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ABSTRACT

External reinforcement paradigms are useful and necessary in a complete instructional system and external reinforcement is not antithetical to a belief in an intrinsic motivation hypothesis. Teacher training, parent education, and classroom management, as well as complex learning sequences, can be improved by the use of principles emerging from the experimental analysis of behavior. Teachers especially need to pay attention to all the variables which mediate their effectiveness with children. It is time to interrelate learning and developmental principles from differing points of view which have met the empirical test of effectiveness. On the whole, the approach to instruction required by the systematic use of external reinforcement can strengthen systems derived from other theories. (WY)

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THE VALUE OF CLASSROOM REWARDS  
IN EARLY EDUCATION

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"We're really believers in intrinsic motivation -- the personal search for meaning rather than in the behavior modification or external reinforcer. No kid ever needs a raisin, an M & M, or what have you, for doing anything; being able to do is its own reward." (Maccoby & Zellner, 1970, p. 61). An advocate of early education based on Piagetian principles made this statement in the context of discussions concerning motivation and incentives in programming for young children. Certain basic assumptions, and some misunderstandings underlie such statements. It is my contention that the arguments generated around the issues of incentives and motivation in early education are artifacts of these assumptions and misunderstandings. As a scholarly method of pointing up issues for research these arguments are appropriate. As a means for persuasion to one point of view or another however, the arguments are preventing some Piagetians, Open School advocates, behavior analysis exponents, direct instructionists, Montessorians, responsive environmentalists, traditionalists, and others in the field of experimental early education from engaging in the proper study and use of strategies, concepts, and objectives across systems.

The quotation at the beginning of this paragraph implies that the person who advocates the use of behavior modification strategies does not include the learning of self-motivation techniques as an objective. This reflects a lack of understanding and an assumption that is not warranted. When such statements lead to hard-line positions which prematurely exclude from consideration one or another approach, the result is much less effective programs than those which we are capable of producing.

One of the major disagreements in early education is centered mainly on the concepts of intrinsic motivation as a sought for goal as opposed to extrinsic reinforcement as a strategy. Those who approach early education from a cognitive-developmental, open school, or more traditional position say that they believe in intrinsic motivation and that extrinsic reinforcement is not necessary for the development of such internal states of motivation. Those who are programming from a behavior analysis or direct-instruction position, on the other hand, depend heavily on extrinsic reinforcement as a major variable in learning and say little about motivation as an internal state. (It should be noted that the lack of explicit statements concerning motivational hypotheses does not necessarily preclude self-directed behavior as an objective)

The thesis of the present paper is that experimental early education requires careful empirical analysis of all possible applications of theory to the solution of instructional problems with young children. Ample evidence exists that systematic external reinforcement systems applied to a wide range of problems such as the development of positive behaviors as well as the reduction of negative behaviors have been, on the whole, moderately successful (Evans, 1971; Hanley, 1970; Hartup, 1970; Lovett, 1970; MacMillan & Forness, 1970). These systematic approaches have apparent benefits for teachers, parents, children, and educational programmers.

This paper is concerned only with the potential benefits for teacher and child in the classroom. It will be pointed out that one of the main benefits is the potential for combining program components from reinforcement approaches with other models of early learning. It appears to this writer that the systematic reinforcement approach is the most likely candidate for strengthening systems derived from other theories.

Furthermore, the adherence to a single model at the expense of any consideration of alternative features of other models is an example of the all-or-none fallacy presently encountered in the early education literature (Hodges, 1970). This fallacy is evident when programmers ignore potentially effective alternative and complementary strategies on an a priori basis largely because of misconceptions, hero worship, false idealism, or cultism. The all-or-none fallacy is even more apparent when there is an insistence on cognitive instead of direct instructional approaches, or open schooling instead of behavioral approaches, as if any combination of these approaches would contain totally mutually exclusive features. Any instructional system must include, 1) the conditions necessary for engaging the child in learning (willfully); 2) the organization of that which is to be learned; 3) the sequence of learning; and 4) the kinds of timing of reinforcement (Rohwer, 1970). Early childhood approaches deal with each of these features with different degrees of sophistication. Some tend to exclude one or more of the basic features. It is, therefore, highly important to destroy the idea of mutual incompatibility and examine strengths and weaknesses for possible matches.

Bijou and Baer (1967) come close to admitting that the concepts of operant and respondent conditioning fall short of a complete theory of instruction when they refer to it as "A Segment of a Theory" (;. 335). After presenting an outline of eight major points of behavior theory they conclude:

"Even from this sketchy outline, it should be clear that, in number and range of application, the basic principles are adequate to describe much of the development discussed in child psychology." (p. 336)

Even though Bijou and Baer have difficulty finding anything that behavior theory cannot explain, it is clear that the theory is not sufficient to generate a complete instructional system which takes into account the acquisition of rules and problem solving skills. In addition, "the reinforcement theory underlying research in this area does not contain any basis for selecting those behaviors that should be fostered...." (Hartup, 1970). The benefit of systematic external reinforcement is in conjunction with other systems as a process, a methodology, and as an analytic tool for discovering more about instructional processes not as a total system. I point these things out not to suggest any weakness of the approach, but to indicate that it is one of the more powerful analytic tools available to aid in the design of instructional models. As Ellis Evans (1971) points out: "... consequences do follow behavior; applying operant procedures to education is simply an attempt to



make the consequences positive rather than negative, or effective rather than ineffective." (p. 191). It should be added that the approach not only make the negative positive and the ineffective effective, but it also makes classroom behavior explicit and the evidence available.

It is reasonable to assume that the study of various models of early education using the analytic capabilities of reinforcement principles can provide a common basis for understanding all approaches better. For example, the behavioral analysis of open school classes can yield data which will make the critical variables of that system more obvious than they presently are and which can be useful in designing more effective ways to implement open school principles. The observation and systematic use of the external reinforcers which naturally occur in a cognitive-developmental program will yield ways to move children even more rapidly into self-management skills which will enable them to take greater advantage of the rich learning opportunities available. And, while not directly addressed in this particular paper, there is much that those who use behavior analysis need from other models in the formulation and selection of goals and objectives.

Let us now return to the initial issue with two definitions. Intrinsic motivation is usually thought to be learning for learning's sake. It is in evidence when children voluntarily explore new learning situations (curiosity), maintain attentiveness (a basic self-management skill), and act upon available stimuli without evident prodding, cajoling, or reinforcing on the part of other persons, objects, or events. Extrinsic reinforcement, on the other hand, is the audible or visible feedback, verbal approval, or concrete object made available, contingent upon the performance of a child in response to the stimulus situation. It must result in an increase in response probability. (External reinforcement is not limited to an act of a person, and can be delivered automatically by machine or material). The issue, in its simplest form, is whether systematic external reinforcement reduces the probability of the development of intrinsic motivation, not whether intrinsic is better than extrinsic motivation.

These definitions point up one of the difficulties in resolving the impasse between those who believe that extrinsic reinforcement is useful and those who believe it is useless or harmful. As defined, intrinsic motivation is most parsimoniously thought of as a sought-for goal of early and later education while external reinforcement is one of a large number of potentially useful strategies in instruction and learning. Clarifying this difference points up the fact that the issue is basically one that cannot be resolved in the absence of empirical evidence on the effectiveness of the strategy in attaining the goal without detrimental side effects, such as an increase in dependence on external rewards.

At this point in time it is not possible to completely resolve the issue. Insufficient evidence is available. There is, however, an answer to the dilemma. Most advocates of external reinforcement systems begin

by applying the minimal amount of reinforcement necessary to obtain results. They then design ways of reducing the incidence of external reinforcement as the learning becomes more stable and less susceptible to extinction. This is a positive feature of external reinforcement systems. There is no assumption that a reinforcement dependency will develop. The systems in use, however, have an explicit schedule for changing contingencies based on the dimensions of concreteness of reinforcement and the ratios or intervals of reinforcement. These changing contingencies should prevent the development of dependence on rewards or reinforcements by the child.

### Need for Differentiating use of External Reinforcement

Is it necessary to include consciously applied and systematic external reinforcement in an early education system? This question becomes one of when rather than whether external reinforcement is necessary. The evidence indicates that for certain types and in certain stages of learning external reinforcement is a necessary, even if not a sufficient condition for learning (Gagne', 1970). There is no reason to expect that if reinforcement is necessary it should not be applied in accordance with available principles. External reinforcement is most obviously helpful when the learning to be accomplished is of the very basic nature described by Gagne' (1970). According to Gagne's analysis, both the learning of signals and stimulus-response connections are dependent upon certain learning conditions, including reinforcement. Motor and verbal chains are also dependent on reinforcement. In addition, Gagne's model of hierarchical learning suggest that signal learning, association, and chaining are types of learning which are prerequisite to the learning of concepts, rules and the development of problem solving strategies.

Much of school learning is of these more complex concept and rule types and if Gagne' is correct, they are not directly dependent on the principles of systematic external reinforcement. It is, however, apparent from any analysis of the behavior of young children that even at the time they enter school there are stimulus-response connections, motor, and verbal chains to be learned as precursors to the more complex concepts, rules, and problem solving strategies. The benefit of external reinforcement is apparent. It is an essential element for some kinds of learning. The task for the teacher is to determine the type of task that the child is trying to accomplish before deciding what kind of feedback must be made available.

Conditions other than external reinforcement are necessary for other types of learning. Behavior analysis has helped to make this fact clear. Skinner (1968) agrees with this point when he indicates that "The human organism does, of course, learn without being taught. It is a good thing that this is so, and it would no doubt be a good thing if more could be learned in that way. Students are naturally interested in what they learn by themselves because they would not learn if they were not, and for the

same reason they are more likely to remember what they learn in that way. There are reinforcing elements of surprise and accomplishment in personal discovery that are welcome alternatives to traditional aversive consequences. But discovery is no solution to the problems of education. The individual cannot be expected to rediscover more than a very small part of the facts and principles that have already been discovered by others. To stop teaching in order that the student may learn for himself is to abandon education as a medium for the transmission of the accumulated knowledge and wisdom of a culture."

Implied in Skinner's discussion is the agreement that experimental analyses and the application of consequent reinforcements in a learning system do not account for all types of learning or for all the ways in which people are motivated to learn.

#### A Supplement to Other Instructional Systems

The systematic use of external reinforcement based on the type and stage of learning is an appropriate supplement to the attainment of explicit objectives as well as the goals of other early education instructional systems. The strength of behavior analysis is as a method, as a set of strategies for helping children move from one point of development to another, rather than as a philosophical system or theory of instruction (Scott, 1970). The technological elegance of the approach has much to commend it. It is communicable. The evidence for effectiveness and the clarity of procedures for attaining additional evidence in field settings is impressive. None of these points is sufficient, however, to claim more for the approach than should be claimed. It is also important to prevent the rejection of the tool for irrelevant reasons.

#### An Aid to Developing Prelearning Skills

Of particular interest to those engaged in early education are the very basic prelearning capabilities included in Gagne' (1970) analysis of the conditions of learning. These prelearning sets of attention, response, order, and exploration are learned primarily through the application of external reinforcement conditions. Since in many classes or situations where young children are enrolled these prelearning attentional sets are not already established they may be developed and enhanced by the careful use of external reinforcers. Assuming that these basic skills will develop in the natural course of events may be playing a devastating waiting game for the child.

#### Facilitating the Emergence of Creativity

The emergence of creative, self-evaluative, self-propelled, curious behavior probably depends on the rapid, early, and relatively painless accumulation of a repertoire of early learnings. These include the prelearning capabilities, affective responses to learning, and a wide range of



common connections and chains of associations. The most direct approach to these types of learning is through systematic external reinforcement. The propitious thing to do in early education, then, is to see that these sets, capabilities, and associations are directly and efficiently programmed so that all children have a starter set of skills and attitudes. With these responses, associations, and chains well established much can be done to enhance exploratory and creative behavior built on these prior learnings without undue concern for conscious external reinforcement. The less responsible procedure is to disallow the conscious and systematic use of the powerful tool available for facilitating these early learnings. To leave these basic types of learning to the natural consequences of home or school environments may be to allow children to learn superstitious fears and erroneous associations that will interfere with the acquisition of later, more complex behaviors, schemas, and intellectual processes.

#### A Supplement to Other Sources of Motivation

The use of external reinforcement as a group of strategies for aiding and abetting learning does not imply a denial of internal sources of motivation. Children of preschool and primary age levels are typically curious, probing, and searching beings. Only when working with exceptional populations and in the later grades of school does it become apparent that something has happened to reduce interest and enthusiasm for school learning. In other words, some sort of negative emotions are signaled by those stimuli surrounding learning in school situations. With children who have learned these negative sets toward learning, the application of external and even concrete, palpable reinforcers on a systematic basis is the only known recourse short of expensive, demanding, and often ineffective therapeutic approaches. But even for the majority of younger children the most explicit way to insure that basic self-management skills are learned and curiosity drives sustained is through externally reinforced positive responses to learning. Such an approach does not contradict intrinsic motivation which may be based on innate exploratory drives, a theory of drive reduction, perceptual incongruence, or a competence motivation hypothesis. Quite the contrary, it is just as logical to assume that appropriately applied external reinforcement will maintain and enhance the behaviors resulting from these sources.

External reinforcement occurs after the response in a learning episode. The theories of innate exploratory drives, competence motivation, perceptual incongruence, and so on attempt to explain why a child responds at all prior to the reinforcement. These conceptions of reinforcement and drive may well be complementary rather than mutually exclusive. A well articulated theory of perceptual incongruence can help with the design stimulus displays while the concepts of external reinforcement can help with the selection of consequent stimulus.



### Improving the Affective Climate

External reinforcement in the classroom is a direct help in correcting affective deficits and punitive approaches in classroom management. This benefit is largely a result of the existing situation in preschool and primary classes and is not exclusively a feature of external reinforcement systems. Most of us have had the direct experience of observing in classrooms where external verbal "reinforces" are indiscriminately dispensed for both correct and incorrect responses. Children fortunate enough to receive enough of these following a correct response probably learn an appropriate association. Other children who respond incorrectly learn an incorrect association.

In addition to the indiscriminate use of verbal reinforcers some children sit in class for long periods of time with little, if any interaction with the teacher. Teachers use a greater proportion of disapproval than approval, even in Head Start classes (Meyer & Lindstrom, 1970). A systematic application of a basic set of rules, the ignoring of certain classes of inappropriate behavior, and the explicit external reinforcement of rule following behavior can do much to correct these defects in classroom climate. When a system is invoked, the teacher attends to all children, increases positive statements, and reduces punitive acts. Under any system of early education there are certain ground rules which can be effectively designed and followed, with the children's help. External reinforcement procedures are helpful largely because of the clarity of rules and the explicitness of consequences, - consequences which are not, by and large, punitive.

### A Guide to Teacher Behavior

Another benefit of the use of external reinforcement paradigms is that they provide the teacher and parent with communicable strategies for guiding their own behavior. These strategies are more explicit than most and, therefore, the potential for learning them is greater. Providing these tools for behavior change has the potential for helping teachers and parents develop positive coping behaviors and allow them to provide more instructional opportunities.

Implementation of reinforcement systems sensitizes teachers to the effects of different reinforcers for different children. This is certainly one way that the long sought, but rarely attained accommodation to individual variation can make a difference in the interactions of teacher and child. The debunking of grades as universal reinforcers of such great repute may alone be worth an investment in an external reinforcement paradigm. As a side benefit some teachers discover why they are not effective as social reinforcers for children and can modify their own behavior to become valuable sources of guidance, information, and reinforcement. Such discoveries and the consequent changes can make in-service teacher training relevant to the needs of children.

