows:

A. Present factors in the formula.

1. Annual per county grant. (Education Law 273:2a).  
No change.
2. Per capita factor. (Education Law 273:2b).  
Increase to 60¢.
3. Book reimbursement factor. (Education Law 273:2c).  
Increase to 50¢ per capita; no change in 40¢ base.
4. Square miles factor. (Education Law 273:2d).  
Increase to \$48 per square mile, regardless of number of counties.
5. The Research Libraries of The New York Public Library. (Education Law 273:2e). For statewide use of The Research Libraries, increase to \$1½ million.
6. Central Library Development Aid. (Education Law 273:2f). Increase to 15¢ per capita; increase minimum to \$45,000.

B. New formula factors.

1. An equalization factor to apply to local library support, based on valid indexes of ability to pay.
2. An incentive factor to encourage tax support of systems or member public libraries by counties or other subdivisions of local government of 25,000 population or more.
3. An incentive factor to encourage consolidation of small libraries serving under 50,000 population; the employment of properly trained personnel to be related to this factor.



4. A matching grant of audiovisual materials and related equipment for either the central library or system headquarters, whichever is the base for the present audiovisual collection.
  5. A sum equal to 10 percent of State aid, computed under Education Law 272-273 including the amendments proposed above, to be available to the Division of Library Development for public library intersystem projects (e.g., the initial development of ANYLTS).
- C. A regulation should be devised which will insure that increased State aid to library systems is not diverted to purposes other than those intended in the relevant provisions of Education Law.
  - D. Conditions for phasing in the proposed new factors in the formula for State aid to public library systems should be developed by the Education Department.
  - E. It is estimated that the total annual amount of State aid to public library systems provided by a formula as outlined in A above would amount to approximately \$27 million, and including the new factors in B should total \$45 million within 5 years.
- XV. Libraries which provide intensive outreach programs to those who are not library users because of educationally and culturally deficient backgrounds should receive additional State aid to offset the higher costs involved.
  - XVI. Because the ANYLTS program will serve all of the public library systems, its early implementation should be given a high priority in the use of Federal and State funds.
  - XVII. Public school district budgets should include a State recommended minimum allocation for school library media resources.
  - XVIII. School districts which extend their library services to users who are not part of the regular student body should be reimbursed by the State according to a formula taking into account the costs incurred and the additional users served.
  - XIX. Section 2023 of the Education Law should be amended to specifically authorize by statute that boards of education may levy a tax to raise a sum estimated to be necessary for school library resources if the qualified voters neglect or refuse to vote such a sum.

- XX. As networks for school library services are developed, State funding for such networks should be over and above the regular amounts appropriated for the districts involved.
- XXI. The State should provide adequate staff classified at appropriate levels in the Bureau of School Libraries, the Division of Library Development, and the State Library to carry out the recommendations of this report and to otherwise provide the leadership and assistance essential to achieving excellence in library services of all types.
- XXII. The State should provide, in addition to staff, the materials and resources required by the State Library to carry out its key role in serving government, as a statewide backstopping agency, and as a central link in the State's developing networks.
- XXIII. Machinery should be established which will provide opportunities for participation by all important library interests in the State in major decisions affecting the funding of libraries.
- A. The Regents Advisory Council should conduct an annual spring hearing on proposals which involve, either directly or indirectly, library finance.
- B. The Regents Advisory Council should appoint as many ad hoc subcommittees as are necessary to study and make recommendations in respect to specific program needs. Subcommittee members should include, in addition to at least one member of the Regents Advisory Council, persons who are not members of the council - librarians and lay persons alike. A written charge from the Regents Advisory Council should include a terminal date for completion of the assignment.
- XXIV. The Governor of the State should be requested to convene a second Governor's Conference on Libraries to give consideration to both the immediate and long-range requirements for bringing to fruition in New York State a kind of total library program which will meet the needs of education, research, the professions, government, business and industry, and those for whom libraries are an indispensable tool in their day-to-day living.

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\*This is a bibliography, prepared by the Division of Library Development and the Bureau of School Libraries, of major studies, reports, and so forth relating to library development in New York State.

