ABSTRACT
        Information can play a vital role in assisting inner
city residents to cope with major survival problems. The provision of
supportive information increases the effectiveness of all types of
advocacy. The limited success achieved by recent library outreach
programs in the inner city is partially due to the absence of a
commitment to advocacy by the library profession and a lack of
systems capable of supporting advocacy efforts. The improvement of
information delivery services must begin with an understanding of the
library as a subsystem within a larger overall services delivery
system. Libraries must utilize systematic approaches to the
identification of information needs and develop formal linkages with
major information sources. To improve professional attitudes toward
service and advocacy library education must be restructured,
encouraging the librarian to practice as an information specialist
and advocate. (Author/SL)

#5

THE PUBLIC LIBRARY AND ADVOCACY -

INFORMATION FOR SURVIVAL

A Commissioned Paper under the Commissioned
Papers Project, Teachers College
Columbia University
USOE Grant OEG-0-70-4039(725)
Project Number 00-4026
Part B

Prepared by

Major R. Owens, Lecturer
Columbia University, School of Library Service
Former Commissioner, Community Development Agency
Human Resources Administration

and

Miriam Braverman, Assistant Professor
Columbia University, School of Library Service

Table of Contents

THE PUBLIC LIBRARY AND ADVOCACY -

INFORMATION FOR SURVIVAL

Scope Of Problem And Definition Of Terms
Information Needs Of Inner-City Residents

The need for information is great, the problem
of decision-making is a crucial one; however, the
recognition of the public library as part of the solu-
tion to this problem is a perception that is still in
an embryonic state.

Information is crucial for the survival of citi-
zens at every educational, social and income level.
As a democracy which claims the leadership of the "free
world", the United States has wide ranging and compre-
hensive responsibilities for the dissemination of infor-
mation. When the absence of information creates a
vacuum to be filled by demagogues, the processes of
democracy become distorted and dangerous. Imperfec-
tions within the democratic system grow to monstrous
proportions when they are shielded from public scrutiny
and public discussion. In the absence of the rudimen-
tary facts, debate on vital issues lies dormant.
Indeed, the very acknowledgment of the fact that a
problem exists does not occur when the information is
controlled or shielded from the public view.

In the context of public need and public utility,
information must have two dimensions in order to
acquire social significance or value. The information
must exist in a communicable format and the information
must be widely disseminated. Dissemination involves
availability to all and aggressive distribution to
those for whom the information is most relevant. For
example, information played a major role in the devel-
opment of American agriculture not merely as a result
of government sponsorship of research and applied
sciences, but also because there was a unique and
thorough information distribution system focused toward
those who needed the information most. The network
began with the comprehensive U.S. Department of Agri-
culture Library in Washington, continued through the
land grant colleges within each state, and ended with
the farm agents wading through the dust of every rural
area in America.

Most public library systems subscribe to the
notion that local branch libraries exist to serve
neighborhood residents. This is their reason for being.
Theoretically, the library profession also supports the
contention that the information needs of such residents
should shape the patterns of local library service
delivery. As a logical continuation of this line of

reasoning, it must be recognized that within the inner-city, distribution methods must be as important an element of service as materials selection. Unlike the traditional library user for whom availability is all that is necessary, residents of the inner-city require that the facts which exist in appropriately communicable formats must also be aggressively distributed. Needs must be identified; the sources of information which meet the needs must be found; and the information must be intensely focused toward those for whom it is most relevant.

In the nation's inner-cities the need for information and the disastrous results of the lack of information are more clearly visible than in other communities. Although there are many ills which cannot be helped merely by the exposure to and the utilization of more information, there are, on the other hand, a catalog of ongoing, recurring problems which may be moved toward solutions and resolutions through the utilization of available information. Inner-city residents need information to foster individual subsistence with dignity and to strengthen community groups and institutions. Both of these needs are closely interrelated. The value of information is maximized when there are group and organizational efforts to buttress the

efforts of individuals. Despite poverty, individual
families may survive with less anxiety and pain when
they better understand the workings of our modern com-
plex society. Group and organization efforts to
improve living conditions usually begin with a raising
of the level of awareness of existing rights and an
increased understanding of how to utilize existing
laws, administrative structures and procedures. Of
course, it is also sometimes necessary to press for
basic changes in the laws and administrative structures.
Regardless of the type and level of change attempted,
information becomes a vital tool and weapon.

Major Survival Problems

Just as generals and business men need data
before they decide, inner-city residents, both leaders
and average citizens, need information for decision-
making. Prospects for survival are increased as the
timeliness and appropriateness of the decision-making
is maximized. The level of information may range from
straight facts and simple statistics through complex
expositions and interpretive explanations to basic
background and theoretical works. Materials utilized
may vary from a resource file card which describes
activities and programs in great detail, to a book or

5

major reference work concerned with the problem or
issue in question. While the average citizen's quest
for information may be satisfied by simple facts and
statistics, the needs of opinion makers and community
leaders will require more complex materials.

To better serve the needs of the inner-city
resi   ts it is useful to set up special categories or
classification schemes which focus on the priority
areas of need. Any such outline of needs should be
viewed only as a general set of directional guidelines
and all tendencies to freeze lines and force all infor-
mation into such a funnel must be resisted. Interest-
ing outlines have been developed by the Information
Retrieval Manual (IRMA) system in New York City,[1] by
the Appalachian Adult Education Center and by other
experimental groups.

The students and staff of the Columbia Univer-
sity Community Media Librarian Program developed the
following set of information priorities for inner-city
residents:

    I. General Know How and Community Action

    II. Community News, Studies, History

    III. Job Training, Employment and Career Devel-
        opment

    IV. Education: Formal and Non-Formal

V. Social Services and Income Maintenance

VI. Health and Environment Protection

VII. Civil and Criminal Legal System

VIII. Housing and Community Development

IX. Economic Development

X. Consumer Education and Protection

Although the emphasis may vary from city to
city and neighborhood to neighborhood, most information
needs can be fitted into these categories. Inner-city
communities are alike enough to enable us to generalize
and state that even within this set of ten categories,
certain needs can be further pinpointed as being par-
ticularly critical within all inner-city communities.

The need for information on Social Services and
Income Maintenance is a critical one for a large per-
centage of inner-city residents. Eligibility require-
ments, application procedures, waiting periods, loca-
tions of offices are examples of the kinds of informa-
tion residents should expect to be able to find in
their neighborhood library. The Civil and Criminal
Legal System is a maze which even college trained citi-
zens find it difficult to get through. While one
expects to utilize the legal profession for trials and
complex suits, there is evidence that a more wide-
spread dissemination of basic information concerning

7

court procedures could end the near total dependence
on lawyers. One statistical forecast predicts that as
many as 80 percent of the young Black males in the
country will acquire an arrest record. Unfortunately,
there is no parallel forecast that adequate free legal
aid will be made available. Civil and criminal justice
is too often a dollars and cents proposition for the
inner-city resident; when they are unable to pay for
it, they do not get justice. Consumer Education and
Protection is another pricrity information category
which involves law entorcement and the cou.ts. If
residents could imitate the corporate structure and
retain lawyers to constantly protect their rights,
the systematic and institutionalized swindling and
exploitation which is commonplace in most inner-city
communities would be eradicated. Already there arc
substantial laws available to protect consumers. More
information about these laws and how they work is the
vital need of those who definitely lack the funds to
retain a constantly vigilant corporate attorney. For
poor people such information has an immediate dollars
and cents value.