## Knowing What Turns Children On

The search for those events which are reinforcers for a child is a potent benefit. Since systematic reinforcement depends on the discovery of those events which increase the rate of responding of a child, the teacher must engage in the search for appropriate reinforcing stimuli for each child. This search is in reality an empirical approach to the study of those stimuli which keep children learning. Any system which can help teachers engage in this kind of behavior will positively affect instruction, if not achievement. The fact that the teacher, as a result of the search for reinforcers, is continuously involved in the evaluation of the instruction that is being conducted in her classroom is an additional benefit. This requires observations of children directed at the relationship of observable behavior to desired behavior.

### Child Analysis

The appropriate application of reinforcement in the classroom requires that the teacher know quite well the response repertoire of the children under her guidance. Without this knowledge, the teacher is unable to know what responses are to be reinforced early in learning and has no way of scaling down the response requirements for a child. Knowing the initial set of responses available to a child means that the learning situation can be designed to elicit responses from the child which do not exceed his individual repertoire, -- not that of the whole group. This is certainly part of what is implied in the concept of individualizing instruction.

### Requires Objectives

The use of a systematic system of external reinforcement requires the explicit understanding of the desirable behavior to be sought. That is, there must be a set of objectives in sufficient detail to enable the teacher to properly arrange for the reinforcing stimulus events. This is a great benefit compared to what presently exists in the school situation. Apparently some people believe this point is the most objectionable one of the behavioral analysis position, and too much power is put in the hands of the classroom teacher. The program does not follow the lead of the child because of predetermined objectives. But neither of these arguments is a necessary drawback of a reinforcement system. Individual teachers should not be the sole source of the rules of classroom behavior nor of the learning objectives for children. Classroom rules can and should be determined with the aid of children. Nursery and kindergarten children can help in the formulation of understandable and usable rules. Learning objectives should be derived in the broader context of child development and social pressures for certain kinds of achievement. It is more dangerous to leave the objectives to textbook writers and program developers than it is to design a system for the development of objectives which includes children, community, teachers, and scholars. The systematic application of

reinforcement principles in the classroom does not negate practices such as these just suggested.

### A Focus on Behavior

A teacher using external reinforcement as a systematic classroom procedure is focussed on the behavior of the child - on what he does, not what he is or is thought to be. Searching for reinforcers, evaluating progress in relation to visible behaviors, monitoring specific learning - each of these takes the place of explaining away a lack of learning on the basis of normative data or on some post hoc analysis of an internal state of the child. "His I. Q. is too low to expect him to do much." or "He simply has no desire to learn!" These statements have no place in a learning system and reinforcement paradigms are designed to prevent them.

Analyses of learning difficulties, using behavior principles demonstrate that a lack of reinforcement and proper programming is more often the reason for failure than is a deficiency of the child. This point of view, while not peculiar to reinforcement systems, clearly puts the responsibility for resetting the stage for learning on the teacher.

### Guide to Complex Learning

The benefits of external reinforcement are not limited to the problems of classroom management. There are basic applications to be made within the instructional tasks of children. It has already been noted that external reinforcement is a necessary condition for certain basic, and essential types of learning: signals, stimulus-response connections, and chains. The uses of external reinforcement to maximize concept formation, rule learning, and problem solving behaviors and strategies are not so clear. But external reinforcement can be used to aid the learning of these higher order intellectual processes, particularly as a guide through these more complex chains of learning events. That is, external reinforcement can play a part in keeping children on track in problems involving a series of steps, each linked sequentially to the preceding one. External reinforcement in these situations is not necessary for learning, but is used as a facilitator for maintenance of attention and perseverance. It should be noted that the use of external reinforcement as a guide for children is not limited to behavior analysis classrooms, but is appropriate in learning episodes in any system of instruction.

### Maintenance of Effort in Unpleasant Tasks

From preschool through the primary grades and into the classes of college students there are always certain essential but unpleasant facts, strategies, or skills that have to be learned to enable a child or student to progress. Some of these tasks have no inherent incentive powers, and are typically learned without great affect. It seems appropriate under these conditions to employ the most effective external reinforcers

available in order to carry students to higher levels of performance (which they can do on their own having acquired these less exciting facts or skills)

### Summary

On the whole then, the coldly scientific approach to instruction required by the systematic use of external reinforcement includes most of the truly humane features suggested by many education writers. Nothing is assumed about children in general, or about particular children, except that all of them can learn. Categorical labels derived from norm based testing are rejected as being useless. Therefore, children are spared from some of the expectancies of people consequent to being labeled retarded, emotionally disturbed, hyperactive, brain-damaged, and so on. Teachers are not led to believe that their smile is automatically an event valued by all their children. Causes for failure to learn are looked for in the learning situation provided by the teacher, instead. Teachers must pay attention to all of those variables which mediate her effectiveness with children. The consequences of teacher-child interaction are spelled out in the principles of operant behavior and checked out empirically by the practitioner in the natural setting of the classroom (Evans, 1971).

In a brief time I have suggested that external reinforcement paradigms are useful and necessary in a complete instructional system. The behavioral analysis approach is not sufficient for a complete instructional system. External reinforcement is not antithetical to a belief in an intrinsic motivation hypotheses. Teacher training, parent education, and classroom management, as well as complex learning sequences can be improved by the use of the principles emerging from the experimental analysis of behavior. The time to interrelate those learning and developmental principles from differing points of view which have met the empirical test of effectiveness is at hand.



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5. The State Library should develop a formula for subsidy payments which takes into account need, varying ability to pay, local effort, and unit costs of adequate programs. In connection with the last factor, consideration should be given to establishment of "standard" unit costs per reader and per unit of material circulated. Based on 1969 readership and acceptable levels of service, the cost per reader served in Pennsylvania would approximate \$49, the cost per unit of material, \$1.12.
6. State appropriations for the overall program should be sufficient to bring services into line with standards to provide for extension of service to a considerably larger number of eligible persons, and to permit further program development as new materials and techniques are acquired. If the goal of reaching 50 percent of eligible handicapped persons (46,000) by 1975 is to be achieved, more than \$2.2 million will be required to support the program in accordance with acceptable standards. By 1980, \$3.5 million would be needed to meet the needs of 75 percent (71,000) of the clientele. Most of the increase in these costs will have to be covered by State and Federal funds.
7. The State Librarian should require annual financial reports from all libraries receiving State or Federal monies. Basic financing arrangements should be included in contractual agreements with the libraries.
8. If services continue to be provided to Delaware and West Virginia, the State Library should handle billing and collection.

Maintaining and Implementing the Comprehensive Plan (pages 52-56)

1. Program priorities for the first five year plan for consideration by the State Library encompasses:
  - a. Development of a full range of library resources and services, including cassettes and large print materials, reading aids and devices, and readers' guidance and advisory services.
  - b. Extension of library services to at least 50 percent of the eligible clientele by 1975, with priority for non-blind physically handicapped adults and blind and physically handicapped juveniles.
  - c. Establishment of a pilot program in several selected district library centers.
  - d. Appointment of a director or coordinator for the program in the State Library.
  - e. Expansion of staff in the two Regional Libraries and district library centers included in the program.
  - f. Development of a broad-based information and public relations program.
  - g. Adoption of standards for library services for the handicapped.
  - h. Provision of an adequate facility to house the Philadelphia Regional Library's program.
  - i. Increased State appropriations for the program, looking to a level of \$2.2 million by 1975.
2. A broad based information and public relations program should be developed by the State Library for the purposes of (1) enabling the eligible handicapped clientele to receive first hand knowledge



of the resources available to them and (2) promoting greater public interest and support for the program.

3. A formal planning and evaluation system is an essential tool for providing a rational basis for decision making with respect to programs and program emphases which will utilize resources most effectively to accomplish library service objectives. A formal planning system can ensure that each year's budget is a step toward the implementation of the comprehensive library plan and greater satisfaction of community requirements.

Such a system is, in fact, a series of specific procedures and decision processes for annual use, which, when properly developed and executed, permit the evaluation of alternatives against specific library service criteria. It encourages consideration of long-range consequences of this year's decisions. A fully developed planning system would include procedures for

- formulating objectives in qualified terms within a specific time frame, in line with program goals,
- establishing measures of progress toward objectives,
- forecasting revenue levels,
- estimating costs and manpower requirements
- estimating the effects of programs and projects on progress as measured by selected process and performance indicators,
- designing new projects to improve performance and meet objectives,
- comparing alternative sets of programs and projects,
- selecting the preferred set of programs and projects,
- preparing a multi-year plan for all programs and projects, and

-creating guidelines for a budget to implement the first year of the plan.

A formal reporting system should be established by the State Library to provide the kinds of information needed in the planning and evaluation process. Regular and special reports, both program, and financial, should be required of all libraries in the system.

The development of a formal planning-programming-budgeting system, as generally characterized, represents a substantial effort. Such a system for the State Library should, of course, be fully compatible with and be integrated within the on-going PPBS development program in the executive branch of Pennsylvania's state government, and more particularly that of the state Department of Education.

## I. THE PATTERN OF LIBRARY SERVICES FOR THE BLIND AND PHYSICALLY HANDICAPPED

### A. Introduction - The Conceptual Framework for the Study

Nearly 40 years ago, the Library of Congress inaugurated a national program of regional libraries to provide free library services to the blind. In the succeeding years, the program experienced impressive growth and betterment. An increasingly larger number of blind persons availed themselves of the services, and materials and equipment provided by the Library of Congress were expanded and improved.

In 1966, two entirely different, but extremely important, developments occurred. The Library Services and Construction Act was amended to provide for extension of free library service for the blind to an entirely new and large group of clientele - the visually and physically handicapped, with substantially greater need for a wide variety of library resources. It also confirmed the basic role of state government in developing and supporting a state-wide program. At the same time, a comprehensive set of standards for library services for the blind and visually handicapped, developed by an outstanding group of nationally recognized authorities in the field, was adopted by the American Library Association. Those standards establish a broad framework for library services to the handicapped and they call for a level of service that insures an adequate program in all libraries.

This study and report have been developed within the conceptual framework that rests upon the Title IVB amendment and

the new standards. That framework includes the principles (1) that blind and physically handicapped persons have the same need for library service - educational, cultural, therapeutic, and entertainment - and that they are equally entitled to service as are non-handicapped persons, (2) that their needs should be met by or through the same resources that serve the general public, and (3) that library service for the handicapped is essentially a matter of basic public policy, requiring governmental initiative and control. Presented in the sections which follow are findings and recommendations covering the major areas of a comprehensive program - the clientele and their requirements, goals for the program, a coordinated system of library services, program components and staffing, organizational structure, financing, and plan implementation.

Throughout the report, the use of "handicapped" person or reader refers to blind, visually, and physically handicapped persons. All findings, recommendations, and statistical tables pertain to Pennsylvania only, except where stated otherwise. Library services are also provided by Pennsylvania to Delaware and West Virginia readers, and some statistics on their readership and circulation are included in this report.



B. Analysis of Needs and Service Patterns in Pennsylvania

1. A significant number of Pennsylvania's citizens have visual or physical handicaps which limit either their access to or full utilization of library services and resources available to all the State's citizens. As of 1970, as indicated below, the number of handicapped persons is estimated at 89,000, and the number can be expected to increase to 95,000 by 1980.

	Estimated Population (nearest 1000)	
	<u>1970</u>	<u>1980</u>
Blind (legal definition)	24,000	25,000
Visually handicapped	35,000	38,000
Physically handicapped	<u>30,000</u>	<u>32,000</u>
	89,000	95,000

The nature of their handicaps ranges from complete blindness to whole or partial physical disability and creates a special need for a full array of library services to meet therapeutic, rehabilitative, educational, and recreational reading objectives.

The largest number of blind and handicapped persons is in the metropolitan counties and areas of the State. Philadelphia and Allegheny Counties together comprise almost 27,000 handicapped persons, or 30 percent of the State's total. Most counties, however, have a significant number of handicapped persons in their population who have service needs.

(See Tables 1 and 2, Appendix)

2. The present level of library services measured in terms of readership on a state-wide basis and in almost all areas of the State is extremely inadequate. In 1968, the most accurate estimate possible of the maximum number of handicapped readers on record was about 9,700, or about 11 percent of the estimated 1970 handicapped population. This total includes those served directly and through deposit collections of the Pittsburgh and Philadelphia Regional Libraries for the Blind and Physically Handicapped. It also includes the handicapped served by public libraries.

(See Table 3, Appendix)

a. The Regional Libraries, which function for the express purpose of serving the special needs of the handicapped, have a readership including deposit collection readers of only 8.4 percent of the handicapped population in the eastern part of Pennsylvania and 6.7 percent of the population in the western part.

(See Table 6, Appendix)

b. Visually and physically handicapped persons, representing two-thirds of the total blind and handicapped population have the lowest level of service, with a readership rate in 1968 of less than one percent state-wide and in all but 11 of the State's 67 counties.

(See Table 4, Appendix)

c. In the group which can be identified as legally blind, less than one person in four (23 percent) are registered as readers.

(See Table 4, Appendix)

d. The level of service to the juvenile population is especially poor and is directed chiefly to blind children and youth. Of

the 6,730 readers served in 1968 by the two Regional Libraries, 373, or five percent, were juvenile readers. Only 43 of these were visually or physically handicapped.

3. While persons classified as legally blind have by far the highest readership rate state-wide (23 percent), there is an almost inexplicably wide variation in service on a county-by-county basis and among metropolitan areas. The readership rate ranges from a high of 66 percent in Montgomery County to a low of less than 5 percent in Greene County. A total of 18 counties have readership rates of more than 25 percent and 8 counties have rates of less than 10 percent. Wide variation in readership rates occurs in adjacent counties.

(See Table 4, Appendix)

Among metropolitan areas, the readership rate of legally blind persons recorded by the Regional Libraries ranges from 38 percent in Philadelphia to 7.5 percent in Scranton. Readership in non-metropolitan areas is only one-half the rate in metropolitan areas.

(See Table 7, Appendix)

Thus, the essential objective of providing a high level of library services available in a consistent pattern to all handicapped groups throughout the State is not being achieved under the present system. This is a reflection of basic inadequacies in all aspects of this essential service ranging from level of financial support to the nature and pattern of the administrative organization and operational procedures through which the programs are administered.

In a sense, the state of affairs with respect to library services for the visually and physically handicapped, excluding the legally blind, is even more dramatic evidence of the inadequacy of the present system. The 1968 state-wide readership rate for this group is less than one percent and ranges from a county high of 7.1 percent to zero in many counties. As indicated previously, only 11 counties had a readership rate of one percent or more. Admittedly, the data on readership are incomplete. It is also true that special services to the non-blind handicapped have been authorized under the Federal Act only since 1966. Nevertheless, when it is realized how freely available library services are to non-handicapped persons, it is shocking to find that such services, which are critically important to handicapped persons, are almost non-existent throughout the State.

(See Table 4, Appendix)

In order to meet adequately the present needs of all handicapped persons in the vast expansion of the service pattern, all library resources - community, district and regional libraries must be involved. The rather even geographic distribution of handicapped population and readership among district library service areas indicate that the district library center could play an important role in an expanded pattern of services.

(See Table 5, Appendix)

4. Public libraries provide at present a limited amount of library services to a small number of handicapped readers. The special survey of 449 local public libraries in Pennsylvania carried out in this study indicated that perhaps as many as 30 percent of

public libraries provide one or more special services to a total of 1,149 handicapped readers. Service at that level represents 1.3 percent of the estimated 89,000 handicapped population in the State. Nearly 30 percent of the public libraries surveyed were reported as unaware of the availability of special services to handicapped readers under Title IVB of the U.S. Library Services and Construction Act. Large print materials provided primarily through the budget of the local library, and talking books provided through contacts with the Regional Libraries are the services offered most frequently by public libraries. Clearly, if the objective of the provision of a full array of library services available to all handicapped persons is to be achieved, public libraries must greatly expand their awareness of service needs and response to those needs. Community libraries can play a key role by accepting a responsibility to provide access to special library services made available either centrally or at the local level.