The Commissioner's Committee on Library Development relied heavily on many of these materials in addition to a long series of papers by committee members and staff members on specific topics under consideration by the committee, and, of course, the general literature of librarianship. So numerous are the items in the latter two categories that it would be out of the question to list all of them here. However, because of an unusually high degree of usefulness to the committee, the national standards for various types of libraries are included at the end of the list.

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## APPENDIX

Selected Excerpts from New York State Education Law  
and Regulations of the Commissioner of Education which  
pertain to Library Systems, School Libraries, and  
Public and Free Association Libraries in effect  
June 1970

### EDUCATION LAW

#### § 272. CONDITIONS UNDER WHICH LIBRARY SYSTEMS ARE ENTITLED TO ALTERNATIVE STATE AID.

1. The term "library system" as used in this article means:

- a. A library established by one or more counties.
- b. A group of libraries serving an area including one or more counties in whole or in part.
- c. A library of a city containing one or more counties.
- d. A cooperative library system established pursuant to section two hundred fifty-five of this chapter, the plan of library service of any of which shall have been approved by the commissioner.

2. The "area served" by a library system for the purposes of this article shall mean the area which the library system proposes to serve in its approved plan of service. In determining the population of the area served by the library system the population shall be deemed to be that shown by the latest federal census for the political subdivisions in the area served. Such population shall be certified in the same manner as provided by section fifty-four of the state finance law except that such population shall include the reservation and school Indian population and inmates of state institutions under the direction, supervision or control of the state department of correction, the state department of mental hygiene and the state department of social welfare. In the event that any of the political subdivisions receiving library service are included within a larger political subdivision which is a part of the library system the population used for the purposes of computing state aid shall be the population of the larger political subdivision, provided however, that where any political subdivision within a larger political subdivision shall have taken an interim census since the last census taken of the larger political subdivision, the population of the larger political subdivision may be adjusted to reflect such interim census and, as so adjusted, may be used until the next census of such larger political subdivision. In the event that the area served is not coterminous with a political subdivision, the population of which is shown on such census, or the area in square miles of which is available from official sources, such population and area shall be determined, for the purpose of computation of state aid pursuant to section two hundred seventy-three by applying to the population and area in square miles of such political subdivision, the ratio which exists between the assessed valuation of the portion of such political subdivision included within the area served and the total assessed valuation of such political subdivision.

3. "Approved plan" as used in this article means a plan of library service by a library system approved by the commissioner subsequent to May first, nineteen hundred fifty-eight.

4. Approval shall not be given to a library system unless it will serve at least two hundred thousand people or four thousand square miles of area, provided, however, that provisional approval may be given to a library system which will serve at least fifty thousand persons provided the area served includes three or more political subdivisions and provided further that a satisfactory plan of expansion of service to be followed during the ensuing five-year period is adopted by such library system and approved by the commissioner.

5. The board of trustees of the library system shall submit to the commissioner the plan of library service. Such plan shall be supported by such information as the commissioner may require in the form prescribed by him.

6. No such plan of library service shall be approved by the commissioner unless he finds that it provides for the residents of the area served thereby a method conforming to the regulations of the commissioner by which the participating libraries are obligated to permit the loan of books and material among members of the system for use on the same basis permitted by the library which owns or controls them.

7. The commissioner shall by regulation provide the standard of service with which such a library system must comply. Such regulations shall, among other things, relate to the total book stock; the diversity of such book stock with respect to general subjects and type of literature, provided that such regulations shall not, directly or indirectly, prohibit the inclusion of a particular book, periodical or material or the works of a particular author or the expression of a particular point of view; annual additions to book stock; circulation of book stock; maintenance of catalogues; number and location of libraries or branch libraries; hours of operation and number and qualifications of personnel, necessary to enable a library system to render adequate service. Such regulations may establish standards which differ on the basis of population; density of population; the actual valuation of the taxable property within the area served; the condition of library facilities in existence on April first, nineteen hundred fifty-seven; the amount raised by taxation by or for the area served; the relation of such amount to population and actual value of the property taxed; the relation of the amount of funds received by a library system from local taxes to that derived from private contributions; or on such other basis as the commissioner finds necessary to provide for the equitable distribution of state aid.