Certain other categories appear to be self-
evident, but history and experience show that librar-
ies have not responded to these obvious needs. The

010

category of Community News, Studies, History, assumes

a special significance as mass media increases its

domination of communications. As the media broadcast

and edit for more and more people, inner-city communi-

ties receive less and less attention. The community

of Bedford-Stuyvesant in Brooklyn contains nearly

300,000 residents of all races and income levels. It

also has a rich social and institutional life filled

with vitality. Each day this densely populated area

generates more news than the average American city;

however, it has no daily newspapers, radio and no

television stations. The significant events which

occured in this community a month ago have already

vanished from history except for what remains in the

memories of a few individuals.

Because of their strategic importance in rela-

tion to the other categories, three of these priority

needs may be further highlighted as major survival

problems: Job Training, Employment and Career Develop-

ment; General Know How and Community Action; Education:

Formal and Non-Formal.

The problems of unemployment and underemploy-

ment are the most crucial ones because they directly

determine the capacity for survival. To obtain the

necessities of food, clothing, shelter, transportation

and education, residents must first have employment
which produces an adequate income. It is a generally
accepted fact that numerous social ills may be eradi-
cated as public concerns by the provision of more
income. High divorce and desertion rates and high
illegitimacy rates among low income citizens are public
issues because they have an immediate impact on public
expenditures in the areas of social services and income
maintenance. Greater income enables the middle income
populace to keep their family, marital and sexual
affairs private and of little concern for the public
budget. Although the case has been overstated by per-
sons seeking to absolve the school systems from primary
responsibility for education, there is a direct rela-
tionship between family income and the educational
achievement of children. Since there are few who
would question this basic contention that employment
and income should be core concerns, it will not be
necessary to belabor the point.

That information is of vital importance in
dealing with the problems of unemployment and underem-
ployment is not so readily understood even in the pro-
fessional circles where the responsibility for finding
jobs and training residents has been lodged for many
years. It is true that the macro-problems of prevailing

political philosophy and the state of the economy have
.he primary and most massive impact upon the employ-
ment patterns and possibilities; nevertheless, within
the local work environment, there are micro-issues and
developments which govern job and training opportuni-
ties. Experience documented by several studies has
shown that large amounts of public funds have been
wasted as a result of the inability of local manpower
training programs to match those in need with the
available training slots. On a more complex level,
information which is useful in predicting new job
opportunities is seldom synthesized in ways which sup-
port long term decision-making about employment related
activities. For example, the fact that the nation is
about to launch a massive comprehensive health care
system appears to be of little interest to professionals
in the employment counseling field. Adequate health
care for the millions of citizens who are presently
inadequately served will involve the generation of
numerous jobs at the paraprofessional and technician
level. Educational programs in high schools and man-
power institutes should be re-examined and re-designed
now to meet the inevitable needs of tomorrow in the
clinics, hospitals and health maintenance organizations.

Unemployment and underemployment are major sur-
vival problems within the inner-city and in order for
public libraries to make a relevant contribution
toward the solution of the problem, they should spe-
cialize in the provision of job training, employment
and career development information.

Economic and political exploitation in a wide
variety of forms is a second major survival problem.
Analyses of the plight of the poor in America nearly
always ignores the significance of the "exploitation
factor". Poor people not only struggle to overcome the
well-known obstacles of poverty and the urban jungle;
the poor are also human prey constantly being victim-
ized by other members of their species who are shrewder,
better capitalized, well connected socially and politi-
cally, and sometimes merely the possessors of a lighter
skin. The average inner-city resident is not merely a
man rowing against a hostile current; on both sides of
the stream there are bandits who are trying to steal
his boat. Loan sharks, slumlords and petty hustlers
readily come to mind; however, the exploiter is often
present in more subtle but equally damaging forms.
The policemen attempting to reach his arrest quota and
thus earn a promotion for himself by making unjustified
arrests of youth; the social worker seeking to score a

higher performance rating by rejecting a greater per-
centage of the applicants for public assistance, even
those in need; the teachers who pressure principals to
discontinue programs which employ community parapro-
fessionals in order to fund programs which provide
after-school employment for teachers. These respected
professionals are also scavengers preying upon the
defenseless.

Community action is a vital strategy of self-
defense and community counter-attack against such ever
present exploitation. The information priority, Gener-
al Know-How and Community Action, assumes a special
importance because it provides information about pro-
cesses, methods, procedures; it is about ways to pres-
sure the system to respond.

Needless to say all citizens in all neighbor-
hoods - low, middle or high income; suburban or urban -
should know how to obtain the delivery of services and
benefits to which they are entitled from public and
private institutions. Inner-city communities, however,
usually lack the normal and regular liaisons and chan-
nels of communication with institutions. Because of
their lack of economic power and voting strength such
communities do not have elected officials who are res-
ponsive to their needs and who will serve as their

on knowing "how to deal": in the streets, at the welfare office, at the police stations, in the courts, at the employment office, with the internal revenue service; the list is finite but very long.

Beyond survival, achievement is also dependent upon one's ability to negotiate the system, "to deal": in the academic world, the corporate or bureaucratic jungles, at the obstacle course created by the court system. The education that is needed and that would be most relevant is instruction which teaches one "how to deal" utilizing immediate problems and related institutions as examples and illustrations but generalizing from the specific to the abstract to foster understanding of the process. Although these simple and self-evident pedagogical truths are widely accepted, the implementation of programs which achieve the desired educational results have proved to be very difficult. This absence of significant results over a long period of time has led inner-city residents to pinpoint change in the public school system as a major survival issue. The parents of the inner-city recognize that mindless assemblyline work is as obsolete as the pick and the shovel. Training for work and survival cannot be provided by lay parents and relatives; only the school system has the potential for providing the necessary

preparations for survival in a complex society. The
lack of relevancy and the general inadequacy of educa-
tional institutions is a major survival problem and
although present pressures for change are focused pri-
marily on the public schools, the absence of relevancy
and educational utility in public libraries and the
publicly licensed radio and television establishments
is another crucial aspect of the problem. Unlike the
formal education efforts which exist but are inadequate,
the non-formal, e.g. adult education or library based
programs, and mass education efforts, radio or tele-
vision programs, focused in the direction of inner-city
residents, are either miniscule or non-existent. As
an information priority, Education: Formal and Non-
Formal assumes an importance of many dimensions.

The Provision of Information is Automatic Advocacy

The objective provision of information to indi-
viduals or groups is automatically an action in their
behalf. The presence of information creates options,
sets the stage for meaningful decision-making. Every
problem, issue, institutional function has its own
inventory of information, is immersed in a particular
environment of facts, statistics, theories, laws,
regulations, precedents and cases.