(See Tables 8 and 9, Appendix)

5. A large number of voluntary agencies and institutions provide a variety of health, education and welfare services for blind and physically handicapped persons. Returns from a detailed questionnaire survey of 1,383 Pennsylvania agencies revealed that 469 of them served the handicapped, including both institutionalized and non-institutionalized persons.



<u>Agency or Institution</u>	<u>Number Serving Handicapped</u>
Hospitals	72
County Boards of Public Assistance	42
Voluntary Service Agencies	141
Nursing Homes	208
Special Schools	6
	<hr/>
TOTAL	469

Since these agencies are continuously involved in providing services to the blind and handicapped, they can play an important role in contributing to the planning and distribution of an expanded program of library services.

The survey indicated that these agencies and institutions now provide limited library services by using their own resources and by maintaining deposit collections of special library materials obtained primarily from the Regional Libraries. Neither of these methods of service, however, eliminates the need for direct access to a full array of library services available through local, district, and Regional Libraries.

Services to the blind and visually handicapped predominate, as indicated by the large number of agencies and institutions which provide talking books, large print materials, Braille, or optical aids. Many agencies responding to the questionnaire indicated that their own staff members are an important source of assistance in developing and maintaining special library services.

In expanding the program of library services to meet the needs of all handicapped readers, these agencies and institutions should be considered as a ready-made tool for establishing contact with blind and handicapped persons not otherwise informed of the availability of special reading services. They can be most useful in building and maintaining an expanded pattern of service. Libraries at the Regional, district, and community levels should seek to establish effective working relationships with such agencies in their service areas.

(See Table 10, Appendix)

6. The pattern of library materials, equipment and services which has evolved does not offer a well-balanced, wide range of resources for all handicapped persons.
  - a. Talking books are the predominant resource, with far less use of magnetic tape and large print materials. In 1968 talking books accounted for three-fourths of all materials circulated by the two Regional Libraries. Magnetic tape represented a little over 13 percent, and large print, less than four percent. Large print materials are available chiefly through the Philadelphia Library, and in limited quantities only.

(See Table 11, Appendix)

- b. Optical and mechanical reading aids are not generally available for physically handicapped readers and too little effort has been made to experiment with these reading aids or to demonstrate their usefulness.
    - c. Reader services - information and guidance, bibliographic materials, reference service, and the like - greatly need strengthening.

## II. A COMPREHENSIVE PROGRAM OF LIBRARY SERVICES FOR THE HANDICAPPED

### A. Goals for the Program

Development of a comprehensive State program of library service should proceed in accordance with a set of well-defined goals. The following goals are offered for review and refinement by the State Library:

#### 1. With respect to organizational structure

- a. To establish a strong and viable Federal-State-local partnership for administration and financing of the library program.
- b. To provide a unified organizational structure through which library services for the visually and physically handicapped can be administered.
- c. To redefine and clarify the roles of the State Library and of the Regional Libraries and other libraries in carrying out the special library program.
- d. To foster State-local cooperation in developing and providing library services for the visually and physically handicapped.

#### 2. With respect to clientele

- a. To make library materials, equipment, and services readily accessible to all eligible blind and physically handicapped persons, wherever they live in Pennsylvania, at a level that accords with nationally recognized standards.
- b. To extend library service, over the next five years, to a significantly larger number of handicapped persons who need such services. For purposes of estimating staff and dollar

requirements in this report, the objectives assumed are to reach 50 percent of the eligible handicapped by 1975 (a total of approximately 46,000 persons) and 75 percent by 1980 (approximately 71,000 persons). Special priority should be given to extending service to the non-blind physically handicapped and to the juvenile population, most of whom are not now served.

- c. To achieve a much greater understanding and utilization of library services on the part of handicapped persons and the individuals and organizations who work with them, through an effective State-wide program of information and education.

### 3. With respect to services

- a. To develop and maintain, on a state-wide basis, a diversified program of library resources that is tailored to the particular needs of blind and physically handicapped readers.
- b. To develop, as part of the program, the special library services recommended in the standards of the American Library Association: \* provision of bibliographical material; information and reader guidance services; consultant services to handicapped persons served by agencies and institutions; and instruction and guidance regarding the availability and use of special materials for the handicapped to the general public, to public and school libraries, and to other interested persons and groups.
- c. To inter-relate library services for handicapped persons and general library services throughout the State, so that the handicapped reader has access to the resources he

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\* Standards for library services for the blind and visually handicapped. Chicago, 1967.

needs not only from the Regional Libraries but also from  
or through his community library.

4. With respect to financing

- a. To provide levels of continuous financial support which will permit the development and expansion of services to meet the needs of eligible clientele in accordance with standards established by the State Library.
- b. To provide a sound system for financing library services which insures that adequate support for the program will be provided year after year and which permits the library agencies to plan for change and improvement in services.
- c. To establish equitable sharing of the projected increased costs of library services by the State and Federal governments.
- d. To establish at the State level a sound system for budgeting and fiscal control of expenditures for special library services.

5. With respect to voluntary organizations which provide services for the handicapped

- a. To foster increased participation in, and support for, the State-wide library program by voluntary organizations through involvement in planning, development, and service activities.
- b. To encourage voluntary organizations to provide supportive services within the framework of program goals and policies established by the State.



B. A Coordinated System of Library Services for the Handicapped -  
Basic Roles and Responsibilities

Implementation of the goals outlined in this report calls for a high degree of planning, direction, and coordination by the State Library. Essential to this process is a clarification of the roles and responsibilities of the State Library, and of the Regional Libraries and other organizations in relationship to an overall system of library service.

1. Development of a coordinated system of library service should proceed in accordance with the basic goal of decentralizing and integrating library services for the handicapped with general library services. Broadly conceived, the system would include all those libraries and other agencies which provide library resources and services of one kind or another for the handicapped. In specific terms, it would encompass not only the Philadelphia and Pittsburgh Regional Libraries but also library district centers, county libraries, community libraries, and other library agencies which meet State goals and standards.
2. The State Library should assume a leadership role in developing and administering a State-wide system of library resources. In its leadership role, it is responsible for development and implementation of the comprehensive plan, for establishment of criteria and standards for evaluating programs and district library centers and other libraries which will participate in the system and be eligible for state subsidies, for administering and coordinating the total program, and for fiscal planning and control. This greatly expanded role for the State Library should

have a firm legal base in The Library Code. The Code should be amended to define and clarify the State Library's powers and responsibilities, as well as to provide a statutory base for financing the program, as outlined in Section E.

3. An important element in the system is the Advisory Council for Title IVB Services. The Council, established in accordance with the State's first plan for Federal funds, is broadly representative of the various public and voluntary organizations which work with blind and physically handicapped persons. Its role essentially is to provide advice and counsel to the State Library on matters relating to the Title IVB program. The Council can also serve as a most effective link in the chain of communications between the State Library and handicapped persons and those who work with them. Every effort should be taken to make the Council's role as meaningful and effective as possible.
4. The Philadelphia and Pittsburgh Regional Libraries should continue to function as the major resource and distribution centers for the State, providing service directly to readers in their respective areas as well as making materials, equipment, and professional counseling available to other libraries which are approved by the State Library for special subsidies under the program. The need to make available to a much larger group of the handicapped more diversified resources imposes on the Regional Libraries a greatly expanded program, even as other libraries in the State are gradually brought into the state-wide system.
5. A new role is assigned to district library centers, county and community libraries, and other library agencies which for

the most part do not now serve the handicapped reader. Their basic responsibilities in the overall system would be to provide services directly to the readers in their immediate areas, under general direction and coordination by the State Library, and using the resources of the Regional Libraries.

The scope and nature of the services to be provided will vary in accordance with the special needs of the clientele and the libraries' own resources. The smaller community library might offer reader information and referral service, only. The larger libraries' programs probably would range from provision of readers' services all the way to distribution of materials and equipment.

The active participation of these libraries should proceed in accordance with the State Library's plan and schedule for developing the state-wide program and system. Initially, once the concept of integrating library services at all levels has been adopted by the State Library, a small group of district library centers should be selected, on the basis of (a) their present resources and capabilities for administering the service and (2) areas with priority for service (i.e., areas in which the unmet need is greatest). As this limited expansion proceeds, there will be an opportunity to evaluate the program and to plan for further development of the network of integrated library service.

6. Obtaining a well-balanced system of regional, district, and local library programs for the handicapped should involve a careful review and revision of the service areas of the two Regional Libraries.

Although the present division of the State into the Eastern and Western Regions is not unreasonable as it relates to the distribution of population (Philadelphia's region contains about 57 percent, and Pittsburgh's region about 43 percent, of the State's estimated 1968 population), the Western Region is considerably larger in area and some of Pittsburgh's readers actually live closer to the Philadelphia Library. Any adjustment of the present service areas should consider the additional factors of size and population of the district library centers, since eventually these will be related to the Regional Libraries in a well-developed system.

7. In the interest of making service more accessible and convenient to the Regional Libraries' clientele, it is recommended that the readers in each of the two Regions be served by only one of the two libraries, (at present some readers are receiving services from both Regional Libraries). So long as services are extended to Delaware and West Virginia readers, the Pittsburgh Library should take over service to West Virginia, with Philadelphia serving Delaware, as at present. This shift in the service pattern must be preceded by an expansion of materials and services on the part of both Libraries.
8. A significantly large number of public and private educational, health, and welfare agencies and institutions serve blind and physically handicapped persons in Pennsylvania. They range from various associations serving considerable numbers of blind and physically handicapped persons, special hospitals and schools with large resident populations and public and parochial schools

for handicapped students to small nursing homes with relatively few handicapped residents. In a certain sense they should be part of the "system", in that the State Library and libraries providing service to the handicapped work closely with them in identifying and meeting the library requirements of their clientele and in using the many resources to support and strengthen library services wherever possible.



### C. Program Components and Staffing

Development of an acceptable library program for the handicapped will involve considerable expansion and improvement of the existing services. These changes are outlined below.

1. Library service for the blind and physically handicapped should be provided through a comprehensive, State-wide program of resources and services. The program should be highly diversified with a wide range of reading materials in a variety of forms - Braille, talking books, magnetic tape, cassettes, and large print - as well as record and tape players, optical and mechanical reading aids, and readers' services.
2. Readers' services - information and guidance, reference, access to bibliographical materials, and the like - are of particular importance in a library program for the handicapped. They should be greatly strengthened in the Regional Libraries and should be developed as part of the special programs for handicapped patrons in other libraries.
3. Measures should be taken to encourage more of the handicapped clientele to use library facilities. This will require, first, that the facilities include safe and easy entranceways; hand rails; space for browsing, demonstration of equipment, and other activities; and suitable furniture. Second, it requires that adequate collections of materials and equipment are available for browsing and demonstration, and that activities designed for the

handicapped patrons are provided.

The Philadelphia Regional Library's present building is almost totally unsuited to patron use. Clearly, a larger and more functional building should be provided for its program. Specific requirements for the proposed facility are contained in the 1965 survey report for that library (\*).

4. The need to reach a larger proportion of the institutionalized handicapped population is clearly indicated by the results of the Spring, 1969 survey of agencies and institutions conducted as part of this study. Small, deposit collections of materials have been placed in some institutions by the Philadelphia and Pittsburgh Libraries. More of the handicapped persons in hospitals, nursing homes, and other institutions should be served by deposit collections, with materials and equipment tailored as closely as possible to individual needs. Further, the program should be strengthened, through greater supervision and control by the Regional Libraries, in order to make the services more beneficial to the readers and to bring about greater appreciation, on the part of the institutional personnel, of the values of library service as a component of the total institutional program.
5. Responsibility for the talking book machine program should be transferred from the Office of the Blind and Visually Handicapped to the State Library. Placing the program under the State Library's direct supervision is in keeping with the goal of consolidating library services for the handicapped under its direction. Moreover, assumption of this responsibility by the State Library would insure closer coordination of all components of the library program, to the benefit of the readers. Distribution of machines to readers

(\*) Government Studies Center, The Philadelphia Library for the Blind, May, 1965 (p.16).

should be decentralized, to the extent it is feasible to do so, and the State Library should designate the agencies which in its judgement are best equipped to handle distribution.

6. Library services for the handicapped should be provided in accordance with standards established by the State Library.

The American Library Association standards provide a good basis for development and adoption of State standards appropriate to various types of libraries and programs in Pennsylvania.

7. Developmental programs, designed to improve the scope and quality of library services should be promoted and supported by the State Library. Only through experimentation with new types of materials and equipment, and introduction of these in demonstration and pilot projects can the program effectively respond to the varying and changing needs of the clientele. Financial and other kinds of support for these projects should be sought from appropriate voluntary organizations as well as from business and industrial groups. The tape cassette and large print programs, because of their great potential for meeting the needs of a large proportion of the newer clientele, deserve high priority. Special attention should also be given to demonstration and use of optical and mechanical reading aids, on a limited basis with carefully selected clientele. The investment in these devices may pay off in the greater use of available conventional library resources by the sighted, physically handicapped.
8. Program development must be accompanied by increases in the numbers of personnel in the State Library, in the Regional Libraries, and in those libraries which provide service to the handicapped.

a. The overall program in the State Library should be administered by a director or coordinator. It is imperative that the position which already exists in the State Library's organizational plan be filled as soon as possible. That individual will need strong professional, as well as clerical, assistance in order to carry out the major functions outlined in this report:

- program planning, development, and evaluation,
- budget and plan review,
- promotion of experimental and demonstration activities,
- administration of a public relations program, and
- administration of the talking book machine program.

The scope of some of these functions are organization-wide and existing State Library staff may have to be augmented. Eventually a number of additional staff persons should be assigned full-time to the program. The need for personnel should be anticipated so that necessary staff additions can precede program initiation and expansion.

In developing an adequate staff unit, it is important to maintain a high degree of coordination of all library service functions administered by the State Library, so that library service for the handicapped is integrated, at all levels, with the mainstream of general library services.

b. Present staff of the Philadelphia and Pittsburgh Libraries should be augmented to bring their programs more into line with national standards. If American Library Association standards are applied to 1969 readership and circulation levels.

the total combined staff of the two Libraries would be increased by thirteen professional and 12 non-professional personnel (see Table 1). It must be emphasized that the larger staff complement would enable the Libraries to better serve only the present readership, which is far less than the estimated numbers of eligible clientele.

Staff expansion will continue to be a priority need of the Regional Libraries as the scope of their services and the size of their clientele enlarges. An important area of staffing in the near future will be liaison-consultant personnel to work with district library centers and community libraries as service for the handicapped are included in their regular programs.

- c. District library centers and community libraries which extend service to the handicapped will, of course, need special staff skills provided on a full-time or part-time basis, depending upon the scope of the programs.

In terms of this report's goals of decentralizing and integrating library service for the handicapped, staffing at the district and community levels will become increasingly important. Therefore, planning for State-wide programs and staff development should be concerned with, among other things, maintaining a balance among staff resources of the Regional Libraries and other libraries in the program.