8. Each library system receiving state aid pursuant to this section and section two hundred seventy-three shall furnish such information regarding its library service as the commissioner may from time to time require to discharge his duties under such sections. The commissioner may at any time revoke his approval of a plan of library service if he finds that the library system operating under such plan no longer conforms to the provisions of this section or the regulations promulgated by the commissioner

hereunder; or, in the case of provisional approval, if such library system no longer conforms to the agreement, plans or conditions upon which such provisional approval was based. In such case a library system shall not thereafter be entitled to state aid pursuant to this section or section two hundred seventy-three unless and until its plan of library service is again approved by the commissioner.

9. a. In the event that the total sum raised by local taxation exclusive of capital expenditures for the support of a library system and participating libraries in an annual period is less than the average of the amounts raised for such purposes by local taxation for the calendar years nineteen hundred sixty-four and nineteen hundred sixty-five, the state aid to which such library system would otherwise be entitled shall be reduced by twenty-five per centum. Such state aid shall likewise be reduced by twenty-five per centum in the event that the library system shall refuse after reasonable notice to make provision for the expansion of the area served in accordance with the regulations of the commissioner.

b. In the event that the total sum raised by local taxation, exclusive of capital expenditures, for the support of a central library of a library system in an annual period is less than the average of the amounts raised for such purposes by local taxation for the calendar years nineteen hundred sixty-four and nineteen hundred sixty-five, the state aid to which such library system would otherwise be entitled for the development of its central library, shall be reduced by twenty-five per centum.

10. In promulgating regulations and approving, rejecting or revoking plans of library service pursuant to this section, consideration shall be given to:

a. The prevention of unreasonable discrimination among the persons served by such library system.

b. The need for rapid expansion of library facilities in areas not now served.

c. The need of each library system for the professional services of an adequate number of librarians having, in addition to general familiarity with literature, special training with respect to book selection and organization for library use.

d. The need for a book stock sufficient in size and varied in kind and subject matter.

e. The need for regular fresh additions to book stock.

f. The need for adequate books, materials and facilities for research and information as well as for recreational reading.

g. The need for outlets convenient in time and place for the circulation of books.

h. The desirability for the integration of existing libraries and new libraries into systems serving a sufficiently large population to support adequate library service at a reasonable cost.



- i. The need for the economic and efficient utilization of public funds.
- j. The need for full utilization of local pride, responsibility, initiative and support of library service and the use of state aid in their stimulation but not as their substitute.

§ 273. APPORTIONMENT OF STATE AID

1. a. A library system, the plan of service of which shall have been approved by the commissioner subsequent to May first, nineteen hundred fifty-eight, which library system as so approved shall have less than one hundred thousand volumes in its central library, may through its trustees submit to the department a plan for the acquisition of sufficient books to result in the central library of such system having as its book stock at least one hundred thousand volumes by the end of the ten-year period following the date of approval. Upon approval of such acquisition plan such library system shall be entitled to receive from the department annually four times the number of volumes approved by the commissioner which the library system has acquired in accordance with such plan from its own funds which have been derived from sources other than state aid.

b. A library system which has become entitled to aid pursuant to the foregoing provisions of this section shall, at the end of the ten-year period following the date of approval of such acquisition plan or upon the acquisition by the central library of such system of a book stock of one hundred thousand volumes, whichever shall occur first, be entitled to continue to receive from the department annually four times the number of volumes which the library has acquired from its own funds which have been derived from sources other than state aid, and in accordance with such plan, but such additional apportionment of volumes to such system pursuant to this paragraph shall not exceed three thousand volumes annually.

2. Any library system providing service under an approved plan during a calendar year shall be entitled to receive annually state aid consisting of the following amounts:

a. An annual grant of:

(1) Ten thousand dollars where the library system serves less than one county, or

(2) Fifteen thousand dollars where the library system serves one entire county, or

(3) Where the library system serves more than one county the system shall be entitled to receive twenty thousand dollars for each entire county served and/or ten thousand dollars for each county, any part of which is served by the library system. If an entire county is served by two or more library systems, each of which serves a part thereof, each of such library systems shall be entitled to receive a grant of ten thousand dollars and in addition, a pro rata share of an additional sum of ten thousand dollars, such share to be computed in accordance with the ratio which the



population of the area of the county served by such library system bears to the total population of the county, as determined under subdivision two of section two hundred seventy-two of this chapter.