Good information service constitutes a kind of
general advocacy. In order to contribute significantly
to inner-city survival efforts, such "general advocacy"
as a concept, must be pursued in a more conscious and
systematic manner. To understand the elements and
dimensions of advocacy as a concept, it would be useful
to explore six advocacy models: the natural leader, the
clubhouse, official bureau advocacy, the ombudsman,
unofficial organized advocacy, advocate counseling.

The natural leader - chief, king, elder, local
neighborhood philosopher - represents the oldest form
of advocacy. Persons ascend to such positions usually
on the basis of age and experience. Information has
been accumulated by living. Perceptive observations,
reflections on basic developments within the immediate
natural and social domain, the constant repetition of
important routines; these have all combined to create
an expert able to serve as advocate for those who come
to him for help.

The clubhouse - a ruling clique within a polit-
ical party, guild, fraternity, union - replaces the one
man leader with an institutional framework. Such
structures usually revolve around a set of concrete
special interests. Detailed knowledge of a set of
rules, regulations, formulas, contacts, codes or other

similar information is often of vital importance to
the maintenance of the privileged position of the
clubhouse. Detailed knowledge of the election laws
allows the Democratic and Republican Party apparatus to
hold power by maximizing the advantages for their
chosen candidates while harassing their opponents with
the numerous technicalities of the law. It is also
interesting to note the poverty of written information
published by political parties. The oral and informal
passage of information is also a preferred pattern
among leaderships in fraternities and unions. A clear
statement of eligibility requirements for membership,
or more systematically distributed information in hir-
ing halls would lessen the power of the leaders as
advocates. The careful guarding of and the use and
misuse of information is a vital element of clubhouse
power.

Official bureau advocacy - community action
agencies, agriculture experimental stations, consumer
frauds bureaus - is the most widespread and the best
financed advocacy effort. The official mission of
numerous government agencies is the protection and ser-
vice of certain clearly defined groups. The absence
of effective advocacy efforts with concrete results can
seldom be blamed on a lack of staff, facilities and

other resources. The generation of information is
also a commonly accepted function of the official
agencies. The quantity of publications produced is a
major agency measurement of their productivity. The
timeliness, relevancy, clarity and optimum distribution
of such published information appears to be of little
concern and blurs the advocacy role of the bureaus.
Information flowing from the decision-making seats of
power into the official bureaucracies is like electric-
ity; it loses its voltage as it travels downward. Most
of the vital facts related to national laws are several
months old by the time they reach the general public
and the limited opportunities to respond are usually no
longer available. For example: most of the departments
of the federal government are required by law to circu-
late any new administrative regulations in draft form
before they are finalized and published in the Federal
Register. A reasonable period, usually 30 days, must
be allowed for comments and responses from interested
citizens. In practice, however, only other bureaucrats
at the state and local levels are sent copies of such
draft regulations. The citizens most effected never
see the proposed rules unless a local official chooses
to inform them. In this and many other ways the offi-
cial bureau advocates fail to provide vital information
to their clients.

The ombudsman, a public officer or agency desig-
nated by the government to serve as advocate for the
citizen, should serve primarily as a whip, stimulant,
catalyst, official threat over the heads of public
officials. The ombudsman concept, well developed in
Scandinavian countries, has been explored extensively
in the past few years as a result of the increasing
frustration experienced by citizens in their encounters
with the government bureaucracy. The logical and
obvious question has already been repeatedly raised: in
a complex society, with huge bureaucracies, how can an
ombudsman function effectively unless he is given a
large staff and administrative apparatus comparable to
the bureaucracies he must challenge? To gain informa-
tion, the ombudsman and his staff will have to follow
a route similar to that which any citizen or group
must follow. It may be argued that the ombudsman will
have more authority and such power will lubricate his
path through the bureaucracy. But such an argument
raises the obvious question of why not find ways to
give more power to the average citizen and avoid the
creation of another layer of bureaucracy?

Unofficial organized advocacy - poverty law
groups, welfare rights organizations, Ralph Nader
groups - is the province of private groups who volun-

tarily adopt the advocacy functions already assigned
to official agencies. The protection of the rights of
the blind, aged, disabled, children and the indigent
is a stated goal for most state and local social ser-
vice agencies; nevertheless, within the past ten years,
the crucial issues related to the provision of social
services were catapulted into public view and became
major priorities only after the organization of the
welfare rights movements. Guided by a small number of
professionals, with miniscule budgets and facilities,
the welfare recipients served as their own advocates
and quickly surpassed the achievements of the generous-
ly staffed and well financed social service agencies.
The Ralph Nader combination of a few researchers, a
few lawyers, and a few public relations experts operat-
ing in task force groups focused upon a single problem
or issue provides the most dramatic example of the
organized but unofficial advocacy organization. At the
core of the Nader approach is the relentless pursuit of
information. Such information usually gleaned from
official documents, is clearly interpreted and then
offered to the public in a well publicized manner.

Advocate counseling - draft, social services,
consumer - is often described as counseling which
allows individuals and groups to fend for themselves

The ombudsman, a public officer or agency desig-
nated by the government to serve as advocate for the
citizen, should serve primarily as a whip, stimulant,
catalyst, official threat over the heads of public
officials. The ombudsman concept, well developed in
Scandinavian countries, has been explored extensively
in the past few years as a result of the increasing
frustration experienced by citizens in their encounters
with the government bureaucracy. The logical and
obvious question has already been repeatedly raised: in
a complex society, with huge bureaucracies, how can an
ombudsman function effectively unless he is given a
large staff and administrative apparatus comparable to
the bureaucracies he must challenge? To gain informa-
tion, the ombudsman and his staff will have to follow
a route similar to that which any citizen or group
must follow. It may be argued that the ombudsman will
have more authority and such power will lubricate his
path through the bureaucracy. But such an argument
raises the obvious question of why not find ways to
give more power to the average citizen and avoid the
creation of another layer of bureaucracy?

Unofficial organized advocacy - poverty law
groups, welfare rights organizations, Ralph Nader
groups - is the province of private groups who volun-

tarily adopt the advocacy functions already assigned
to official agencies. The protection of the rights of
the blind, aged, disabled, children and the indigent
is a stated goal for most state and local social ser-
vice agencies; nevertheless, within the past ten years,
the crucial issues related to the provision of social
services were catapulted into public view and became
major priorities only after the organization of the
welfare rights movements. Guided by a small number of
professionals, with miniscule budgets and facilities,
the welfare recipients served as their own advocates
and quickly surpassed the achievements of the generous-
ly staffed and well financed social service agencies.
The Ralph Nader combination of a few researchers, a
few lawyers, and a few public relations experts operat-
ing in task force groups focused upon a single problem
or issue provides the most dramatic example of the
organized but unofficial advocacy organization. At the
core of the Nader approach is the relentless pursuit of
information. Such information usually gleaned from
official documents, is clearly interpreted and then
offered to the public in a well publicized manner.

Advocate counseling - draft, social services,
consumer - is often described as counseling which
allows individuals and groups to fend for themselves

without the advocate to clear the way. Instead of the extensive reliance on the expertise of the advocate, the advocate counselor emphasizes the process to be utilized by any aggrieved person to obtain a satisfactory response from the system or from any institution. Information about the processes of pressuring for meaningful responses and for change as well as the inventory of information surrounding a particular problem is supplied to the client by the advocate counselor. In addition to information, an effective counselor offers personal encouragement and support and serves as a vital reference point for the client. To teach the client "how to deal" is the mission of the advocate counselor.