Table 1

Number of Professional and Non-Professional Personnel Required by  
the Philadelphia and Pittsburgh Regional Libraries to Provide  
Library Services for the Handicapped in Accordance with  
National Standards (a) 1969-70

<u>Position</u>	<u>Standard</u>	<u>Number of Personnel:</u> (b)		<u>Additional Personnel Required</u>
		<u>Required</u>	<u>On Hand</u> (c)	
Administrative librarian	1 per library	2	2	0
Assistant librarian	1 per library	2	1	1
Librarians	1/750 readers after first 750 readers	<u>16</u>	<u>4</u>	<u>12</u>
PROFESSIONAL		<u>20</u>	<u>7</u>	<u>13</u>
Chief library assistant	1 per library	2	1	1
Library assistants	1/1000 readers	13	10	3
Secretary	1 per library	2	1	1
Clerk-typist- brailleist	1 per library	2	1	1
Clerk	1/2000 readers	6	8	0
Chief clerk	1 per library	2	1	1
Stockhandler	2 per library plus 1/50,000 items circulated	<u>15</u>	<u>11</u>	<u>4</u>
Tape technician	1 per library	2	2	0
Custodian	1 per library	2	1	1
Trainees		0	2	
NON-PROFESSIONAL		<u>46</u>	<u>38</u>	<u>12</u> <sup>(d)</sup>
TOTAL		<u>66</u>	<u>45</u>	<u>25</u> <sup>(d)</sup>

(a) American Library Association, Standards for Library Services for the  
Blind and Visually Handicapped, 1966.

(b) All figures are combined totals for the two Regional Libraries.

(c) Data obtained from records of Philadelphia and Pittsburgh Libraries.

(d) These totals are the sums of the additional personnel required.

#### D. Organization Structure for An Expanded Program of Library Services

An important component in the development of a comprehensive plan for library services for the visually and physically handicapped is to determine the organizational requirements and pattern through which such services are to be provided. The specific objective of this section is to present an organizational plan, the progressive implementation of which offers greatest assurance of effective delivery of library services to the largest possible number of blind and physically handicapped persons throughout the Commonwealth, now and in the future.

Organization can be defined as the grouping of persons and relationships for the purpose of achieving a common goal or objective. Alternative definitions may vary, but all recognize as central the attainment of a goal common to all organizational components. It follows then that clear, concise definition of goal or mission is the basic first step in the development of a viable organizational structure. The logic of organizational structure is the logic required in goal attainment; the lines connecting organizational components reflect the network of meaningful and purposeful relationships and communication required to achieve recognized objectives.

In connection with this close vital relationship between mission and organizational plan, two cautions should be noted. First, the limitations of organizational structure should be made clear. The best that an organizational structure or plan can

provide is a basis for the dynamic, creative relationships among persons and groups whose activities focus upon a common goal. A well-defined hierarchical representation of organizational components makes possible the development and application of administrative leadership, but structure alone provides neither the necessary leadership nor leadership commitment. Second, in appraising the organizational requirements, it is important to distinguish those aspects related to historical growth and development of the agency from those related to mission. As Etzioni has stated; "Organizations are social units which pursue specific goals; their very raison d'etre is the service of these goals. But once formed, organizations acquire their own needs, these sometimes become masters of the organization."\* The first business of any organization once formed, even the most altruistic, becomes survival, and the goal of survival may in fact produce deviations in minor or major degree from the functional purpose the organization was established to serve. Thus, organizational structure and operational patterns of an organization can dictate rather than serve goal attainment.

In this analysis of organizational requirements and alternatives for the provision of library services for the blind and physically handicapped, certain basic assumptions and considerations should be made explicit.

- (1) It is recognized that provision of library services for all persons, including the visually and physically handicapped, is ultimately a function and responsibility of government as expressed in legal mandates at

federal, state and local levels. It is, however, a public function in which there is an active involvement and deep commitment by many private groups and citizens. Effective public-private partnership in providing general and special library services should be retained and optimized in any organizational plan developed.

- (2) It is assumed that the goal of the organization plan to be developed is in fact to provide a system for making available the widest possible array of library services to meet the developmental and recreational needs of all blind and physically handicapped persons throughout Pennsylvania. It is assumed further that handicapped persons as a group are entitled to a level of library services, equivalent to services provided non-handicapped persons, notwithstanding the requirement for specialized services to meet the particular needs of handicapped persons. In the context of these basic assumptions, it follows that the organizational plan should be designed as a response to unmet needs as well as those needs currently being served.
- (3) In formulating the organizational plan, major consideration should be given to requirements for the achievement of long-range goals, as distinct from short-term objectives. A valid statement of the long-range goal or mission of an agency focusses on achieving a significant change from conditions of the present. In the real world of policy development and administration, circumstances may

emphasize short term objectives representing alternative routes toward the achievement of agency mission. Operating policies which represent a holding action rather than direct and rapid achievement of long-range goals may be the best that an agency can implement in certain periods. The organizational plan or structure, however, should reflect as nearly as possible a clear and direct representation of agency mission and long-range goals; it should define the roles and responsibilities of the various organizational components and provide the basis for a dynamic pattern of administrative and program relationships through which mission can be progressively achieved over time. Structure conceived in these terms thus provides a sustaining force for the achievement of organizational purpose.

- (4) Finally, development of a total system of library services, including services for the blind and physically handicapped, involves a responsibility shared by all levels of government - federal, state, and local. The development of effective operational programs of library services require a clear enunciation of roles and responsibilities of the appropriate levels of government and a goal-centered pattern of intergovernmental relationships. The organizational plan should be compatible with and assist in implementing the mandated roles and responsibilities of the different levels of government.



Enunciation of these basic assumptions and considerations provides background and focus for a brief examination of the characteristics and structure of the present pattern of library services for the visually and physically handicapped persons in Pennsylvania. Any critical tone used in this analysis is not intended to discount or belittle past efforts. The purpose is to provide a point of departure for the development of organizational recommendations in keeping with feasible library service goals of a modern, highly complex society -- recognizing new needs, a rapidly developing library technology, and expanding resources to meet new needs. The purpose is to appraise the adequacy of existing services with the particular focus of determining the extent to which improvements can be made in the clarification of program goals to meet new needs, strengthened legislative and/or financial commitment, and revised program and organizational structure.

1. Present Pattern and Structure of Library Services for the Visually and Physically Handicapped

Other sections of this report present more detailed and descriptive data from the appraisal of the present pattern of library services for these handicapped groups. The observations related to organizational characteristics and requirements, as summarized below, are based on this general appraisal.

- a. In general, it is quite apparent that the collection of highly specialized library services now available for blind and physically handicapped persons fall far short of the nature and level of services required to meet the

recognized needs of this segment of our population. The gap between service needs and present responses will be discussed in more detail later. The point here is to appraise the response by both public and private groups in terms of particular types of specialized library services as a basis for future development of expanded services.

In 1966, the Federal Library Services and Construction Act was amended to recognize and respond to the library service need of the visually and physically handicapped as well as the blind. The amendment properly can be interpreted as a redefinition of groups eligible to receive specialized library services and represents a most significant advance in the development of fully adequate library services for handicapped users.

Historically, it is quite possible that the highly specialized stimulus and response to the recognized library needs of blind persons to some extent masked the difficult problem of providing a full array of library services to the blind and to the broader group of visually and physically handicapped persons. To the extent this statement is true, it reflects a tendency to equate intensive, highly specialized service for a limited clientele group, at high per capita costs with total feasible library service requirements. Services can become over-identified, and in this sense limited, by the special processes (braille, talking books, cassettes, etc.)

required to make library resources available.

This may explain the special, segmented program and organizational structures which are identified with the processes by which library materials are made available. The objective of providing a full array of library services to meet broad social, educational and recreational goals for all visually and physically handicapped persons requires a quite different orientation featuring development of comparable services by whatever means required.

- b. Frequently, the cost of specialized library services is interpreted as a valid basis for differential levels of service between handicapped and non-handicapped library users. Acceptance of differential service levels as optimum public policy, also gives rise to quite unique operational and organizational arrangements for providing these services. The question of costs therefore needs to be examined directly as a factor in organization planning.

The Comstac standards for library services for the blind relate the question of services to cost factors as follows:

"The real difficulty in providing highly specialized materials to blind and visually handicapped people arises from the relatively low density of the blind population, which necessitates different library service patterns from those used for sighted people. All library service is based on the principle that by sharing resources and services among a sufficient number of persons, the cost per user is reduced to a reasonable point."

As the standards make clear, the fact that library services for blind persons can be expected to average five to seven times the cost of the same level of services for sighted people is a persuasive argument for a broad base of financial support. It needs to be emphasized, however, that this principle relates to the utilization and distribution of tax resources among levels of government. It is not a justification for different levels of service either in scope or content. The more appropriate public policy response to the library service needs of handicapped persons in our society is that such needs should be met at levels at least equivalent to services provided the non-handicapped, even though the per capita cost is several times as great. Financial resources in both public and private agencies are always in short supply, and certainly a balance in expenditures among different clientele groups must always be sought. The distribution of resources, however, should be based on need and the individual benefits produced by service inputs rather than on per capita costs related to the numbers and distribution of clientele. The organizational structure through which special library services are provided should be geared to the widest possible distribution of services delivered in a form to satisfy the needs of handicapped and non-handicapped readers on an equivalent basis.

- c. The present organizational pattern through which library services are provided for the handicapped indicates

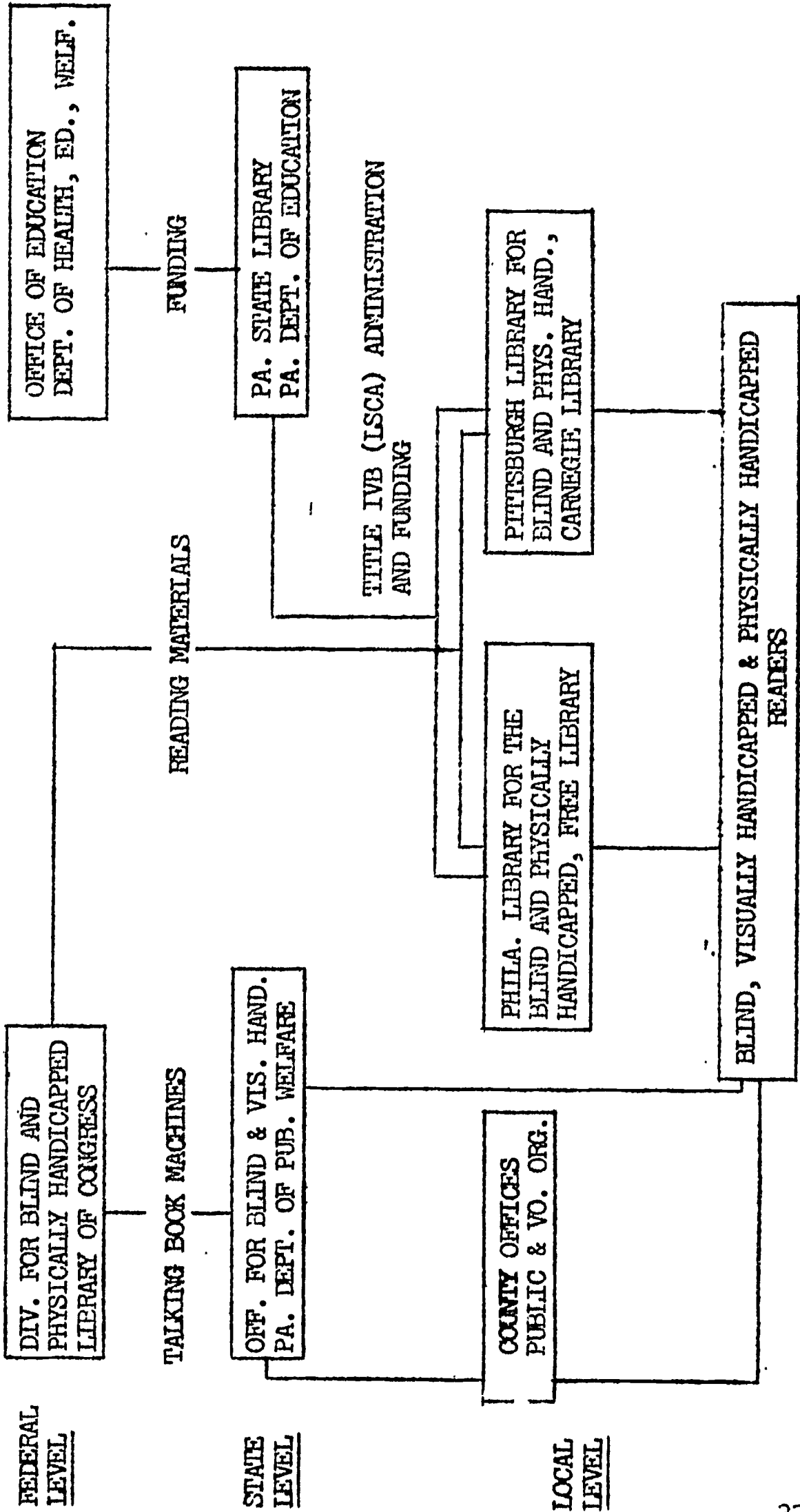
that structure is diffuse and fragmented, reflecting primarily the nature of the service provided and the source of funding rather than a well-ordered, integrated organizational framework. In a very direct sense, the present program functions as an arm of the Division of the Blind and Physically Handicapped of the Library of Congress. The Federal government thus provides not only the major impetus for the development of these services, but also provides most of the library materials. Further, because the state-wide organization of these services is fragmented, some of the impact of the Federal program is diluted.

As Chart I on the next page shows, a number of public and voluntary organizations share, in varying degrees, responsibility for the program in Pennsylvania. At the Federal level, responsibility is divided between the Library of Congress, which provides materials and equipment, and the Office of Education, which administers a program of financial aid to states for the program. At the State level, the State Library is responsible for administering grants received under Title IVB from the Office of Education and for financing Pennsylvania's share of the operating budgets of the two Regional Libraries. Another agency, the Office for the Blind and Visually Handicapped in the Department of Public Welfare, administers



Chart I

Organizational Pattern  
Library Services for Blind and Physically Handicapped  
in Pennsylvania



the talking book machine program.

At the county level, County Boards of Assistance and county offices of voluntary agencies distribute talking book machines to blind readers (physically handicapped readers received their machines directly from the Office for the Blind and Visually Handicapped).

The Philadelphia and Pittsburgh Libraries for the Blind and Physically Handicapped are the distribution centers for library materials, supplying handicapped readers with Braille, talking books, tapes, tape cassettes, and large print materials. They also provide materials for readers in Delaware and West Virginia, the costs for which service those two States reimburse the Regional Libraries. A small number of public libraries also report that they provide limited service to handicapped readers.

In addition, (not shown on Chart I), a whole variety of social welfare agencies, domiciliary and medical institutions provide some library services to blind and physically handicapped persons in their charge. Some of these agencies and institutions have deposit collections obtained for the most part from the Regional Libraries.

In summary, it is clear that in the present pattern of library services for the blind and physically handicapped segment of the state's population, the primary impetus in terms of the development of services and the provision of library materials comes from the Federal government. Within the Commonwealth, there is no integrated structure

through which services reach blind and physically handicapped readers. Responsibility for providing services is shared in varying degrees by a number of different and disparate agencies including the following:

- (1) The Department of Education
- (2) The State Library
- (3) The Philadelphia Free Library and its administrative unit - the Philadelphia Library for the Blind and Physically Handicapped
- (4) The Carnegie Library and its administrative unit - the Pittsburgh Library for the Blind and Physically Handicapped
- (5) Office for the Blind and Visually Handicapped, Pennsylvania Department of Public Welfare
- (6) County Boards of Public Assistance and county offices of voluntary organizations
- (7) Division of Special Education, Department of Education
- (8) District library centers, county, local, and school libraries
- (9) Social welfare agencies, domiciliary and medical institutions

d. As indicated in Section I.B. of this Report, only a fraction of the estimated number of eligible handicapped persons is receiving special library service. In view of the special service needs of the handicapped population for easy access to library resources, it is clear that the response to meet these needs falls far short of what might be construed as minimum requirements. Thus, the organizational plan appropriate for the administration and distribution of library services for the handicapped must

reflect a capability for a vast expansion of resources and services.