b. The sum of forty cents per capita of population of the area served.

c. An amount equal to the amount by which expenditures by the library system for books, periodicals and binding during the preceding calendar year exceeds forty cents per capita of population of the area served but the total apportionment pursuant to this paragraph c shall not exceed thirty cents per capita of population served.

d. The sum of eight dollars per square mile of area served by the library system in the case of library systems serving one county or less. Such sum of eight dollars shall be increased by four dollars for each additional entire county served, provided, however, that no apportionment pursuant to this paragraph d shall exceed twenty-four dollars per square mile of area served. If an entire county is served by two or more library systems, each of which serves a part thereof, each of such library systems shall be entitled to receive, in addition to the aid computed in accordance with the foregoing provisions of this paragraph, a pro rata share of an increase of four dollars to be computed as follows: the sum resulting from the computation of four dollars per square mile of area served by the one of such library systems which would receive the largest amount of aid pursuant to this paragraph shall be pro rated among the library systems serving such county in accordance with the ratio which the population of the area served by each of such library systems bears to the population of the county as determined under subdivision two of section two hundred seventy-two of this chapter.

e. In addition to the sums provided in paragraph b of this subdivision, the New York public library shall receive an amount equal to its actual expenditures for books, periodicals and binding for the central reference department which expenditures are not otherwise reimbursed or five hundred twenty-five thousand dollars whichever is less.

f. In addition to the foregoing, a library system which submits a plan for further development of its central library, which plan shall be approved by the commissioner in accordance with regulations adopted by the commissioner in relation to standards for such central libraries, shall be entitled to receive the sum of five cents per capita of population of the area served by the system or fifteen thousand dollars, whichever shall be greater.

3. Any such library system which has not heretofore received state aid pursuant to former section two hundred seventy-three of this chapter as in effect on March thirty-first, nineteen hundred fifty-eight and the plan of service of which is approved after April first, nineteen hundred sixty shall be entitled to receive within sixty days after the date of such approval:

a. The sum of ten thousand dollars if the library system serves one county or part thereof or,

b. If the library system serves more than one county it shall be entitled to receive twenty thousand dollars for each entire county served, and/or ten thousand dollars for each county, any part of which is served by the library system.

4. A library system which has heretofore received state aid pursuant to section two hundred seventy-three of this chapter as in effect on March thirty-first, nineteen hundred fifty-eight shall be entitled to receive within sixty days after the date of approval of a plan of library service submitted subsequent to April first, nineteen hundred fifty-eight twenty thousand dollars for each additional entire county not theretofore served which receives library service under such new plan.

5. A library system the plan of library service of which has been approved under sections two hundred seventy-two and two hundred seventy-three as in effect on March thirty-first, nineteen hundred fifty-eight, and which subsequently prior to July first, nineteen hundred fifty-eight submits a plan of library service which is approved pursuant to this section shall be deemed to have been operating continuously under an approved plan of library service.

6. a. Notwithstanding any other provision of this section, a library system which has not received state aid pursuant to former section two hundred seventy-three of this chapter as in effect on March thirty-first, nineteen hundred fifty-eight and which shall provide library service under a plan of library service which is approved after January first in any year shall receive within sixty days after such approval of such plan state aid computed in accordance with paragraphs a, b, c and d of subdivision two of this section, except that such state aid shall be prorated at the rate of one-three hundred sixty-fifth per day from the date of such approval to the end of the calendar year.

b. For the purpose of computation of state aid under this subdivision, the library system shall certify to the commissioner estimates of the amount to be expended by such library system during the current calendar year for books, periodicals and binding. At the conclusion of such calendar year such library system shall certify to the commissioner the actual expenditures during such calendar year for books, periodicals and binding. If it shall appear that the amount of state aid as computed using such actual expenditures is less than the amount paid, the difference between such amounts shall be deducted from the next payment of state aid to which such library system shall thereafter become entitled pursuant to this section.

7. Within the amounts appropriated therefor moneys paid out pursuant to this section shall be paid out of the state treasury on the certificate of the commissioner after audit by and upon the warrant of the comptroller.

8. The apportionment made pursuant to this section shall be in lieu of the apportionment provided in section two hundred seventy-one of this chapter.