Michael Brophy of the Advocate Education Program at the University of Wisconsin-Milwaukee provides a simple and concrete explanation of the distinction between advocacy and advocate counseling. He writes:

> Unlike the professional or "para-professional" in the advocacy models who advocates for the client, the Advocate Counselor, utilizing the process described in Part II (of this paper) helps the client to advocate for him/her self. Through this process the clients rather than the professionals, come to assert more control over the environmental macro-units which have oppressed them.[2]

In Part II of his paper, Brophy delineates the
role of information in this process:

It is a common psychological phenomenon
that persons who are under the press of
a problem orientation tend to see only a
very limited number of possible solutions.
In the absence of accurate information
from institutions causing/aggravating the
problem, the consequences of most of
these solutions take on an ominous tone.
This lack of accurate information has
the effect of forcing people into pas-
sive modes of behavior, which often
increases anxiety, or into ineffective
assertive behaviors, which among the
young especially, often result in vio-
lence or dissipation.[3]

Brophy places great emphasis on the utilization
of information in the process of developing the client:

The Information Resource Center. The
Education Phase of this Model is depen-
dent upon the ability of the counselor
to build an Information Resource Center
and use it. The need and rationale for
the establishment of such a facility are
as follows:

1. It provides the knowledge which will
    allow the counselor to respond to
    inquiries from clients with institu-
    tion-related problems with some con-
    crete answers;

2. The Advocate Counselor organizes and
    utilizes this facility for action-
    oriented research, i.e., research
    which can lead to some action on the
    part of the client;

3. The presence of this Information Cen-
    ter and a sincere effort at an objec-
    tive and personal delivery of the
    accurate information generated by the
    primary source material tends to

> develop a climate of trust between
> the Advocate Counselor and the
> client;
>
> 4.   The Center and the memoranda which
>   emanate from it also provide the
>   Advocate Counselor with a positive
>   and visible outreach mechanism; he/
>   she becomes one who is known as a
>   person who is willing and able to
>   provide information which may help a
>   client toward a solution to a prob-
>   lem; and
>
> 5.   The Center provides the client with
>   the opportunity to identify the
>   mechanisms of institutions, thereby
>   increasing his/her visibility of con-
>   trol.[4]

In conclusion, all of the approaches to advocacy dis-
cussed above clearly require supportive information.
By continuing their roles of merely being responsible
for the dissemination of information, libraries may
serve the cause of advocacy. By launching a greater
effort to supply supportive information to the various
advocate efforts, they may indirectly provide more
relevant assistance to individuals and groups in need.
By incorporating the basic elements of the advocate
counseling approach into library routines, libraries
may become immediately relevant to the survival needs
of large numbers of inner-city residents. An examina-
tion of past library experiments will show that there
are few precedents to support a proposed advocacy role
for libraries; nevertheless, public libraries have

the facilities, staff and other resources necessary

for a greater and more widespread advocacy role. A

change in philosophy and attitude is needed to begin

to change potential capacity into actual information

service systems with advocacy as a major ingredient.

Background And Development Of Library Programs

The Gestation of Library Programs: 1965 To Date

When the Library Services and Construction Act
was passed in 1965, it became a catalyst for a flood
of programs centered in and around inner-city librar-
ies.

A variety of programs blossomed, from using
government funds to re-enforce and enrich existing
services, through a variety of "innovations" emphasiz-
ing "outreach", to the most innovative program of all,
the community-controlled Langston Hughes Community
Library and Cultural Center of the Queens Borough
Public Library.

L.S.C.A. funds were used by The New York Public
Library, in its North Manhattan Project, to revitalize
the collections, expand audio-visual equipment inven-
tories and activities, and increase staff. Where
there had been one young adult librarian, for instance,
with federal funds there were three. The library also
added an audio-visual technician, and a "door attend-
ant" to the staff. Six thousand dollars was allocated
the first year for books for young adults alone, and
a projector, a screen, a television set, a record
player and earphones were purchased. The emphasis
was on advertising the services and " etting non-users
into the library".[5]

Many libraries set up deposit collections in
housing projects, community centers, barber shops and
bars, social agencies. Neighborhood library centers
were established in some cities. Bookmobiles and vans
went out to inner-city areas as well as into poverty
pockets in hard-to-reach non-urban areas, with library
materials.

There were other variations in programs, such
as Philadelphia's Reader Development Project, provid-
ing paperback and film strip collections including
minority history and culture, and easy-to-read mater-
ials on subjects such as jobs and consumer affairs.
Cleveland Public Library's Books/Jobs program address-
ed itself to providing materials in one of the major
survival areas - employment.

The major thrust of most L.S.C.A. programs had
a common thread - they operated from the common con-
ceptual base of traditional library services. They
sought, through what they could define as relevant
collections and programs, and often through contacts
with community agencies and organizations, to "reach
out".

Library services, weighed down with its tradi-
tion of professionalism, established as an island in
(usually) Carnegie buildings in inner-city communities,

sought to build bridges across the gulf separating the
library from the community. They operated from the
library to the community. (The role of professional-
ism in education and its relation to elitism, discus-
sed in a most interesting and important study by
Diane Ravitch, would be a useful investigation in
library history.) [6]

Community liaison aides, such as those assigned
to libraries in the New York Public Library's South
Bronx project, were hired from the community, and
through them libraries sought a "true two-way comm-
unity involvement with the staff". [7]

In her study of 15 library programs for the
disadvantaged, Claire K. Lipsman points out that in
spite of the community related efforts in the program,
libraries in low-income areas, with low levels of
education and literacy, reach, in some areas, less
than ten percent of the adult population. [8] Robert D.
Leigh, who headed the Public Library Inquiry in 1949,
reported in The Public Library in the United States
that ten percent of the adult population were regular
library users, while one third of the population of
children and young people use libraries. Although
these groups represent a minority of the population,
Mr. Leigh states "in no sense does this mean that the

years has, in many cities, affected even juvenile

circulation. As we have seen in the opening sections

of this paper, the adult population has a whole series

of information needs which the public library could

serve if it recognized the needs and organized the

service.

The failure of the library programs is impor-

tant to the public libraries themselves, for it is a

crucial factor for their survival. However, this

self-serving approach to building library programs

can only lead to further disappointment and disenchant-

ment. In addition, it is questionable whether an

institution which does not carry out its legitimate

functions in the community deserves public support.

It is important that the profession take a hard look

at the goals and nature of the service to inner-city

communities and that judgments be made as to whether

or not libraries are serving the community in a

socially useful manner.

The hard facts are that the overwhelming basic

needs for survival are crucial to inner-city residents.

Although man does not live by bread alone, he certainly

cannot live without it. Virginia Woolf wrote some

years ago that in order to create, a writer needed a

room of one's own and 500 pounds a year. In today's

inner-cities the thrust for upward mobility is so
strong, that librarians report that even young child-
ren when looking over a book want to know if it is
going to be useful for their future. There is no
doubt that an effective and comprehensive information
dissemination system is vital to community survival,
and as "natural" to library service, as serving the
opinion makers is in the middle class areas.