2. Recommended Organizational Plan for Development and Administration of Library Services for the Blind and Physically Handicapped

At this point in time, the development of special library services for the blind, and more recently for the physically handicapped has given rise to legislative and social mandates aimed at providing a full array of library services to all handicapped persons, not as a matter of societal largesse, but as a matter of right and recognition of varying individual needs. It is the general conclusion of this analysis that the provision of library resources and services, in the specialized form required by handicapped readers, should be assumed as an integral part of the general responsibility by all public and private library resources and agencies in the Commonwealth, in accordance with the plan and criteria established by the State Library. As a long-term goal, special library materials and an increasing variety of devices useful in converting general library materials to a form required by handicapped readers ought to be an appropriate proportion of the budget of community libraries which subscribe to accepted operational standards determined by the State Library. In accordance with Comstac and related standards, library staff competences required at the community level should include an understanding of the special needs of handicapped readers, the resources available locally and throughout the state to meet such needs, and the ability to make library resources available to meet special readership needs. This conclusion is neither

a rejection of the principle that special library materials can be made available more economically through centralized distribution centers, nor is it a naive proposal to equip all existing community libraries with a complete stock of talking book machines and records, tape and cassette equipment, and large print or Braille editions. Rather, the intent is (1) to redefine and strengthen the public responsibility for providing a full array of essential services; (2) to make certain that this general responsibility is felt at the community level among the public and private agencies and libraries which can best serve readers' needs; (3) to increase substantially the volume of local services for handicapped persons while making more effective use of central resources, and (4) to provide the basis and stimulus for responding to presently unmet needs through the progressive development of general and special library resources at all levels over a reasonable period of time.

If the objective of a vastly expanded and decentralized system of library services for the handicapped is to be achieved, a number of structural and operational changes are appropriate.

- a. Responsibility for the development of a broadened conception of such services, as described above, must be redefined and clearly placed at the State level. The redefinition should reflect the concept that such services are properly included within the mainstream of general library services administered by the state library agency. Toward this end, plans for the development of library services for the handicapped should be included as an integral part of both the state's general library plan and



local community library plans. Responsibility for development and administration of general library services throughout the Commonwealth is clearly placed with the Department of Education through the State Library. Responsibility for the state-wide development and administration of library services for the handicapped is appropriately placed with these same agencies.

- b. Library services for the handicapped should be developed and administered through a unified organizational structure which utilizes and includes all state and local library resources. Within this general concept, the primary lines of administrative direction, coordination and communication should flow from the State Library, which is charged with basic responsibility for the development of a library service system, to all libraries which meet accepted general library standards of operation. In keeping with the coordinated system proposed in Section II. B, the conception here is that services should be greatly expanded and that access to all services for handicapped readers should be a prime responsibility of community libraries, operating as part of the state system, using the full range of state-wide library resources. The term "access to all services" does not mean necessarily that the access is direct or that community libraries must stock the full array of specialized services now stocked centrally at the regional libraries. It does mean that as new services are developed and expanded, an

increasing proportion of these will be available directly at the community level.

- c. The State Library Code provides for the designation of up to 30 District Library Centers, and 28 such Centers now exist. Under the Code, such Centers have -- "the power to provide direct library services to persons residing within the district, to provide supplementary library services to all local libraries within the district, and to exchange or provide services with other District Library Centers or contract for the provision of library services with other District Library Centers." (Section 211)
- It is understood that the establishment and operation of such centers is in a developmental stage. As such centers become fully operative, they could provide an important service planning and administrative linkage between the community libraries and the State Library. They should also provide a linkage between the Regional Libraries and the community libraries in the areas which they serve. For this purpose the Centers in the eastern part of the state should relate to the Philadelphia Library for the Blind and Physically Handicapped, and the western Centers should relate to the Pittsburgh Library for the Blind and Physically Handicapped.

It is most important that community support for the development of library resources for handicapped persons be generated. In this connection, consideration should be given to establishing small (10 to 15 members) advisory

committees for the development of library services for handicapped readers attached to each District Library Center. The membership of these committees should include persons who represent handicapped readers.

Appointment to committee membership could be made by the State Librarian, or other appropriate state official, from lists provided by the District Center Librarian.

- d. The Philadelphia and Pittsburgh Regional Libraries are the main resource centers for the distribution of special library materials to handicapped readers. Under the organizational plan proposed here, these agencies would continue to function as the State's major centers for developing, stocking and distributing specialized library materials. It can be expected that as the unified, decentralized system of library resources develops, the service and distribution requirements faced by the Regional Libraries will greatly increase. Under the plan, responsibility for the development of handicapped readership and accessibility to general and special library services is placed at the community level, under central direction and coordination of the State Library. Implementation of the plan over time should produce a greatly expanded readership with a commensurate increase in general and special library resource requirements.

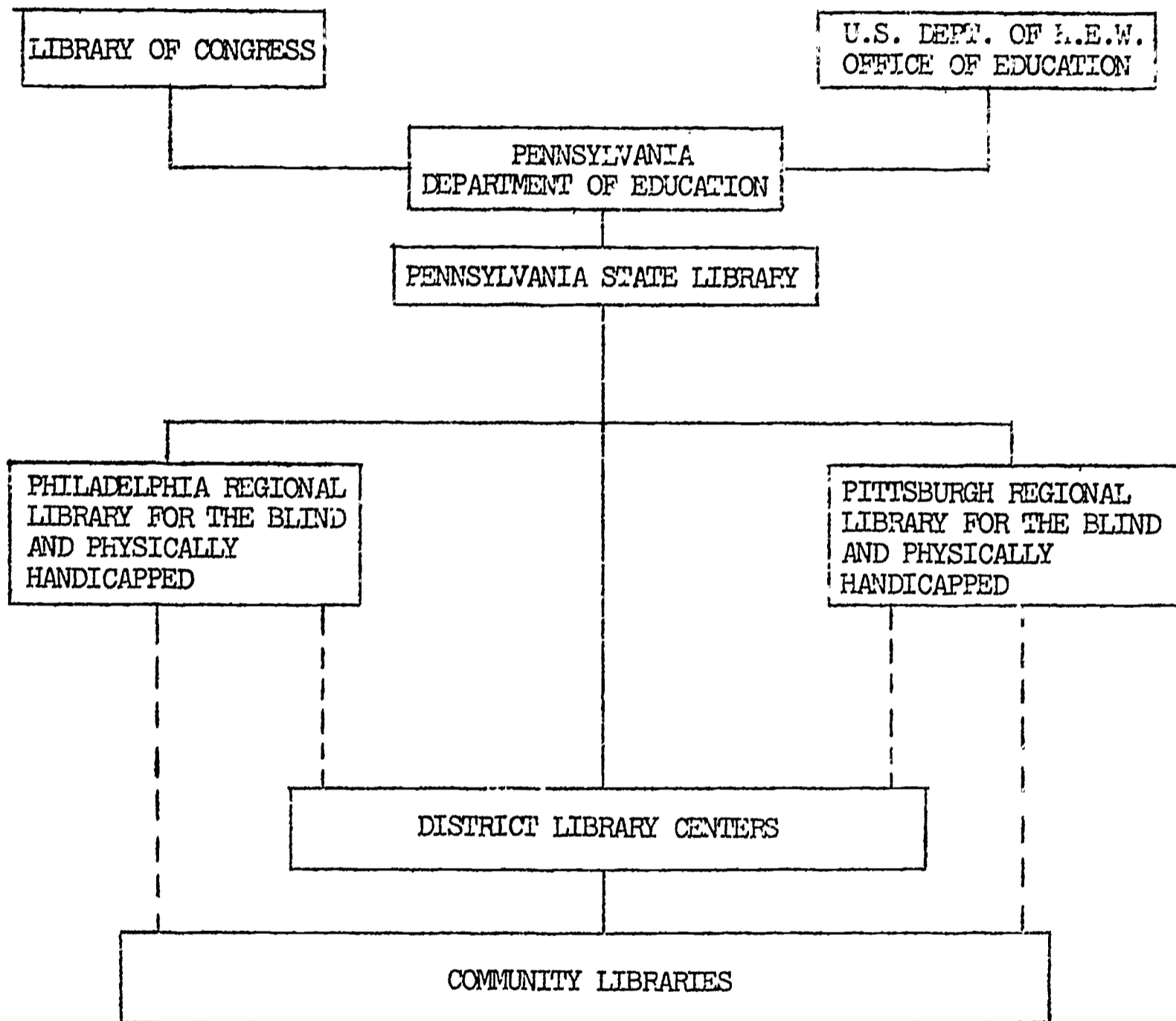
While the essence of the organizational conception recommended transfers basic responsibility for readership development and library resource accessibility to community

libraries, under state direction, the plan also requires that the two Regional Libraries accept a new role. It should be their responsibility to provide guidance, consultation and assistance to community libraries and district library centers in the development of special library resource materials which can be made directly accessible in community libraries. The Regional Libraries have expertise and judgment in the technological problems involved in translating materials into the forms required for handicapped readers. The objective is to utilize the technology and innovative skills in making the maximum amount of resource materials directly accessible at the local community level, commensurate with budget and readership requirements. The Regional Libraries operating as the prime specialists in this field can play a key role in the expansion and development of library services for handicapped persons through the Commonwealth. In carrying out this role, the Regional Libraries' programs would be operating under the general direction and coordination of the State Library as it implements its basic responsibility for the development of these services.

The proposed organizational plan described in this section is presented in graphic and schematic form in Chart II, on page 42.

Chart II

Library Services for Blind and Physically Handicapped in Pennsylvania  
Proposed Organizational Pattern (\*)



(\*)Solid lines between the State Library and the Regional and other libraries denote the State's responsibility for planning, direction, and coordination of programs and services, not hierarchical structure. Broken lines denote the flow of services and materials from Regional Libraries to other libraries in the proposed State-wide system



### E. Financing Library Services for the Handicapped

A sound system for financing is a prerequisite to development of a State-wide system of library services for the handicapped in accordance with the goals in this report. The State Government's basic responsibility for developing and administering the program carries with it an inherent obligation to provide adequate financing of the program. The present method of financing the program is deficient in five major respects:

- (1) There is no assurance of continued State financial support for the services. No provisions are contained in State law which obligate the State to pay for the services and State monies are provided through nonpreferred appropriations.
- (2) State support has not been sufficient to maintain even a limited program in accordance with national standards, much less to permit extension of service to more of the eligible clientele. Federal dollar support under Title IVB of the Library Services and Construction Act has been almost negligible.\*
- (3) There is no system for financing services which provide for long-range planning and development in accordance with goals and standards.
- (4) No provision is made for financial support of programs for the handicapped by libraries other than the Philadelphia and Pittsburgh Libraries. Since the unit costs of these special

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\*Federal grants to Pennsylvania since inauguration of the program have been \$4,375, for planning in the first year (1966-67), \$23,750 for 1967-68 and \$25,872 for 1968-69.

services are several times greater than general library services, there is no incentive for libraries to develop the services as part of their on-going programs.

- (5) There are inadequate budgetary and fiscal controls for administration of the program at the State level.

A new system for financing library services for the handicapped is outlined in the points which follow.

1. The State should assume basic responsibility for financing the total costs of library services for the handicapped as provided by the Regional Libraries and a substantial portion of the costs of those services as provided by other libraries in the State. This obligation should be part of an amendment to The State Library Code defining the State Library's overall responsibility for the program. Establishing a statutory requirement for financing would eliminate the nonpreferred appropriation status of the Regional Libraries' funds and would permit the State Library to exercise necessary fiscal planning and control.
2. The Federal Government should assume a considerably larger proportion of the total costs of the program than it has through Title IVB grants since 1966. The principle of Federal support for the program is already well-established - through the program of the Library of Congress and in Title IVB of the Library Services and Construction Act. In view of the great increases in the costs of the program reflected in the estimates below, a larger proportion of the operating costs should be borne by the Office of Education if the program is truly to be a Federal-State shared responsibility.

3. A unified budget covering the appropriate year's segment of a longer-range plan -- of three to five years' duration -- should be prepared by the State Librarian on the basis of budget requests and plans submitted by the Philadelphia and Pittsburgh Libraries. Subsidy funds should be provided for other libraries approved for extension of service to the handicapped. The Philadelphia and Pittsburgh Libraries' budgets should be given priority, since these agencies are carrying out a State function. The budgets and plans should be reviewed by the State Librarian within the framework of goals, policies, and standards established for the long-range plan. This procedure is in keeping with the proposal in Part II, B, for development of a State-wide program which coordinates all library services for the handicapped, and it gives the State Library the necessary financial tools for implementation of its basic responsibility.
4. A system for subsidizing district library centers and other libraries should be developed to enable those libraries to provide service for the handicapped as part of their regular programs. Every district library center, county library, local library or other library which meets the criteria established by the State Library should be eligible for State subsidy. Vested with the authority for developing criteria, the State Library can insure that subsidies for special library services will serve the goals established for a sound State-wide program within the limits of available funds.
5. Determination of eligible libraries and the amount of State aid required should be made by the State Library on the basis of review

- of a plan and a budget to be submitted by each applicant library. The plan should include a statement of the objectives to be served by the program, an estimate of the numbers of clientele to be served, and a description of the program (kinds of materials, equipment, and services) and the staffing pattern.
6. Criteria established for eligibility for State subsidies should include the following:
    - a. The proposed services should accord with goals and policies established by the State Library.
    - b. The services should be constituted as an integral part of the library's total program.
    - c. The amount budgeted for the services should be sufficient to provide for at least a minimum acceptable program.
    - d. The services should meet standards established by the State Library.
    - e. Retention of qualified personnel to provide the special services should be assured.
    - f. The services should be available to any eligible handicapped person in the library's service area, and assurance should be given that subsidy funds will be expended for service to handicapped readers.
  7. The State Library should develop a formula for subsidy payments which takes into account need, varying ability to pay, local effort, and unit costs of adequate programs. In connection with the last factor, consideration should be given to establishment of "standard" unit costs for services. These would be expressed in terms of costs per reader and costs per unit of material circulated, for

varying service levels. The "standard" units could be used to establish a ceiling on the amount of subsidy allocated to any library, as well as to project total costs of library services.

Estimated unit costs for services provided in 1969 are shown in Table 1. The cost per reader was about \$49; the cost per unit of material circulated, \$1.12. These figures were computed on the basis of total estimated expenditures for service provided in accordance with the American Library Association standards, using 1969 readership and circulation data of the two Regional Libraries.

8. State appropriations for the program should be sufficient to bring the existing services up to State-established standards, to provide for extension of service to a considerably larger number of eligible persons on a more equitable geographic basis, and to permit further program development as new materials and techniques are acquired.
  - a. The total cost of providing library service to the approximately 13,000 readers served in Pennsylvania, Delaware, and West Virginia in accordance with national standards in 1969, is estimated at \$656,000. This is about \$200,000 more than the combined budget requests of the two Regional Libraries for 1969-70. (See Table 2)
  - b. If the goal of extending service to 50 percent of the eligible clientele by 1975 is to be achieved, a total of more than \$2.2 million will be required to support the program at the level of national standards. Extending



Table 1

Estimated Costs Per Reader and Per Unit of Material Circulated by the Philadelphia and Pittsburgh Libraries for the Blind and Physically Handicapped, Assuming Services at the Level Established by National Standards, 1969(a)

Total estimated expenditures, Philadelphia and Pittsburgh Libraries combined, 1969	- \$676 101(b)
Number of readers served, 1969	13,428(c)
Cost per reader	48.86
Total circulation units, 1969(d)	584,856(c)
Cost per unit of material circulated	1.12

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(a) Standards used are those for library services for the blind and visually handicapped adopted by the American Library Association in 1967.

(b) See Table 2 for detail.