9. The commissioner may waive the requirement that a system serve an entire county to earn the maximum annual grant under subparagraphs two and three of paragraph a of subdivision two of this section and paragraphs b, c, and d of subdivision two of this section where he deems reasonable effort has been made by the system to encourage membership by all libraries in the county.

# REGULATIONS OF THE COMMISSIONER OF EDUCATION

## PUBLIC AND FREE ASSOCIATION LIBRARIES

**Section 90.1 Registration of libraries.** The Division of Library Development shall determine by inspection and from the reports of public and free association libraries whether the requirements of the Regents and of the Commissioner of Education for registration of libraries are met. If any library is shown to be operating a service that fails to meet such requirements, registration shall be suspended until they are met or may be rescinded and no grants shall be paid for its support as provided by section 271 of the Education Law.

**90.2 Standards for registration of public and free association libraries.** A public or free association library will be registered if it meets standards satisfactory to the commissioner in regard to:

- (a) Book collection
- (b) Income
- (c) Librarians and minimum hours. The library, in charge of a competent staff, must be opened at fixed times as follows:

<i>Population</i>	<i>Minimum weekly standard hours</i>
Below 500	6
500- 2,499	12
2,500- 4,999	18
5,000-24,999	30
25,000-99,999	45
100,000 plus	60

- (d) Financial report
- (e) Library records
- (f) Classification and arrangement
- (g) Building and equipment

**90.3 Approval of library systems.** A library system may be approved for State aid under sections 272 and 273 of the Education Law if it complies with the provisions of the aforementioned sections of the Education Law and if it meets the following regulations of the commissioner:

(a) Full approval shall not be given to a library system unless it will serve at least 200,000 people or 4,000 square miles of area. Provisional approval may be given to a library system which will serve at least 50,000 persons provided the area includes three or more political subdivisions and provided further that a satisfactory plan is submitted for expansion of service during the ensuing five-year period.

(b) (1) In order to qualify for full approval, a plan submitted by a library system shall provide for the free direct use by all residents of the area served of the total library resources within the system by acceptance by all libraries in the system of a borrower's card issued by the system or by any library in the system, to be honored on the same basis as that specified for cardholders in each individual library, except that registered member libraries shall not be required to provide



free direct access to their materials and services to residents of a jurisdiction of 10,000 population or more which has not exercised the authority contained in section 255 of the Education Law, or other pertinent legislative act, to establish and maintain a public library, or which is not contracting for public library service in accordance with section 256 of the Education Law.

(2) Provisional approval may be granted provided that each member library of the system shall have the right to borrow for one or more of its cardholders from any other member library of the library system any book or other material on the same basis as that provided by the lending member library applicable to its resident cardholder.

(3) The provisional approval of a library system may be extended by the commissioner for a period of not more than three years after the expiration of the original five-year period upon satisfactory proof that immediate full compliance with paragraph (1) of this subdivision would result in specific extreme hardship to such system or its participating libraries and upon the condition that such library system submit to the commissioner, prior to such extension, a satisfactory plan for compliance with paragraph (1) hereof within the period of such extension. As a further condition of such extension, the commissioner may require a demonstration by the library system of free access to a portion of the population served by such system. Each such library system shall annually submit a report of progress toward full compliance with paragraph (1).

(c) Each system shall submit a plan which shall include a description of the means by which the various economic, cultural, civic and age groups will be assisted by qualified personnel in deriving maximum benefit from library resources.

(d) Each system shall certify that there will be employed within the library system at least one full-time staff member (or the equivalent) for each 5,000 residents of the area served by the system, exclusive of janitorial, cleaning, and maintenance workers. There shall be employed within each fully approved system of libraries at least six professional librarians engaged in system services. There shall be employed within each provisionally approved system of libraries at least four professional librarians engaged in system services.

(e) (1) For full approval, each system shall add annually at least 4,000 titles not previously held by the system.

(2) For provisional approval each system shall add annually at least 2,000 titles not previously held by the system.

(3) Titles acquired under subdivision 1 of section 273 [of the Education Law], aid to central libraries, may not be counted toward meeting this regulation.

(f) Each system shall provide a means of location of materials added in the libraries of the system.