The Library As An Information Center: Recent Develop-
ments

There have been a series of significant pro-
jects in libraries in the information and referral
field. In August, 1968 the Langston Hughes Library -
Community Information - Cultural Center was opened in
the Corona-East Elmhurst section of Queens, with
Library Services and Construction Act funds and under
the sponsorship of the Queens Borough Public Library.
Almost from the beginning, the staff hired by the
Library Action Committee from the community, were
involved in assisting residents with information:

> concerning benefits poor people are
> entitled to and how to avail themselves
> of them; employment opportunities and
> training; scholarship opportunities;
> codes, laws and regulations affecting
> the area and the people living in it.[13]

The methods of information gathering and the skills in dissemination are a prototype for a community-based service. (The single most significant feature of the Langston Hughes library, community control, is discussed in another section of this paper.)

Other libraries have developed programs, in recent years, with their own variations. In Houston the library works in a coalition with the Information and Referral agencies in the city. In Yonkers, New York the library set up a Job Information Center, which gathers in one site all job information data, assisting patrons in using job hunting tools, providing help in writing resumes, as well as working with agencies and organizations concerned with job training and employment.[14]

The inter-agency cooperative approach to service was developed by the library in London, Ontario in the Crouch Neighborhood Resource Centre. (Other libraries have worked out mutual arrangements with other agencies, such as the library rooms in Baltimore's multi-service centers, but these are not specifically geared to information and referral services.) The Free Library of Philadelphia worked with the local Model Cities organization in the Model Cities Information Center. Many

libraries have established telephone hot lines, some
specialized, for youth problems or other special
needs.

Citizens Urban Information Centers for Brooklyn,
New York's 55 branches, funded by the U.S. Department
of Health, Education and Welfare, is projected for
implementation in the near future. The most compre-
hensive and ambitious of all information service
systems, the CUIC plans to provide information "on the
complete range of individual and community services
available from city, state, federal and voluntary agen-
cies".[15] The CUIC Center will be jointly administered
by the Brooklyn Public Library and the Administration
and Management Research Association of New York City,
Inc., and will be staffed by two para-professionals in
each branch, hired from the communities which the
library serve.

The most significant information service in
operation to date is that of the Detroit Public
Library. In April, 1973 the Detroit Public Library
committed its total library system to the organization
of an information and referral service. Two branches
had already been operating for about a year as demon-
stration sites for Neighborhood Information Centers as
part of the five public libraries consortium, funded

by the Bureau of Libraries and Learning Resources of
the Office of Education.[16] The other public library
systems which have branches operating as Neighborhood
Information Centers under this grant are Atlanta,
Cleveland, Houston and Queens Borough.

The development of TIP (The Information Place),
the staff orientation, the development of the data and
its organization, the analysis of the questions and how
they were handled, all are a major study in themselves.
We can only touch on the highlights.

An offer by a public relations firm to carry out
a massive publicity campaign on the Detroit Public
Library's information service was the catalyst for
instituting the service in all of Detroit's 29 branches.
In June, 1973 Detroit residents listening to the radio,
watching TV, riding the busses, scanning billboards on
the street, were urged to "tell your problems to the
library" by calling TIP (The Information Place), phone
number 321-1111. At the time of the kick-off of the
publicity campaign, the library was getting 3,000 calls
per month for information. By June, 1974, the calls
were up to 10,000 per month.

TIP is a significant development in the public
library field. The courageous and unambiguous commit-
ment of the library's resources to this service by

Director Clara Jones has made possible an experience
on a scale of such significance in a city of national
importance that its impact on the profession can be
immeasurable.

Robert Croneberger, the Deputy Director, now
responsible for guiding the development of the service,
has said that once you have decided the public library
should do information and referral service, the next
question is how. A four-step plan was instituted to
develop TIP. Step I was In-Branch Implementation; Step
II was Local Publicity, on a branch level, simultane-
ously with city-wide publicity; Step III, Community
Involvement; and Step IV, Response to Community Con-
cerns.

A TIP Center exists in every branch. A central
clearinghouse was organized in the main library with
a staff of six under Caroline Luck. The clearinghouse
contains the master file which forms the data base for
the information file, and through which flows the infor-
mation which keeps the files updated, and to which are
sent the question cards filled out by the branch worker
on each inquiry, the sources and referrals and the dis-
position, for future in-depth analysis.

The crucial instrument in the service is the
telephone. TIP Central and the branches are provided
with a device which allows for a three-way conversa-
tion - the patron, the libraries and the agency or
individual - all of whom communicate in running down
the answer to the problem.

Central to the optimum functioning of informa-
tion service is the understanding and cooperation of
the staff. TIP is considered a regular branch activity,
with its own specialized resources and skills. In the
first of a series of workshops that were held, the
points identified as most important for staff develop-
ment were:

1. Importance of all staff becoming familiar with the
   files.
2. Importance of adequate orientation and preparation
   to handle the files and the people served.
3. Importance of identifying staff roles and functions.
4. Importance of seeking maximum involvement of all
   staff.[17]

To deal with the many questions from branch
staff on the practical aspects of outreach, Marsha
Allen, Branch Librarian in Lincoln Branch, one of the
branches involved in the original NIC demonstration
project, emphasized at a TIP workshop May 18, 1973,

the importance of involvement of the whole staff - pro-
fessionals, clerks, aides - and the need for mutual
supportiveness. Following the "Guidelines to Outreach"
developed by the central staff, library personnel were
to contact agencies and groups, attend meetings of
groups and organizations, take "community walks" for
the dual purpose of publicizing TIP and gathering local
information.[18]

The relationship between TIP and Detroit's
social and government agencies, the particular physiog-
nomy of the service based on the city's government
structure and social and welfare organization, the
evolution of the concept as it is reshaped by the daily
total experience are all of intense and critical inter-
est to the profession, and hopefully will be reported
in the future.

It is clear that since the early years of "out-
reach" from 1965, the public libraries are in the pro-
cess of evolving concepts of service that depart from
the exclusively traditional approaches, whether offered
inside or outside library buildings. For a variety of
reasons - the erosion of the libraries' middle class
base as the more affluent have fled the cities; the
electronic revolution and the shrinking of a print
oriented public; the alienation of all social and cul-

tural agencies with their paternalistic bias from a
population increasingly self-assertive; the low prior-
ity in recent years, at budget time, on cultural and
social institutions - all these factors have contrib-
uted to self-examination and self-evaluation among
public librarians and a growing awareness of a role
which would bring the institution into more close con-
cert with its public - the information service role.

Proposal For A Systems Approach To

Information Delivery

The Library As A Sub-System In An Overall Services

Delivery System

As indicated in the examples cited above the
library profession is groping for answers in its quest
to become more relevant to survival needs; however, a
new understanding of its mission, a new professional
attitude is needed before the library can begin to
effectively serve the cause of advocacy for inner-city
residents. Most of the myriad of detailed problems
may be solved after the basic issues of sense of pur-
pose and "reason for being" are re-examined. Among the
publicly financed institutions libraries are not alone
in their need to re-examine fundamental goals and
basic operations policies and procedures. The myriad
of programs and services which presently are located
within most inner-cities must also examine their iso-
lated positions and consider ways to function in uni-
son and with productive coordination.