(c) Data obtained from records of the Philadelphia and Pittsburgh Regional Libraries.

(d) Circulation units are made up of the number of Braille volumes, talking book cartons, tape reels, and large print volumes distributed to registered readers during 1969.

Table 2

Estimated Funds Required to Support Library Service Programs  
of the Philadelphia and Pittsburgh Libraries for the  
Blind and Physically Handicapped in Accordance  
with National Standards of Service (a)

<u>Expenditure Item</u>	<u>Philadelphia Library</u>	<u>Pittsburgh Library</u>	<u>Combined Total</u>
Personnel			
Professional	\$146,877	\$ 47,028	\$193,905
Non-Professional	<u>187,230</u>	<u>75,962</u>	<u>263,192</u>
Total Personnel	\$334,107	\$122,990	\$457,097
Non-Personnel costs (b)	<u>94,235</u>	<u>104,769</u>	<u>199,004</u>
Total estimated funds required	\$428,342	\$227,759	\$656,101
Budget request, 1969-70	271,148	132,198	403,346
Charges to Delaware and West Virginia	<u>27,925</u>	<u>23,329</u>	<u>51,254</u>
Total requested	299,073	155,527	454,600
Additional funds required	129,269	72,232	201,501

(a) Estimates based on application of COMSTAC standards to 1969 readership and circulation data, and using budget personnel costs of the two libraries.

(b) Computed on basis of percent which personnel expenditures were to total expenditures in 1969: Philadelphia Library - 78%, Pittsburgh Library - 54%.

service to 75 percent of the clientele by 1980 will cost as estimated \$3.5 million. (See Table 3) Neither estimate includes funds for State Library functions in connection with the program, nor have they adjusted for possible changes in dollar values.

- c. Clearly most of the increase in these estimated expenditures would have to be covered by Federal and State funds.
9. The proposed expansion of State Library functions will entail increased expenditures. Although no estimate of these costs is included here, they obviously would represent only a fraction of the above costs.
10. For the purpose of maintaining accountability for expenditure of State and Federal monies, the State Librarian should require annual financial reports, in such detail as he deems necessary, from all participating libraries. Basic financing arrangements should be included in contractual agreements with the libraries.
11. If service continues to be provided to Delaware and West Virginia, the State Library should handle billing and collection.

Table 3

Estimated Funds Required to Support Library Services for Various  
Size Groups of Blind and Physically Handicapped Persons in Pennsylvania  
in Accordance with National Standards 1975 and 1980 (a)

	<u>1975</u> <sup>(c)</sup>	<u>1980</u> <sup>(c)</sup>
Estimated eligible client population	92,900	95,000
Estimated cost of providing library service to: (b)		
A) <u>50%</u> of the eligible clientele	\$2,247,560	\$2,320,850
B) <u>75%</u> of the eligible clientele	3,371,340	3,421,275
C) <u>100%</u> of the eligible clientele	4,495,120	4,641,700

(a) Does not include funds required by the State Library for implementing its responsibilities for the program.

(b) Computed on the basis of \$48.86 per reader, a unit cost developed from 1969 estimated expenditures for service at level of national standards.

(c) Cost estimates have not been adjusted for potential changes in dollar value.

## F. Maintaining and Implementing the Comprehensive Plan

Implementation of plan activities requires, among other things, (1) a formal planning and evaluation system, (2) a set of priorities for the plan period, and (3) a strong information and public relations program.

1. A formal planning and evaluation system is an essential tool for providing a rational basis for decision making with respect to programs and program emphases which will utilize resources most effectively to accomplish library service objectives. A formal planning system can ensure that each year's budget is a step toward the implementation of the comprehensive library plan and greater satisfaction of community requirements.

Such a system is, in fact, a series of specific procedures and decision processes for annual use, which, when properly developed and executed, permit the evaluation of alternatives against specific library service criteria. It encourages consideration of long-range consequences of this year's decisions. A fully developed planning system would include procedures for

- formulating objectives in qualified terms within a specific time frame, in line with program goals,
- establishing measures of progress toward objectives,
- forecasting clientele and client needs,
- forecasting revenue levels,
- estimating costs and manpower requirements,
- estimating the effects of programs and projects on progress as measured by selected process and performance indicators,
- designing new projects to improve performance and meet objectives,



- comparing alternative sets of programs and projects,
- selecting the preferred set of programs and projects,
- preparing a multi-year plan for all programs and projects, and
- creating guidelines for a budget to implement the first year of the plan.

A formal reporting system should be established by the State Library to provide the kinds of information needed in the planning and evaluation process. Regular and special reports, both program, and financial, should be required of all libraries in the system.

The development of a formal planning-programming-budgeting system, as generally characterized, represents a substantial effort. Such a system for the State Library should, of course, be fully compatible with and be integrated within the on-going PPBS development program in the executive branch of Pennsylvania's state government, and more particularly that of the state Department of Education.

2. A suggested initial set of program priorities for a five-year plan for consideration by the State Library encompasses the following:
  - a. Development of a full range of library resources and services, with special emphasis on expansion of the large print and tape cassette programs; addition of special reading aids and devices, on a limited basis; and expansion and strengthening of readers' guidance and advisory services.
  - b. Extension of library service to at least 50 percent of the eligible clientele - a total of 46,000 readers, or more than triple the number registered with the two Regional Libraries in 1969. Within this group, priority should be given to the non-blind adult handicapped and to juvenile blind and physically

- handicapped, two groups least served by the program.
- c. Establishment of pilot programs in several selected district library centers, in areas of greatest need and strongest capabilities (staff, facilities, etc.).
  - d. Appointment of a director or coordinator for the program and expansion of the State Library's staff to carry out the greatly increased responsibilities for the program.
  - e. Expansion of the staff of the two Regional Libraries and the district library centers included in the program.
  - f. Development of a broad-based information and public relations program.
  - g. Adoption of standards for library services for the handicapped.
  - h. Provision of a more adequate facility to house the Philadelphia Regional Library's program, with at least twice its present space and a ground floor entrance for the convenience of handicapped patrons.
  - i. Increased State appropriations, sufficient to meet the requirements of the five-year plan. On the basis of increased readership and better staffing of the Regional Libraries, an estimated \$2.2 million will be required by 1975, or more than five times as much as requested for the current fiscal year.
3. Two important purposes can be served by a strong information and public relations program: (1) many of the unserved handicapped will obtain first hand knowledge of the service available to them, and (2) greater public interest in and support for the program will be secured. It is clear that the program must reach out to the clientele, many of whom have little or no access to information

about it, as well as to persons and organizations who work with or have contact with the handicapped.

A broad-based program would certainly include some of the following activities

- (1) Workshops and seminars in selected urban centers throughout the State, to bring information about the program to interested individuals and organizations and to broaden the network of useful contacts for program development and implementation. Special sessions for visiting nurses, home and school visitors, social workers, and others would serve not only to equip these individuals with the necessary know-how about special materials and equipment but also to develop a large professional reservoir for providing communication between client and the libraries.
- (2) Demonstration projects in selected library centers and in institutional and other settings where large groups of the handicapped may be reached, to display and demonstrate various types of materials and equipment for the clientele and for persons who work with them. Initially, the State Library might prepare one or two mobile display units for circulation around the State, partly as a preliminary step to ascertaining the value of establishing more permanent units in selected locations.
- (3) A publicity campaign to disseminate information about the library services to the general public throughout the State. Informative brochures and other printed materials, a variety of brief spot announcements for radio and television,

displays of materials and equipment in the Regional Libraries and in other prominent places; a speakers' bureau to provide spokesmen for the program for various organizations and functions -- these are merely suggestive of the kinds of activities which would be included in a broad-based publicity campaign.

APPENDICES

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Appendix A - Statistical Tables

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Table 1

Estimated Total Population and Gross Estimated Client Population Eligible  
for Library Services for the Blind and Physically Handicapped in  
Pennsylvania, Delaware and West Virginia, 1965, 1970, 1980

<u>Area</u>	<u>Estimated Population</u> (a)	<u>Gross Estimated Client Population (b)</u>			
		<u>Blind</u>	<u>Visually Handicapped</u>	<u>Physically Handicapped</u>	<u>Total</u>
<b>Pennsylvania:</b>					
1965	11,583,000	23,200	34,700	29,000	87,000
1970	11,782,500	23,600(c)	35,400	29,500	89,000
1980	12,633,300	25,300	37,900	31,600	95,000
<b>Delaware:</b>					
1965	503,000	1,000	1,510	1,260	4,000
1970	589,800	1,180	1,770	1,500	4,000
1980	834,800	1,670	2,500	2,100	6,000
<b>West Virginia:</b>					
1965	1,815,000	3,630	5,440	4,540	14,000
1970	1,796,500	3,590	5,390	4,500	13,000
1980	1,845,400	3,690	5,530	4,600	14,000

- (a) Estimates developed by official planning agencies of the three states. The estimates for Pennsylvania have not been officially adopted; however, they appear to be reasonable.
- (b) Estimates based on ratios of 2 per 1,000 population for the blind, 3 per 1,000 for the visually handicapped, and 2.5 per 1,000 for physically handicapped. The ratios are based on information obtained from the Library of Congress. All estimates are rounded off to nearest 1,000 in the total column.

As used in this report, the term blind population refers exclusively to persons with vision impairment with the legal definition of blindness. The legal definition of blindness is "central visual acuity of 20/200 or less in the better eye with correction, or angular vision no greater than 20 degrees." (A.L.A. Standards for the Blind and Visually Handicapped.) Visually handicapped refers to persons not legally blind but eligible, under Federal law, for special library services. Physically handicapped, similarly refers to persons eligible under Federal law for special library services.

- (c) The Pennsylvania Blind Register maintained by the Department of Public Welfare purports to be a record of all persons with visual impairment within the legal definition of blindness. As of 1968, the total number of legally blind persons on the Register was 26,963. This figure compares reasonably well with the 23,600 estimate computed using the ratio of 2 per 1,000 population. The 26,963 estimate will be used in later readership analysis.

Table 2

Estimated Blind and Handicapped Library Service Population  
by County, in Pennsylvania, 1970 and 1980

<u>County</u>	<u>Estimated Blind and Handicapped Population (a)</u>		<u>County</u>	<u>Estimated Blind and Handicapped Population</u>	
	<u>1970</u>	<u>1980</u>		<u>1970</u>	<u>1980</u>
Adams	440	488	Huntingdon	283	267
Allegheny	10,929	10,518	Indiana	513	460
Armstrong	545	488	Jefferson	325	295
Beaver	1,447	1,431	Juniata	135	153
Bedford	350	377	Lackawanna	1,601	1,420
Berks	2,171	2,268	Lancaster	2,364	2,890
Blair	1,011	973	Lawrence	810	753
Bradford	411	416	Lebanon	739	795
Bucks	2,966	3,950	Lehigh	1,826	1,915
Butler	903	965	Luzerne	2,542	2,416
Cambria	1,368	1,199	Lycoming	843	853
Cameron	60	64	McKean	387	364
Carbon	405	400	Mercer	958	973
Centre	733	935	Mifflin	349	358
Chester	2,127	2,922	Monroe	363	443
Clarion	291	301	Montgomery	4,898	6,106
Clearfield	595	566	Montour	132	136
Clinton	285	287	Northampton	1,626	1,753
Columbia	403	401	Northumberland	755	719
Crawford	636	707	Perry	207	215
Cumberland	1,173	1,447	Philadelphia	15,557	16,350
Dauphin	1,755	1,879	Pike	80	87
Delaware	4,652	5,353	Potter	111	102
Elk	296	307	Schuylkill	1,251	1,181
Erie	2,146	2,953	Snyder	244	306
Fayette	1,192	1,109	Somerset	565	571
Forest	39	43	Sullivan	40	30
Franklin	798	961	Susquehanna	246	221
Fulton	96	112	Tioga	258	243
Greene	300	305	Union	251	332

Table 2 (cont'd)

Estimated Blind and Handicapped Library Service Population  
by County, in Pennsylvania, 1970 and 1980

<u>County</u>	<u>Estimated Blind and Handicapped Population</u>		<u>County</u>	<u>Estimated Blind and Handicapped Population</u>	
	<u>1970</u>	<u>1980</u>		<u>1970</u>	<u>1980</u>
Venango	467	439	Wyoming	123	118
Warren	385	439	York	2,022	2,298
Washington	1,586	1,510			
Wayne	234	257			
Westmoreland	2,790	2,848			
TOTALS <sup>(b)</sup>				88,393	94,744

(a) Estimates of eligible blind and handicapped population for 1970 and 1980 are based on the application of the national ratio of 7.5/1000 (see Footnote (b), Table 1) to Pennsylvania State Planning Board population estimates, by county.

(b) The estimates of the total blind and handicapped population used in other sections of this Report are 89,000 for 1970 and 95,000 for 1980. The discrepancy is due to rounding off and to application of the 7.5/1000 ratio on a county basis.

Table 3

Total Handicapped Readers Served by Regional  
and Public Libraries, and by Deposit  
Collections in Pennsylvania, 1968

	<u>Blind</u>	<u>Visually and Physi- cally Handicapped</u>	<u>Total</u>
Served by Regional Libraries:			
Direct readership	6,255	479	6,734 (a)
Deposit collections (partial)	<u>N.A.</u>	<u>N.A.</u>	<u>1,830 (b)</u>
Total Readership at Regional Libraries			8,564
Served by Public Libraries (partial)	<u>N.A.</u>	<u>N.A.</u>	<u>1,149 (c)</u>
Total Readership, all libraries			9,713

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(a) As determined from a detailed analysis of readership records at each Regional Library. This represents an unduplicated count of readers served.

(b) The number of handicapped readers served by deposit collections was also obtained from analysis of records at the Regional Libraries. There are a total of 208 deposit collections in Pennsylvania served by the Regional Libraries. The number of readers served by each of the deposit collections was available for only 135 of the 208 total.

(c) Obtained from a questionnaire survey of the 449 public libraries recognized by the Pennsylvania State Library. A total of 84.4 percent) of the libraries surveyed responded to the questionnaire with a combined handicapped readership total of 1,149.