90.4 Standards for central libraries. (a) Each library system applying for State aid pursuant to subdivision 1 of section 273 of the Education Law shall submit an acquisition plan. Such plan shall comply with said statute, and, in addition, with the following:

(1) The system shall certify that in the one library in the system having the greatest number of adult nonfiction volumes, there are less than 100,000 volumes of adult nonfiction, bound periodicals and books in



foreign languages. Such certified holdings shall be the base from which the central library book aid to the system shall be computed. Branch and similar extension collections may be excluded in this computation.

(2) If, after approval of this acquisition plan, the system shall expand its service area to include either: (i) another library system receiving central library book aid, or (ii) a library with a larger adult nonfiction book collection, the system shall amend its statement under paragraph (1) above.

(3) The central library collection of adult nonfiction shall be physically assembled so as to provide maximum use of the collection by residents of the area served by the system.

(4) If the system provides that the central library collection is to be housed in more than one location, the system shall:

(i) show that such separation of the central collection will not weaken the scope of the collection or the quality of the reference and informational service available to readers through such collection, and

(ii) provide that there shall be a unified means of location of the total adult nonfiction holdings of the several libraries in which the central library collection is housed.

(5) The central library of the system shall provide information service and bibliographical assistance to readers.

(6) The system shall annually submit to the Division of Library Development, as a supplement to this acquisition plan, an application stating:

(i) the number of volumes for which the system intends to apply under Education Law (§ 273, subd. 1) in the succeeding year, and

(ii) the number of adult nonfiction volumes, books in foreign languages and bound periodicals which the system and its member libraries have acquired in the preceding year from sources other than State aid.

(7) The volumes to be acquired under such plan by the system shall be adult nonfiction or books in foreign languages.

(b) For purposes of eligibility for State aid, pursuant to paragraph f of subdivision 2 of section 273 of the Education Law, the central library shall be the library so designated in the plan of organization and service of each library system. If more than one central library is specified in the plan, the library with the greatest number of adult nonfiction volumes shall be deemed to be the central library.

(c) A library system shall be eligible to receive such grant prior to January 1, 1969 if its central library meets the following criteria:

(1) The local expenditure for the support of the central library, from other than State and federal funds, is not less than \$1.75 per capita, excluding capital expenditures, based upon the population of the central library's service area. When the entire public support of the central library is derived from the entire system service area, the per capita expenditure of the entire system service area will be used in determining this grant. If the public library system receives support from other than State or federal funds, the ratio between local and total income may be used to determine the percentage of system grants to central libraries which may be counted as local funds. System grants to the central library deriving entirely from other than State or federal funds may be counted in their entirety. After January 1, 1969, the local expenditure for the support of the central library required to qualify for this grant shall be two dollars per capita, excluding capital expenditures, for calendar year 1968.

(2) There shall be an average of at least 55 hours per week of service to the public by the central library but no less than the number of hours required under section 90.2 of this Part.

(3) There shall be provision in the central library for at least two full-time professional positions, financed from other than federal funds, excluding budgeted positions vacant for more than 24 months.

(d) Library systems which fail to meet the requirements on the basis of expenditures, under the first paragraph of the preceding subdivision, shall certify to the department the expenditures budgeted for the current calendar year. Grants pursuant to paragraph f of subdivision 2 of section 273 of the Education Law shall be paid to library systems which qualify on the basis of such budgeted expenditures. Library systems shall certify at the end of such year the amount of actual expenditures. If it shall appear that the library system did not qualify for such grant by reason of such expenditures, the amount of such grant shall be returned by such library system to the State by withholding such amount from any State aid to which the library system may become entitled in the following calendar year.

(e) In addition to the foregoing, in 1967 and in such succeeding years as designated in a schedule to be established by the commissioner, the board of trustees of the public library system shall file with the Division of Library Development a 10-year plan of central library development, prepared by the board of trustees of the central library, after consultation with the board of trustees of the library system, which meets system-wide needs. Such plan shall be based upon recognized standards of library service, and shall state, among other things:

(1) The optimum size of the library's collection needed to meet system-wide needs.

(2) Other special collections and information resources within the system service area to which the public has access by courtesy or by contract.

(3) The number of professional and non-professional staff needed to provide service to readers.

(4) Space and number of reader seats needed to provide this service.