Service programs evolved in a helter-skelter,
haphazard manner and it is therefore easy to understand
why they are operated as separate and distinct agencies
and not as components of an overall system. For the
good of all concerned, however, it would be useful to

view all such programs and agencies as part of an over-all delivery system. The basic components of such a delivery system would be the health, housing, planning, economic development, job training agencies; protective agencies such as police and fire; regulatory agencies such as the licensing bureaus and the courts; social serivce agencies such as day care and senior citizens centers; educational agencies such as public schools and colleges. Within this overall service delivery system the public library should serve as the information management component.

The effective provision of information to inner-city communities requires that there be a steady and timely flow of information from those programs and agencies which play a major role in, and have a continuing impact upon the lives of the residents of the inner-city. The information should flow through and be processed by the library. Selection of what is most pertinent and significant and selection of the format which most effectively communicates it would be the awesome responsibility of the public library.

To effectively manage such information and select formats which effectively communicate it to inner-city residents, the library should consider the world of business and industry and the ways in which

40

it meets its information needs. For the sake of this
example we wil omit the hourly and daily computer and
telecommunications. It would be useful to focus on a
more static part of the business world information
system: the weekly newspaper summary or the weekly
business magazine. An examination of a variety of such
publications reveals the following categories as stan-
dard features: Personal Finance; Business Briefs;
Quotations on Stocks and Bonds; Industrial Averages;
Commodities Index; Summaries on Law, Legislation,
Advertising, Taxes.

Paralleling this approach, an inner-city
library system might publish a weekly information news-
letter or bulletin or produce a weekly radio or tele-
vision show which contained the following features:
Personal Finance; Consumer's Cost of Living Index;
Employment Summary; Local News Briefs; Courtroom
Briefs; Long Term Job Forecast; Medical Guide; Family
Health News; Community Safety and Crime Prevention
Tips; Apartment Vacancy Listings; Public School News
Briefs; Welfare Department Changes in Rules and Regu-
lations; Calendar of Important Public Hearings; Calen-
dar of Local Community Meetings; Understanding Your
City Budget; Review of Free and Inexpensive Information
Material; Community People in the News.

If this approach with popular headings is considered confusing or vulgar, then a straight and simple approach which lists each function and major agency of government and provides a weekly, (monthly or quarterly) news summary might be attempted as a more suitable one: News from the Welfare Department; Information from the State Employment Agency; News from......; Information from......; Facts from......; Statistics from......; Laws, Rules and Regulations of.......

The lives and survival needs of inner-city residents are so interwoven with the responsibilities of government agencies that considerable effort must be expended to establish workable linkages between the library and the other components of the overall services delivery system. Such linkages must begin with an understanding of the purpose and functions of each agency and an examination of the agency's information situation. A useful tool for this purpose is a simple Agency Information Production Analysis Sheet which summarizes the agency's purpose; scope of legal responsibilities; importance to inner-city residents; information policies - stated and de facto; information production resources including the nature of the responsible unit, number of staff in the unit, budget of unit, materials distribution mechanism, scheduling,

frequency and volume of production; examples of typical materials produced. Site visits and person to person negotiations are important additional steps in establishing firm linkages with other agencies.

The TIP (The Information Place) program of the Detroit Public Library, briefly described above, relies heavily on good relationships with other local agencies in order to be able to deliver to its clients. In most government agencies the information delivery function is a low priority concern constantly subordinated to other routines. The recognition of the library as the information management vehicle for all local agencies will serve as an important first step in the establishment of an understanding of the serious role of information in the daily lives of inner-city residents.

A Systematic Approach To The Identification Of Needs

In addition to the systematic establishment of linkages to the agencies and officials who constitute major sources of the most valuable information, a systematic approach to the identification of needs is necessary. Speed is an important element of effective advocacy and in order to have the right information when it is most needed, libraries must develop ways to

identify and anticipate needs in an ongoing manner.
There are numerous user surveys available including
the classic, The Public Library Inquiry; however, the
need is not for more librarians to read the conclusions
and results of more studies. Such studies are usually
too broad and general or too outdated to meet the needs
of particular neighborhoods. They also, by their
nomenclature and their basic assumptions, indicate that
the library and its use, not community needs, are the
kernel of the conceptual structure of the study. What
is needed is a simple practical approach which any
practicing librarian may apply to pinpoint community
information needs.

The following set of steps developed by the
Columbia University Community Media Librarian program
is designed to facilitate a rapid but systematic deter-
mination of community needs and to provide a method
for keeping the system relevant and current.

     I.   The Thirty Day Initial Orientation

         A.   Examination Of Existing Library Records

         B.   Review Of Relevant Official Statistics

         C.   Review Of Relevant Fiction And Special
             Studies

         D.   Review Of Relevant Records Of Other
             Agencies

44

E. Walking Tours or Video Survey of
    Community

F. Preparation of a Summary Neighborhood
    Profile

II. Prepare Initial Community Information Needs
     Report

III. Establish Informal Neighborhood Opinion
     Panel And Test Initial Needs Report

IV. Arrange Special Consultations With Recog-
     nized Leaders

V. System For Remaining Relevant And Current

    A. Periodically Update Walking Tours Or
        Video Survey

    B. Review Changes Planned For The Community
        By Government Agencies

    C. Remain Current And Relevant With Local
        And National Developments

    D. Regularly Attend Community Meetings And
        Special Events

VI. Establish A Neighborhood Advisory Committee

VII. Prepare Second Draft Of Community Informa-
     tion Needs Report

VIII. Revise Community Information Needs Report
      Periodically

The Thirty Day Initial Orientation is simple and self-evident; nevertheless, the prevailing approach to "community work" or needs analysis in most public libraries continues to rely primarily on informal observations and common sense. It can readily be seen that no great amount of time and resources is necessary to complete these six basic orientation steps. Census statistics, the material most frequently used in library community surveys, provide the basic demographic data and are readily available. In preparing to meet the needs of the local populace one does not have to make guesses concerning the number of unemployed adults, the percentage of senior citizens, the infant mortality rate, etc. Simple research utilizing local materials combined with on-the-spot observations may bring a trained librarian to the point of preparing the "initial" Community Information Needs Report or some other statement of priority information needs.

Before a needs report can be completed, even the initial one, an additional ingredient is necessary. The general education and the imagination of the professional librarian must be interjected into the facts and statistics. Interpretations of the facts and an understanding of their implications are dependent on the know-how, judgment and experience of the librarian.

For example: A community with poor public health facil-
ities, a high infant mortality rate and a large number
of persons between the ages of 18 and 25 who are unem-
ployed is a community in need of information not only
about immediate health care alternatives; information
about national comprehensive health care programs pres-
ently being proposed should also be made available
along with information on training for health careers.
To anticipate the employment of large numbers of young
people in a comprehensive health care system financed
by the government is a sound projection.