Table 4

## Comparison of Blind and Physically Handicapped Readership Rates, By County 1968-70

County	Visually and Physically Handicapped(a)			Blind (b)			Total Blind and Handicapped(c)		
	1970 Population	1968(d) Readers Served	Percent Served(e)	1968 Population	Readers Served(d)	Percent Served	1970 Population	Readers Served(d)	Percent Served
Adams	304	0		136	21	15.4	440	21	4.8
Allegheny	8,669	44		2,260	939	41.5	10,929	983	9.0
Armstrong	291	2		254	35	13.8	545	37	6.8
Beaver	1,072	5		375	94	25.1	1,447	99	6.8
Bedford	200	1		150	20	13.3	350	21	6.0
Berks	1,731	5		440	77	17.5	2,171	82	3.8
Blair	490	1		521	79	15.2	1,011	80	7.9
Bradford	114	5	4.4	297	36	12.1	411	41	10.0
Bucks	2,631	22		335	169	50.4	2,966	191	6.4
Butler	657	0		246	64	26.0	903	64	7.1
Cambria	734	1		634	66	10.4	1,368	67	4.9
Cameron	42	1	2.4	18	5	27.8	60	6	10.0
Carbon	182	1		223	30	13.5	405	31	7.7
Centre	581	0		152	34	22.4	733	34	4.6
Chester	1,830	20	1.1	297	150	50.5	2,127	170	8.0
Clarion	171	0		120	12	10.0	291	12	4.1
Clearfield	260	0		335	47	14.0	595	47	7.9
Clinton	179	1		106	15	14.2	285	16	5.6
Columbia	223	1		180	27	15.0	403	28	6.9
Crawford	451	3		185	35	18.9	636	38	6.0
Cumberland	988	5		185	69	37.3	1,173	74	6.3
Dauphin	1,346	7		409	113	27.6	1,755	120	6.8
Delaware	3,951	43	1.1	701	414	59.1	4,652	457	9.8
Elk	172	0		124	17	13.7	296	17	5.7
Erie	1,590	13		556	196	35.3	2,146	209	9.7

Table 4 (cont'd)  
 Comparison of Blind and Physically Handicapped Readership Rates By County, 1968-70

County	Visually and Physically Handicapped(a)		Blind (b)		Total Blind and Handicapped(c)	
	Population 1970	Readers Served 1968(d)	Population 1968	Readers Served (d)	Population 1970	Readers Served(d)
Fayette	447	3	745	55	1,192	58
Forest	30	0	9	1	39	1
Franklin	645	2	153	27	798	29
Fulton	61	0	35	6	96	6
Greene	14	1	286	14	300	15
Huntingdon	127	0	156	22	283	22
Indiana	206	0	307	44	513	44
Jefferson	86	2	239	39	325	41
Juniata	79	0	56	3	135	3
Lackawanna	103	5	1,498	113	1,601	118
Lancaster	2,029	13	335	122	2,364	135
Lawrence	520	2	290	29	810	31
Lebanon	571	1	168	20	739	21
Lehigh	1,552	8	274	89	1,826	97
Inzerne	1,067	10	1,475	230	2,542	240
Lycoming	378	9	465	84	843	93
McKean	130	0	257	34	387	34
Mercer	682	3	276	42	958	45
Mifflin	192	0	157	22	349	22
Monroe	295	2	68	17	363	19
Montgomery	4,325	41	562	371	4,898	412
Montour	50	0	52	5	132	5
Northampton	1,215	7	280	56	1,626	63
Northumberland	215	2	459	48	755	50
Ferry	171	1	36	19	207	20

Table 4 (cont'd)

Comparison of Blind and Physically Handicapped Readership Rates, By County, 1968-70

County	Visually and Physically Handicapped(a)		Blind (b)		Total Blind and Handicapped(c)	
	1970 Population	1968(d) Readers Served	1968 Population	Readers Served(d)	1970 Population	Readers Served(d)
		Percent Served(e)		Percent Served		Percent Served
Philadelphia	10,943	168	4,614	1,373	15,557	1,541
Pike	61	0	19	6	80	6
Potter	21	0	90	11	111	11
Schuylkill	408	0	843	93	1,251	93
Snyder	195	0	49	8	244	8
Somerset	288	0	281	19	569	19
Sullivan	6	0	34	4	40	4
Susquehanna	57	1	139	13	246	14
Tioga	56	0	202	20	258	20
Union	185	0	66	7	251	7
Venango	293	1	174	18	467	19
Warren	273	1	112	25	385	26
Washington	584	3	1,002	110	1,586	113
Wayne	62	1	172	21	234	22
Westmoreland	1,893	6	897	167	2,790	173
Wyoming	58	0	65	18	123	18
York	1,745	5	277	66	2,022	71
TOTAL	61,430	479	26,963	6,255	88,393	6,734
		0.8		23.1		7.6

(a) The number of visually and physically handicapped persons was derived by subtracting the total blind population (see footnote (b) below) from the total 1970 population estimate of the eligible blind and handicapped population.

(b) The number of blind persons was obtained from the Pennsylvania State Register for the Blind. This count includes all non-institutionalized persons whose visual impairment falls within the legal definition of blindness.

(c) See footnote (a), Table 2.

(d) The number of readers was obtained from registration files of the Philadelphia and Pittsburgh Regional Libraries for the Blind and Physically Handicapped, December, 1968. Readers served by deposit collections in institutions

Table 4 (cont'd)

and by local public libraries are not included.

- (e) In those counties for which no data are shown above, the readership rate is less than 1 percent.

Table 5

Estimated Blind and Physically Handicapped  
Population and Comparison of Readership Rates, By District  
Library Center Service Areas, 1968-70

Library District Center	1970 Estimated Blind and Handicapped Population(a)	No. of Readers Served, 1968 (b)			Percent of Population Served
		Blind	Visually and Physically Handicapped	Total	
Aliquippa	1,447	94	5	99	6.8
Allentown	2,231	119	9	128	5.7
Altoona	1,644	121	2	123	7.5
Bethlehem	813	28	3	31	3.8
Chambersburg	1,187	50	3	53	4.5
Clarion State College	1,083	69	3	72	6.6
Doylestown	2,966	169	22	191	6.4
Easton	1,176	45	6	51	4.3
Erie	2,782	231	16	247	8.9
Harrisburg	3,581	204	13	217	6.1
Indiana University	1,058	79	2	81	7.7
Johnstown	1,937	85	1	86	4.4
Lancaster	2,364	122	13	135	5.7
Monessen	1,939	104	5	109	5.6
New Castle	2,671	135	5	140	5.2
Norristown	4,898	371	41	412	8.4
Penn State University	1,812	106	0	106	5.8
Philadelphia	20,209	1,787	211	1,998	9.9
Pittsburgh	13,021	1,064	48	1,112	8.9
Pottsville	1,345	99	0	99	7.4
Reading	2,171	77	5	82	3.8
Scranton	2,223	162	7	169	7.6
Warren	1,167	82	2	84	7.2
Washington	1,836	117	4	121	6.6
West Chester	2,127	150	20	170	8.0
Wilkes-Barre	2,604	239	10	249	9.6
Williamsport	3,639	259	18	277	7.6
York	2,462	87	5	92	3.7
<b>Total</b>	<b>88,393</b>	<b>6,255</b>	<b>479</b>	<b>6,734</b>	<b>7.6</b>

(a) The number of blind and handicapped was obtained by applying the ratios described in footnote (a), Table 2, to the 1970 population estimates allocated among District Library Center service areas.

(b) 17 of the 28 district library center service areas are coterminous with county boundaries; therefore county data could be used. The population and readership of the other 11 District Library Center service areas was allocated according to geographical proportions.

Table 5

Comparison of Blind and Physically Handicapped Population  
and Readership Rates by Pennsylvania Regions, 1968-70

<u>Clientle Group</u>	<u>Eastern Region</u>	<u>Western Region</u>	<u>State Total</u>
Total Blind and Handicapped Population, 1970	48,323	40,070	88,393(a)
Total Legally Blind Persons	14,266	12,697	26,963(b)
Number of Readers			
Served by Regional Libraries	4,045	2,685	6,730(c)
Served by Community Libraries	N.A.	N.A.	1,149(d)
Total Readers	4,045	2,685	7,879
Percent Readers of Total Handicapped Population	8.4	6.7	8.9
Percent Readers of Legally Blind Population	28.3	21.1	29.2

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(a) See Footnote (b), Table 2

(b) See Footnote (c), Table 3

(c) See Footnote (d), Table 3

(d) Compiled from survey questionnaires. Readership totals on a regional basis were not available.



Table 7

Percent of Legally Blind Persons in Pennsylvania Who Are Registered Library Readers, by Metropolitan Area, and in Non-Metropolitan Areas, December, 1968 (\*)

<u>Metropolitan Area</u>	<u>Percent Served</u>
Philadelphia	38.1
Lancaster	36.4
Erie	35.3
Harrisburg	31.9
Pittsburgh	28.9
Allentown-Bethlehem-Easton	26.1
York	21.0
Reading	17.5
Wilkes-Barre	15.6
Altoona	15.2
Johnstown	9.2
Scranton	7.5
Average-all metropolitan areas	27.8
Average-non-metropolitan areas	13.2
State average	23.2

Sources: Computed from data provided by sources cited in Table 3.

(\*) Excludes individuals receiving services through deposit collections in institutions and other agencies.

Table 8

Estimates of Blind and Physically Handicapped Readers Served by  
Public Libraries in Pennsylvania, by type of Reader, 1968\*

	<u>Number</u>	<u>Percent</u>
Number Libraries Responding	306	
Number Libraries Serving one or more types of Handicapped Readers	92	30.0%
Number Blind and Handicapped Readers Served	1,149	100.0
Visually Handicapped	626	54.5
Physically Handicapped	503	43.8
Multiple Handicapped	20	1.7

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\* Information obtained from a special questionnaire survey of all public libraries. A total of 449 libraries were surveyed of which 306 returned a completed questionnaire. Libraries were asked to indicate the approximate number of readers served.

Table 9

Pennsylvania Public Libraries Providing Special Materials, Equipment, And  
Aids For Blind And Handicapped Readers In 1968

	<u>Libraries Providing Service</u>	
	<u>Number</u>	<u>Percent</u> <sup>(a)</sup>
Braille	14	15.3
Talking Book Players	30	32.6
Talking Book Records	35	38.1
Tape Reels	7	7.6
Tape Cassettes	5	5.5
Tape Recorders (b)	4	4.4
Large Print Materials	74	80.4
Optical Devices	6	6.5
Mechanical Devices	1	1.1
Other (c)	5	5.4

---

(a) Data are from special survey described in footnote to Table 8. Percent is computed as a proportion of the 92 Pennsylvania public libraries which indicated that they serve one or more types of handicapped readers (See Table 8).

(b) Including cassette players.

(c) Items reported in this category include ceiling projectors, commercial recordings, films, twin vision books, and books for the partially sighted.

Table 10

Pennsylvania Agencies and Institutions Reporting Use of Special Library Materials  
and Aids for the Blind and Physically Handicapped, by Type of Organization  
and by Type of Material or Aid

<u>Special Library Materials and Aids</u>	<u>Number and Type of Agency or Institution*</u>					<u>Total</u>
	<u>Hospitals</u>	<u>Public Welfare Agencies</u>	<u>Voluntary Service Agencies</u>	<u>Nursing Homes</u>	<u>Special Schools</u>	
Braille	17	21	36	26	4	104
Talking Books	30	39	68	120	6	263
Tape Reels	7	7	28	17	4	63
Tape Cassettes	4	0	11	7	1	23
Large Print Materials	31	18	51	129	5	234
Optical Devices	31	18	54	118	3	224
Mechanical Devices	19	4	21	13	0	57

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\*All data were developed from a special questionnaire survey of 469 agencies and institutions providing some type of service for blind or handicapped persons.

Table 11

Circulation Statistics - Library Services for  
Blind and Physically Handicapped, Philadelphia  
and Pittsburgh Regional Libraries, 1968 (a)

<u>Reader and Material</u>	<u>Units of Materials Circulated (b)</u>			
	<u>Philadelphia Regional Library</u>	<u>Pittsburgh Regional Library</u>	<u>State Total</u>	<u>Percent</u>
<u>Adult</u> - Braille	31,726		31,726	6.2
Talking books	232,919	159,518	392,437	76.5
Tapes	70,497	1,089	71,586	13.9
Large type	17,244		17,244	3.4
Total	352,386	160,607	512,993	100.0
<u>Juvenile</u> - Braille	15,719		15,719	34.9
Talking books	15,834	8,463	24,297	53.9
Tapes	3,454		3,454	7.7
Large type	1,581		1,581	3.5
Total	36,588	8,463	45,051	100.0
<u>Total</u> - Braille	47,445		47,445	8.5
Talking books	248,753	167,981	416,734	74.7
Tapes	73,951	1,089	75,040	13.4
Large type	18,825		18,825	3.4
Total	388,974	169,070	558,044	100.0

(a) Includes materials circulated to readers in Pennsylvania, Delaware, West Virginia and elsewhere.

(b) Units are as follows: Braille - volumes, talking books - containers, tape - reels, large type - volumes.

Table 12

NUMBER OF ORGANIZATIONS SURVEYED, NUMBER AND PERCENT WHICH  
RETURNED QUESTIONNAIRES, AND AVERAGE PERCENT OF QUESTIONS  
COMPLETED, BY TYPE OF ORGANIZATION AND BY STATE, JUNE, 1969

<u>Organization and State</u>	<u>Number of Organizations Surveyed</u>	<u>Questionnaires Returned</u>		<u>Average Percent of Response*</u>
		<u>Number</u>	<u>Percent</u>	
Public Libraries				
Pennsylvania	449	306	67.9	87.2
Delaware	18	9	50.0	62.2
West Virginia	79	32	40.5	85.9
Total	<u>546</u>	<u>347</u>	<u>63.4</u>	<u>86.5</u>
Hospitals				
Pennsylvania	175	87	49.7	92.7
Delaware	8	6	75.0	86.9
West Virginia	19	7	36.8	92.9
Total	<u>202</u>	<u>100</u>	<u>49.5</u>	<u>92.3</u>
County Public Welfare Agencies				
Pennsylvania	60	43	63.2	95.1
Delaware	2	1	50.0	85.7
West Virginia	55	11	20.0	95.5
Total	<u>125</u>	<u>54</u>	<u>43.2</u>	<u>95.0</u>
Voluntary Service Agencies				
Pennsylvania	425	162	38.2	92.1
Delaware	17	4	23.0	100.0
West Virginia	38	10	26.0	95.0
Total	<u>480</u>	<u>176</u>	<u>36.7</u>	<u>92.7</u>
Nursing Homes				
Pennsylvania	689	234	34.0	92.3
Delaware	27	7	26.0	92.9
West Virginia	46	7	15.3	96.9
Total	<u>762</u>	<u>248</u>	<u>32.5</u>	<u>92.4</u>
Special Schools				
Pennsylvania	26	6	24.0	97.7
Delaware	0	-	-	-
West Virginia	2	0	0.0	0.0
Total	<u>28</u>	<u>6</u>	<u>21.4</u>	<u>97.7</u>

\* Average response rate R for each class of respondent is defined as the sum of the questions answered by all respondents in each sample r, divided by the total number of questions asked p, where p is the product of the number of questions in the questionnaire, q, times the number of organizations in the sample n.

$$R = \frac{r}{qn} = \frac{r}{p}$$



Appendix B

PUBLIC LIBRARY QUESTIONNAIRE

Name of library \_\_\_\_\_

Address \_\_\_\_\_  
Street City State Zip

Name of Head Librarian \_\_\_\_\_ Telephone \_\_\_\_\_

Please indicate which of the following categories best describes your library:

- a \_\_\_\_\_ Local
- b \_\_\_\_\_ District
- c \_\_\_\_\_ Regional
- d \_\_\_\_\_ Other (Specify \_\_\_\_\_)

Directions

Please answer the following questions as completely and as accurately as possible. An answer should be made to each question except where otherwise specified. Wherever appropriate, you may give more than one answer. Answer by entering a check or number in the space provided. You may reply with approximate numbers if specific data are not available. If your answer to a question is negative, write "0".