(5) A statement by the board of trustees of the public library system on the adequacy of the proposed central library development plan to meet system-wide needs is required to be filed with the plan.

(f) The board of trustees of each public library system applying for State aid, pursuant to paragraph f of subdivision 2 of section 273 of the Education Law, shall annually submit to the Division of Library Development, as a condition to receiving further aid under this program, a report, prepared by the board of trustees of the central library, on steps taken to achieve the objectives of this plan.

90.5 Reference and research library systems. (a) A reference and research library system means a duly chartered educational institution resulting from the association of a group of library systems, institutions of higher education, libraries, and other nonprofit educational institutions, organized to improve reference and research library service. Such institutions may be registered upon meeting the standards set forth in sections 90.5 and 90.6.

(b) *Membership in reference and research library systems.* (1) The membership shall include at least four chartered degree-granting institutions of higher education of the four-year level, whose libraries meet the standards outlined in the latest edition of the department publication, *Guidelines for Quality in College Libraries*, and

(2) The membership shall include either,

(i) at least one chartered degree-granting institution of higher education offering graduate programs for the master's degree, whose library holds not less than 175,000 volumes and currently receives not less than 1,500 periodical titles, *or*

(ii) a public library which holds not less than 400,000 adult volumes and currently receives not less than 1,500 periodicals, *and*

(3) The membership shall include all approved public library systems which are within the region served by the reference and research library system.

(4) The system may set its own minimum standards for membership, *except that*

(i) any chartered institution of higher education whose library meets the standards outlined in the department publication, *Guidelines for Quality in College Libraries*, shall be eligible for membership, and

(ii) any chartered institution of higher education whose library does not meet the standards outlined in the department publication, *Guidelines for Quality in College Libraries*, may not be eligible for membership unless it submits to the department a five-year plan for the realization of the standards, the plan bearing the signed approval of the head librarian, the president, and the academic dean of the institution.

(5) The member institutions of each system shall be broadly representative of the chartered educational agencies and nonprofit organizations providing library service to adults within the defined area of service of the system.

(c) *System boundaries.* (1) The defined area of service of a system shall include not less than 750,000 persons, as based upon the latest approved Federal census, or not less than 10,000 square miles.

(2) The defined area of service of a system shall not cut apart the area of service of an existing public library system.

(3) The defined area of service shall be judged by the commissioner to be a logical service area in relationship to the availability of information resources and services and in relationship to the area of service of other reference and research library systems.

(4) The defined area of service shall include more than one county.

(d) *Trustees.* (1) The board of trustees shall include some lay persons from the research community served by the system.

(2) The board of trustees shall meet no fewer than six times a year.

(3) No trustee shall hold office consecutively for more than two full terms.

(4) Before entering upon his duties, the treasurer of the system's board of trustees shall execute and file with the trustees an official undertaking in such sum and with such sureties as the board shall direct and approve.

(e) *Reports.* The system shall submit an annual report to the department in a form to be prescribed by the department.

(f) *Plan of service.* (1) Within two years of the initial registration, the system shall submit a plan of service to the department for approval, in a form to be prescribed by the department, to cover resources and needs, proposed program, budget, contractual agreements, and any other information which the commissioner may require.

(2) The above plan of service must show how the system will improve and enlarge the library resources and services presently available in the area to the research community, including improved reader access.



(3) The plan of service shall be revised periodically on a schedule to be determined by the department.

(4) The plan of service and program of the agency shall be reviewed by the department after five years and periodically thereafter. Continuance of registration shall be provided only if the system can demonstrate adequate, effective and efficient performance under its plan of service, as judged by such factors as:

(i) All member institutions of higher education shall meet the minimum standards outlined in *Guidelines for Quality in College Libraries*.

(ii) Local operating support of each of the member institutions by 1970 for library personnel and library materials shall be at least equal to the average of such support in the two years 1965 and 1966, plus 10 per cent.

(iii) Adequate personnel.

(iv) Increase in library holdings.

(v) Increase in library use.

(vi) Increase in reader access to library resources and services.

(vii) Strengthened reference and informational services.

#### SCHOOL LIBRARIES

Section 91.1 School libraries. Each school is required to establish and maintain a school library.