The utilization of an informal opinion panel
drawn from a cross-section of residents is more compli-
cated and more time-consuming but necessary in order
to move the library's perception of local information
needs closer to the actual needs. A "neighborhood
opinion panel" may be a representative sampling of as
many as 100 or as few as ten residents. The lack of
the capacity to work with a large sampling should not
lead to the discarding of the approach. To be system-
atic on a limited basis is preferable over the haphaz-
ard, common-sense approach. If, for example, youth
between the ages of 18 and 25 constitute one fourth of
the library's target area population, then the opinions,

on the draft statement of needs, of at least two youth - out of a sampling of ten - within this age bracket must be sought.

The United States Department of Justice recently instituted the use of citizens panels to gather statistics on crimes. To measure the crime rate a representative sampling of citizens are interviewed periodically. This well financed experiment backed by the authority of the federal government should be closely watched and the implications for information needs analyses carefully noted.

Special consultation with recognized leaders - elected officials, ministers, organization chairmen - are less objective than panels; nevertheless, the opinions of these spokesmen add an important ingredient to a balanced appraisal. The persons most knowledgeable about planned changes and relevant new political developments are within this category. They are also able to point the way to the community meetings and special events which are most significant in understanding information needs.

The neighborhood advisory committee is the logical extension of the opinion panel and the consultation approach. Continuous active interaction with a body of citizens may constitute the optimum "way of

knowing" the community. The concept of a library

advisory committee is as conservative as the concept

of the parents-teachers association; nevertheless,

such vital citizen participation is more the rare excep-

tion than the rule within the nation's library systems.

The unique characteristics of the Langston

Hughes Community Library and Cultural Center of Corona-

East Elmhurst (New York) is its community board. This

library was initiated and established through the

efforts of the local community. Prior to the enact-

ment of the Library Services and Construction Act, in

1965, a group of citizens in the community, including

two residents who were librarians, had been trying to

get a public library in their community which would be

located so that young children would not have to cross

a busy thoroughfare to get to the library, and would

be an agency particularly geared to the needs of the

community. In 1967 the federal government agreed to

fund this library proposal under L.S.C.A., with the

Queens Borough Public Library as the conduit for the

funds.

The community took the initiative to make the

library truly a community agency. Harold Tucker,

deceased Director of the Queens Borough Public Library,

described the action of the community in choosing the

site of the library, at the library's opening cere-
monies:

> The first thing You (the community) told
> us is that you want the Center in a
> building of its own. Our search did not
> bring up anything very satisfactory.
> Then you said you want THIS building (a
> former Woolworth's). When we pointed
> out that it was occupied by an active
> business that did not want to give it
> up, you undertook to get the building
> released by the business and the land-
> lord to agree to a lease. In the pro-
> cess you taught us a lot. How can I for-
> get your meeting I attended when you
> were planning a barbecue to raise bail
> bond money for any who might get
> arrested in picketing Tak-A-Toy (the
> business that held the lease on the
> building)? If I could I have a pretty
> good reminder in their suit against me
> and the Library for $75,000 damages. I
> am informed - reliably I think - that
> your determination to obtain this loca-
> tion brought all organizations in this
> Community into unified action for the
> first time.

And so it went - in staffing, selected by the
community, with community criteria, in programs and in
activities. The Library Action Board, elected by the
community, directs this library. As Mr. Tucker said:
"There is no typical institutional appearance here".
Langston Hughes is a beacon for the profession.

It should be self-evident that a profession that
is not willing to communicate regularly with or to
accept advice from its clientele is a profession that

is imposing a handicap upon itself and limiting its
ability to function as an advocate or a supportive
resource to advocacy efforts. Stated more bluntly: to
help people one must be willing to relate to them as
equals and to listen to them.

Establishing Information Priorities

Following the identification of needs, systems
must be developed which most effectively and effi-
ciently meet those needs. Like the patient entering a
hospital each client in search of information is a
unique case; nevertheless, just as standardized proce-
dures, pre-designed equipment and established formulas,
increase the possibility of the patient's successful
recovery, in similar fashion, an adequate information
delivery facility must be prepared. The facility's
system must be developed to the point where routine
and recurring problems are taken care of swiftly and
almost automatically. The system should leave the
professional librarian free to do the necessary impro-
isation and creative problem-solving for clients with
complex information problems.

A classification system similar to the ten
information priorities listed at the beginning of this
discussion facilitates the arrangement of identified

needs in an orderly fashion. The advantage of such
channeling of information far outweigh the dangers.
By grouping the needs and the problems one is able to
begin to standardize the answers and solutions. Before
the inventory of information can be set in order and
utilized, the problem must be pushed into the most
suitable holding pen. For any information priority or
category the related available body of general infor-
mation is the starting point for the solution to a
specific problem. For example: A problem related to
food stamps may be handled more rapidly if it is already
known that food stamp programs are usually administered
not through health departments but through local social
services agencies. Familiarity with the general
structure and functions of the social service agency
and its basic literature will lubricate the process of
assisting with the food stamp problem.

Identification of needs followed by the categor-
ization of those needs allows for a more orderly match-
ing of information needs with information sources. For
the obvious traditional print sources it is not diffi-
cult to remove them from their places in the Dewey and
Library of Congress schemes and place them within a
set of priorities focused to meet the survival needs of
inner-city residents. Because of the rapidity of

changes within our society and the particularly vola-
tile nature of the inner-city environment, traditional
sources are the least important sources. A lengthy
search will not produce a book or widely distributed
pamphlet which describes court and corrections depart-
ment procedures within any major city. Mothers whose
sons have been arrested have an immediate need to
understand the most elementary matters such as the num-
ber of phone calls the arrested person is permitted and
places to inquire to see where the detainees are being
taken. Libraries can begin to assist such cases only
by acquiring internally used codes, handbooks and
administrative memos; all of these items are seldom
published.

Good reference librarians, usually located in
the main library of a system, have often gone beyond
the usual sources and obtained important unpublished
materials as well as established contacts with useful
experts. Such a thorough search for sources should not
be limited to the blue ribbon service units such as
the main library subject divisions, telephone reference,
or the services to business and industry branches. The
exceptional must become the rule and the special must
be made accessible to inner-city residents. The meth-

ods and approaches used by special libraries must be transferred to inner-city libraries.

Systematic Utilization of Non-Print Media

Like the modern hospital, the modern information service facility should seek to utilize the best technology available. Non-print media produced by library specialists may enhance the effectiveness of information service systems. Instead of retreating from the "unusual" costs of non-print media, the profession should more closely examine the cost-benefit ratios involved. One video taped survey of the community may be repeatedly used to train new library staff, provide a speedy orientation for outsiders visiting the community, assist in analyzing needs, be utilized by other professionals working in the community. Street and transportation service maps arranged on slides may provide directions more effectively and efficiently than a lengthy explanation from a librarian who could probably use his time more creatively. One audio-slide presentation on a complex topic like the social security income supplement program may effectively explain and interpret it for hundreds of confused elderly people who need the assistance.

Utilization of existing commercially produced audio-visual materials remains important and there are many existing non-print materials which greatly enhance efforts to provide effective and relevant information services. Stress is being placed on the on-the-spot production of information packages because the need for directly relevant material is so great while the traditional and commercial production is so meager. Production of media packages by library personnel is a pioneering concept; however, among inner-city residents oriented toward radio, movies and television, electronic messages from the library are long overdue.