Please complete and return this questionnaire before May 31 to:

Joseph M. Hayman, Consultant  
Fels Institute of Local and State Government  
University of Pennsylvania  
Philadelphia, Pennsylvania 19104

A self-addressed stamped envelope is enclosed for your convenience. If you have any questions, please call Mr Hayman at the Fels Institute, (215) 594-5851

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Part I. Staff Resources

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- 1 Indicate the size of your salaried library staff
  - a \_\_\_\_\_ Number of library school graduates
  - b \_\_\_\_\_ Number of library assistants
  
- 2 What is the average number of man-hours of volunteer assistance you receive weekly? (Write "0" if you receive no volunteer assistance.)
  - a \_\_\_\_\_ Average number of man hours
  
- 3 From which source do you receive the most volunteer assistance?
  - a \_\_\_\_\_ Individuals
  - b \_\_\_\_\_ Service clubs and other such organizations
  - c \_\_\_\_\_ We do not receive any volunteer assistance

(Please list the most important organizations providing volunteer assistance to your library by name: \_\_\_\_\_)

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Part II. Home-bound Readers

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- 1 Approximately how many home-bound readers do you serve? (Write "0" if you do not serve any home-bound readers.)
  - a \_\_\_\_\_ Number of home-bound readers

- 2 Is there a member of the library staff specifically in charge of service to home-bound readers?
- a  Yes
  - b  No
  - c  We do not serve any home-bound readers
- 3 Indicate whether materials are delivered to home-bound readers automatically at regular intervals, or by request only
- a  Automatically at regular intervals
  - b  By request only
  - c  Not at all
- 4 In what ways are library materials delivered to home-bound readers?
- a  Member of library staff delivers materials
  - b  Volunteer delivers materials
  - c  Someone comes to library to pick up materials
  - d  By mail
  - e  We do not serve any home-bound readers

---

Part III. Readers in Institutions

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- 1 Do you serve readers in hospitals, nursing homes, schools, correctional institutions, and other types of residential institutions?
- a  Yes
  - b  No

2 How many institutions of the following types do you serve? (Write "0" if you do not serve any institutions.)

- a \_\_\_\_\_ Number of general hospitals
- b \_\_\_\_\_ Number of special hospitals
- c \_\_\_\_\_ Number of mental hospitals
- d \_\_\_\_\_ Number of nursing homes or homes for the aged
- e \_\_\_\_\_ Number of schools or orphanages
- f \_\_\_\_\_ Number of correctional institutions
- g \_\_\_\_\_ Number of other institutions (Specify: \_\_\_\_\_)

3 Indicate whether materials are delivered to institutions automatically at regular intervals or by request only. If you do not serve any institutions, do not answer this question.

<u>Type of Institution</u>	<u>Automatically at Regular Intervals</u>			<u>By request only</u>
	<u>At least weekly</u> (1)	<u>At least monthly</u> (2)	<u>Every three months</u> (3)	
a General hospital	_____	_____	_____	_____
b Special hospital	_____	_____	_____	_____
c Mental hospital	_____	_____	_____	_____
d Nursing home or home for aged	_____	_____	_____	_____
e School/orphanage	_____	_____	_____	_____
f Correctional institution	_____	_____	_____	_____
g Other (Specify: _____)	_____	_____	_____	_____

4 Is there a member of the library staff who is specifically in charge of service to institutions?

- a \_\_\_\_\_ Yes
- b \_\_\_\_\_ No
- c \_\_\_\_\_ We do not serve any institutions

- 5 In what ways are library materials delivered to institutions?
- a \_\_\_\_\_ Member of library staff delivers materials
  - b \_\_\_\_\_ Volunteer delivers materials
  - c \_\_\_\_\_ Someone comes from the institution to pick up materials
  - d \_\_\_\_\_ By mail
  - e \_\_\_\_\_ We do not serve any institutions

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Part IV. Visually and Physically Handicapped

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The following questions refer to visually handicapped, physically handicapped, and multiple handicapped readers. The visually handicapped include anyone who is unable to read conventional print because of blindness or impaired vision. The physically handicapped include anyone who is unable to hold or turn the pages of conventional printed material because of physical impairment (e.g. paralysis, orthopedic impairment, or amputation involving the upper extremities). A person who has both a visual and a physical handicap is defined as multiple handicapped.

- 1 Approximately how many visually handicapped readers do you serve? (Write "0" if you do not serve any visually handicapped readers.)
- a \_\_\_\_\_ Number of visually handicapped readers
- 2 Approximately how many physically handicapped readers do you serve? (Write "0" if you do not serve any physically handicapped readers.)
- a \_\_\_\_\_ Number of physically handicapped readers
- 3 Approximately how many multiple handicapped readers do you serve? (Write "0" if you do not serve any multiple handicapped readers.)
- a \_\_\_\_\_ Number of multiple handicapped readers
- 4 Is there a member of the library staff who is specifically in charge of services to the visually and physically handicapped?
- a \_\_\_\_\_ Yes
  - b \_\_\_\_\_ No
  - c \_\_\_\_\_ We do not serve any visually or physically handicapped readers

5 Do you provide any materials or services to handicapped readers through any of the agencies and organizations serving the handicapped?

a \_\_\_\_\_ Yes

b \_\_\_\_\_ No

(Please list the most important organizations for the handicapped receiving service from your library: \_\_\_\_\_)

6 Indicate the most important source of each of the following materials you provide to your visually and physically handicapped readers under your present program. (Check only one source for each material. If you do not provide any materials, do not answer this question.)

Materials	Source			
	Regional Library for the Blind and Physically Handicapped	Voluntary Service Agency	Purchase with Library Funds	Other (Specify)
	(1)	(2)	(3)	(4)
a Braille	_____	_____	_____	_____
b Talking book players	_____	_____	_____	_____
c Talking book records	_____	_____	_____	_____
d Tape reels	_____	_____	_____	_____
e Tape cassettes	_____	_____	_____	_____
f Tape players	_____	_____	_____	_____
g Large print books, newspapers, magazines	_____	_____	_____	_____
h Magnifying or prismatic glasses or other optical devices	_____	_____	_____	_____
i Page turners, book holders, or other mechanical devices	_____	_____	_____	_____
j Other (Specify: _____)	_____	_____	_____	_____



- 7 Indicate which, if any, of the following services you provide. (Leave blank if you do not provide any of these services.)
- a  Distribution of information regarding the services offered by the Regional Libraries for the Blind and Physically Handicapped
  - b  Certification of visually and physically handicapped persons for service by the Regional Libraries
  - c  Notification of the Regional Libraries of persons in your area who are eligible for special services
  - d  Readers' reference and advisory service
  - e  Discussion groups held for visually and physically handicapped readers
- 8 In what ways do you disseminate information regarding the services of the Libraries for the Blind and Physically Handicapped to persons in your locality?
- a  We do not disseminate such information
  - b  Display of the special services offered by your library or by the Regional Libraries for the Blind and Physically Handicapped
  - c  Announcement of special services in your library newsletter
  - d  Announcement of special services in the local news media
  - e  Other (Describe: \_\_\_\_\_)
- 9 Before receipt of this questionnaire, were you aware of the program of library services to the visually and physically handicapped under Title IV-B of the Federal Library Services and Construction Act?
- a  Yes
  - b  No
- 10 In your opinion, could visually and physically handicapped readers benefit from any materials or services which might be provided by the public library?
- a  Yes (Specify: \_\_\_\_\_)
  - b  No

11 If you are not now serving any visually or physically handicapped readers, are there any services which you could provide with your present staff and resources?

a  Yes (Specify: \_\_\_\_\_)

b  No

12 If you are now using or providing special services for the handicapped, how, in your opinion, could they be improved?

( \_\_\_\_\_  
\_\_\_\_\_ )

Signature \_\_\_\_\_

Date \_\_\_\_\_

Appendix C

AGENCY AND INSTITUTION QUESTIONNAIRE

Name of Organization \_\_\_\_\_  
Address \_\_\_\_\_  
Street \_\_\_\_\_ City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_  
Name of Director \_\_\_\_\_ Telephone \_\_\_\_\_

Directions

Please answer the following questions as completely and as accurately as possible. If you wish, you may refer this questionnaire to the appropriate department or departments (e.g. rehabilitation, social service, occupational therapy, home care) of your institution or agency for completion.

An answer should be made to each question. Wherever appropriate, you may give more than one answer. Answer by entering a check or number in the space provided. You may answer with approximate numbers if specific data are not available.

Please complete and return this questionnaire before June 6 to:

Joseph M. Hayman, Consultant  
Fels Institute of Local and State Government  
University of Pennsylvania  
Philadelphia, Pennsylvania 19104

A self-addressed, stamped envelope is enclosed for your convenience. If you have any questions, please call Mr. Hayman at the Fels Institute, (215) 594-5851.

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Part I. Type of Organization

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- 1 Which of the following categories best describes your organization?
- a  General hospital
  - b  Rehabilitation center or hospital
  - c  Psychiatric hospital or center
  - d  Institute for the mentally retarded
  - e  Children's hospital
  - f  Nursing home or home for the aged
  - g  School for the blind or physically handicapped
  - h  Voluntary health or social service agency
  - i  Public welfare agency
  - j  Other (Specify: \_\_\_\_\_)
- 2 Is your organization a governmental, private non-profit, or private for profit agency or institution?
- a  Governmental
  - b  Private non-profit
  - c  Private for profit
- 3 Approximately how many persons in total did your agency or institution serve in 1968?
- a  Number of persons

4 What age groups are served by your agency or institution? (Check all answers that apply.)

a  Birth - 6

b  7-18

c  19-45

d  46-65

e  66-80

f  Over 80

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Part II. Handicapping Conditions

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The following questions refer to persons who are eligible for free library services under Title IV-B of the Federal Library Services and Construction Act of 1966. The eligible visually handicapped include anyone who is unable to read conventional printed material because of blindness or visual impairment. The eligible physically handicapped include anyone who is unable to hold or turn the pages of conventional printed material because of physical impairment such as paralysis, orthopedic impairment, congenital deformity, amputation, confinement to iron lung, or inability to sit up. A person with both a visual and a physical impairment is defined as multiple handicapped. (SINCE YOU MAY NOT KEEP RECORDS ACCORDING TO THIS CLASSIFICATION, PLEASE MAKE AN EFFORT TO ANSWER THESE QUESTIONS FROM YOUR OWN PERSONAL KNOWLEDGE.)

1 Did your agency or institution serve any eligible visually handicapped persons in 1968?

a  Yes

b  No

2 Did your agency or institution serve any eligible physically handicapped persons in 1968?

a  Yes

b  No

3 Did your agency or institution serve any eligible multiple handicapped persons in 1968?

a  Yes

b  No

4 Approximately how many eligible visually, physically, and multiple handicapped persons were served by your agency or institution in 1968? (Please give as good an estimate as you can. Write "0" if you did not serve anyone with a given handicap.)

a  Number of visually handicapped persons served

b  Number of physically handicapped persons served

c  Number of multiple handicapped persons served

d  No estimate available

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Part III. Special Library Services

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1 Which of the following special reading aids or materials, if any, were used by any of your handicapped clients or patients in 1968?

a  Talking book records

b  Tape reels

c  Tape cassettes

d  Large print books, magazines, newspapers

e  Magnifying or prismatic glasses or other optical devices

f  Page turners, book holders, or other mechanical devices

g  Braille books

h  No special reading aids or materials were used



2 Approximately how many of your handicapped clients or patients made use of each of the following special reading aids and materials in 1968? (Please give as good an estimate as you can. Write "0" if no one used any aid or material.)

- a \_\_\_\_\_ Number of persons using talking book records
- b \_\_\_\_\_ Number of persons using tape reels
- c \_\_\_\_\_ Number of persons using tape cassettes
- d \_\_\_\_\_ Number of persons using large print books, magazines, newspapers
- e \_\_\_\_\_ Number of persons using magnifying or prismatic glasses, or other optical devices
- f \_\_\_\_\_ Number of persons using page turners, book holders, or other mechanical devices
- g \_\_\_\_\_ Number of persons using braille books

IF NONE OF YOUR CLIENTS OR PATIENTS DURING 1968 USED ANY SPECIAL READING AID, MATERIAL, OR LIBRARY SERVICE, GO ON TO QUESTION 13.

3 Which of the following special materials, if any, were provided to your handicapped clients or patients by a Regional Library for the Blind and Physically Handicapped in 1968?

- a \_\_\_\_\_ Talking book records
- b \_\_\_\_\_ Tape reels
- c \_\_\_\_\_ Tape cassettes
- d \_\_\_\_\_ Large print books, magazines, newspapers
- e \_\_\_\_\_ Braille books
- f \_\_\_\_\_ No materials were provided by a Regional Library for the Blind and Physically Handicapped

- 4 Are special materials provided by a Regional Library for the Blind and Physically Handicapped to your handicapped clients or patients directly to individual readers, indirectly through a deposit collection in your institution, or in both ways?
- a  Materials are provided to individual readers only
  - b  Materials are provided through a deposit collection only
  - c  Materials are provided both directly to individual readers and through a deposit collection
  - d  No materials are provided by a Regional Library for the Blind and Physically Handicapped
- 5 Which of the following sources, if any, inform your clients or patients of the special materials and services offered by the Regional Library for the Blind and Physically Handicapped?
- a  Regional Library for the Blind and Physically Handicapped
  - b  Local public library
  - c  Voluntary service organization
  - d  Your own staff
  - e  Other (Specify: \_\_\_\_\_)
  - f  This information is not provided from any source
- 6 As part of your services, do you certify any of your handicapped clients or patients for registration with a Regional Library for the Blind and Physically Handicapped?
- a  Yes
  - b  No

7 Which of the following special materials, if any, were provided to your handicapped clients or patients by a local public library in 1968?

- a  Talking book records
- b  Tape reels
- c  Tape cassettes
- d  Large print books, magazines, newspapers
- e  Braille books
- f  Other special materials (Specify: \_\_\_\_\_)
- g  No special materials were provided by a local public library

8 Who delivers special library materials from your local public library to your clients or patients?

- a  Member of library staff delivers materials
- b  Member of your staff goes to library to pick up materials
- c  Person from some other agency delivers materials
- d  Your clients or patients go to the library themselves to take out materials
- e  By mail
- f  No special materials are provided from a local public library

9 Which of the following non-library sources, if any, provided special reading aids or materials or funds for purchasing such aids and materials for your handicapped clients or patients in 1968?

- a  Donation or loan by an individual or firm
- b  Donation or loan by a voluntary service organization
- c  Donation or loan by a public welfare agency
- d  Purchase with your own funds
- e  Other (Specify: \_\_\_\_\_)
- f  Special reading aids and materials are not provided from any non-library source

10 Which of the following special reading aids or materials, if any, were provided to your handicapped clients or patients from non-library sources in 1968?

- a  Talking book records
- b  Talking book players
- c  Tape reels
- d  Tape cassettes
- e  Tape players
- f  Large print books, magazines, newspapers
- g  Braille books
- h  Other (Specify: \_\_\_\_\_)
- i  No special reading aids or materials were provided from non-library sources

11 Which of the following sources provide instruction or assistance to your handicapped clients or patients in the use of special reading aids or materials?

- a  Regional Library for the Blind and Physically Handicapped
- b  Local public library
- c  Public welfare agency
- d  Voluntary service organization
- e  Your own staff
- f  Other (Specify: \_\_\_\_\_)
- g  This service is not provided from any source

12 Which of the following sources provide your handicapped clients or patients with assistance in selecting books or other library services (e.g. reference service, organization of readers' discussion groups, etc.)?

- a  Regional Library for the Blind and Physically Handicapped
- b  Local public library
- c  Voluntary service organization
- d  Your own staff
- e  Other (Specify: \_\_\_\_\_)
- f  These services are not provided from any source

13 Approximately what proportion of your handicapped clients or patients do you think would benefit from a program of free special library services which included the kinds of aids, materials, and services mentioned in this questionnaire?

- a  None
- b  Less than 5%
- c  6-10%
- d  11-25%
- e  26-50%
- f  Over 50%

14 How important do you think such a program of free special library service would be to those of your clients or patients who would benefit from it?

- a  Very important
- b  Moderately important
- c  Unimportant

15 Which of the following special reading aids and materials are you most interested in having provided to your handicapped clients or patients?

- a  Talking book records and players
- b  Tape reels and players
- c  Tape cassettes and players
- d  Large print books, magazines, and newspapers
- e  Magnifying or prismatic glasses, or other optical devices
- f  Page turners, book holders, or other mechanical devices
- g  Braille books
- h  Other (Specify: \_\_\_\_\_)
- i  None

16 If you are not now doing so, would you be able to provide special reading aids and materials (and instruction in their use) to your handicapped clients or patients, with your present staff and resources?

- a  Yes
- b  No
- c  We are now providing special library services

COMMENTS:

Signature: \_\_\_\_\_

Date: \_\_\_\_\_