(a) Expenditures for books made through a traveling agent, demonstrator or solicitor may not be approved. In buying books and other library materials, schools must obtain the reduced price, or discount, commonly granted to schools and libraries. Schools shall buy only from reliable dealers giving the standard library discount. Superintendents may forward lists which their schools consider purchasing to the school library supervisors, with the request that they review these lists and make suggestions as to titles to be added or omitted.

(b) The book collection in the secondary schools shall consist of books approved as satisfactory for: (1) supplementing the curriculum, (2) reference and general information, (3) appreciation and (4) pleasure reading. The course of study and the interests of boys and girls of given ages and grades are factors which should play a large part in the selection of books for a school library. Books of established quality and authority in sufficient quantity to meet all school needs are recognized as necessary tools and materials of instruction. The following standards represent minimum essentials for smaller schools, schools in which the average daily attendance is less than 200:

(i) The book collection of a junior high school shall include 1,000 approved titles.

(ii) The book collection of an M-1 high school shall include 500 approved titles.

(iii) The book collection of an M-2 high school shall include 700 approved titles.

(iv) The book collection of an M-3 high school shall include 850 approved titles.

(v) The book collection of a high school shall include 1,000 approved titles.

(vi) The book collection of a school of six-year academic grade shall include from 1,500 to 2,000 approved titles.

(vii) The book collection of a one-year industrial high school shall include 500 approved titles.

(viii) The book collection of a two-year industrial high school shall include 700 approved titles.

(ix) The book collection of a three-year industrial high school shall include 850 approved titles.

(x) The book collection of a four-year industrial high school shall include 1,000 approved titles.

(c) In the larger schools the increased number of pupils, the enriched curriculum and the more thoroughly organized extracurricular activities demand a book supply that is decidedly greater in quantity and variety.

(1) The book collection of a secondary school in which the average daily attendance is 500 shall contain about 3,000 approved titles.

(2) The book collection of a secondary school in which the average daily attendance is 1,000 shall contain about 5,000 approved titles.

(3) The book collection of a secondary school in which the average daily attendance is 2,000 shall contain about 8,000 approved titles.

(d) While a large new school may open its library with an initial collection of 2,000 volumes, or two volumes for each pupil, it is to be expected that double expenditures will be made for a period of three years, or until a satisfactory basic collection is acquired. It is estimated that after a good basic book collection has been built up, the expenditure for books of one dollar a year for each pupil will keep the library in condition by:

(1) replacing worn and out-of-date materials, (2) supplying books for

changes in curriculum and (3) adding important new books as they are published. Schools with small enrollment (less than 200 pupils) will require a larger per capita amount. Schools in which the enrollment is more than 1,000 will be able to develop an adequate book collection for relatively less.

91.2 Employment of school librarians. Unless otherwise authorized by special written permission of the President of the University, every high school with an enrollment of over 50 pupils shall be required to establish and maintain a school library and to employ a head school librarian as hereinafter provided.

(a) A high school with an enrollment of not more than 100 pupils shall employ as school librarian a person who holds a school librarian's one-year certificate or one of higher grade. Such school librarian shall devote at least one school period each school day to school library work.

(b) A high school with an enrollment of more than 100 and not more than 300 pupils shall employ as school librarian a person who holds a school librarian's one-year certificate or one of higher grade. Such school librarian shall devote at least two school periods each school day to school library work.

(c) A high school with an enrollment of more than 300 and not more than 500 pupils shall employ as school librarian a person who holds a school librarian's three-year certificate or one of higher grade. Such school librarian shall devote at least one-half of each school day to school library work.

(d) A high school with an enrollment of more than 500 and not more than 700 pupils shall employ as school librarian a person who holds a school librarian's three-year certificate or one of higher grade. Such school librarian shall devote at least five school periods each school day to school library work.

(e) A high school with an enrollment of more than 700 and not more than 1,000 pupils shall employ as school librarian a person who holds a school librarian's five-year certificate or one of higher grade. Such school librarian shall devote all of the school day to school library work.

(f) A high school with an enrollment of 1,000 or more pupils shall employ as school librarian a person who holds a school librarian's permanent certificate. Such school librarian shall devote all of the school day to library work.

(g) A full-time assistant librarian shall be employed for each additional 1,000 pupils.