An infinite list of examples is possible: however, the examination of a set of principles and guidelines involved in the production and utilization of non-print media information packages would be more useful.

1. The high costs and lengthy preparation time required for non-print media are such that each production should be initiated only after careful planning and in accordance with a well developed information services strategy.

2. The designed information priorities must also be assigned top priority for the development of print materials when developing media production sched-

ules.   Non-print media production activities
should never be isolated from other information
services.

3. Careful attention must be paid to the technical
limitations of each medium and experiments must be
conducted to determine the purposes for which each
medium is best suited.

4. Impact, the element which holds the attention of
the audience, can be achieved very effectively and
with minimal costs by localizing the production.
The sights and sounds should present community
faces and voices.

5. A strong advocacy point of view should guide the
production of non-print media information packages.
Advocacy in favor of classes of victims - tenants,
consumers, brutalized children - and against viola-
tors of the laws - landlords, unscrupulous mer-
chants, cruel parents - is appropriate.

Restructuring Libraries To Function

Systematically As Advocates

Maximizing Positive Factors

For the millions who live in the inner-city with
major survival problems, increased and wide-spread
advocacy efforts can continue only if there is a sup-
portive publicly financed information system. Such a
system does not have to be the public library. In the
most thorough and definitive statement published in
the past decade on the neighborhood information center
concept, Alfred J. Kahn ignored the public library
completely. Using the British Citizens' Advice Bureaus
as a model which are operated separate and apart from
the public libraries, Kahn set forth an impressive
theoretical foundation for an information delivery
system.[19] The fact that public libraries are completely
ignored in this study is a sad but accurate indication
of the feeble understanding of the role and potential
of libraries possessed by members of most of the other
major professions. The fact that no significant
voices of protest were raised by the library profes-
sion against this uninformed or hostile act of omission
demonstrates the monumental lack of imagination and
survival instincts possessed by librarians.

Although, in 1966, speaking from the point of view of the social work profession, Kahn proposed the development of a network of neighborhood information centers closely linked to social service agencies, to date there has been no significant upsurge in the development of such centers. It must be noted that information and referral services have been a federally reimburseable activity for many years; however, at the moment when the greatest enthusiasm has been kindled for the use of this authorization, the federal government proposed to discontinue funding for such activities. Regulations issued by the Secretary of Health, Education and Welfare, in 1973, proposed to eliminate the function. These regulations have undergone several revisions, however, and it is expected that there will be some form of compromise permitting the individual states to decide whether or not they wish to continue funding information services from their social services allocation.

The present period of fiscal and administrative conservatism is such that where information services are established or expanded, most localities will probably choose to utilize their public library system to provide such services. Very practical facts of fund-

ing, public administration and politics support the
conclusion that the public library is the optimum
choice for this purpose. Some of the factors which
must be considered are:

1. Public library systems already exist in most
   cities. They have linkages with a local tax and
   budgeting system and they have an accepted admin-
   istrative structure.

2. Because of their established place in the system
   both private and government funding sources are
   more likely to view their financing more favorably.

3. No special start-up and no capital construction
   costs are needed to initiate or to expand informa-
   tion services. All new funds made available may
   be utilized for materials and personal services.

4. Branch libraries which already exist within the
   inner-city provide a convenient dissemination and
   distribution network.

5. The basic administrative and technical services
   systems developed by the library profession have
   functioned successfully and would have to be repli-
   cated at considerable cost by any alternative
   system.

6. Alternative systems will find it difficult to sur-
   vive and sustain themselves in a situation charac-

terized by uncertain, spotty and haphazard financing.

Viewed from the point of view of sound programming most libraries have the capacity to move into the provision of information services as a major function. Most libraries are able to meet the criteria proposed by Kahn in his list of necessary basic qualities for neighborhood information centers (NIC's).

> an "open door" atmosphere - An NIC is
> visible, accessible and welcoming, in an
> attractive setting, with evening hours
> and provision for baby tending and so on;
>
> expertise - Accurate answers are avail-
> able on a wide range of matters and sound
> referrals are made because of staff selec-
> tion, training and information back-up,
> plus professional guidance;
>
> range - The scope is all of social wel-
> fare and public service as it affects the
> citizen in his daily life;   ●
>
> flexibility - The conscious effort to
> meet people's real needs and not to fit
> formulas to them, to perceive of new com-
> binations of issues and to approach each
> as a fresh problem;
>
> ability to attract and serve all social
> classes - The "open door," range, flexi-
> bility and expertise make the NIC a
> resource valued by all and stigmatizing
> to none;
>
> confidentially - There is opportunity for
> privacy and confidence that information
> given is used as intended. "Sharing"
> with others is by permission only, except
> under defined conditions of "clear and
> present danger";

nonpartisan and nonsectarian - Auspices,
staffing clientele and referral patterns
open the service to all and avoid exploit-
ation for extraneous purposes;

unbiased in case channeling - The needs
of the inquirer and not the habits or
predilections of any particular agency or
profession are dominant;

comprehensiveness - An effort is made to
see the total range of an inquirer's
needs and to cope with them as a "whole"
(if he wishes), in contrast to the
usually fragmented approaches (an NIC may
undertake to assure integration of the
effects of several agencies on a given
"case");

accountability - The NIC is accountable
to the inquirer for service and to the
public for reporting and feedback. Its
own internal procedures assure such
accountability.[20]

Within branch libraries many of the existing

systems and routines may be modified to serve the

cause of advocacy. The changes necessary are not

alterations of forms and formats but changes in sub-

stance, contents and intensity of service. As an

illustration it would be useful to examine four of the

traditional branch library routines.

Community work and the need to transform it

from the vague concept usually involving a few occa-

sional and spotty contacts with the community to a

concrete set of tasks which constitute a portion of a

systematic effort to identify the information needs of

the community was discussed in section III. Most
library systems and branch personnel endorse the con-
cept; however, in inner-city areas, implementation is
limited to a few sentimental and condescending forays
into the neighborhood. As a part of the effort to get
to know the community, such work requires a careful,
thorough and professional approach utilizing consider-
able skills in psychology and human relations. The
task begins, however, with a simple community resources
contact file. Unfortunately such files are not kept
up-to-date or they do not exist at all in most inner-
city libraries. Not a radical new direction but the
more competent practice of librarianship would convert
this standard task into a useful tool for the support
of more effective advocacy.

Programs in the branch or co-sponsored by the
library outside of the branch are universally considered
highly desirable library activities. Most programs,
however, originate in the heads of the library staff
and are not the result of a community demand or per-
ceived need. They are also not designed to reach a
goal or objective which is part of an overall strategy
for providing service to the community. Several of
the 17 NIC functions listed by Kahn may be executed
through the vehicle of library programming.[21] To con-

duct general community education; to recruit potential clients; to facilitate the self-organization of people with common problems; to seek program and policy changes in agencies; all of these functions may be served by the traditional format. Many of the functions which are considered only in terms of person to person contact may also be carried out in groups: To provide simple information, such as where something is located or how to get there; to provide information about more complex matters such as the provisions of a law or an agency's function; to clarify the significance of a statute or a provision; to give advice on how to proceed, not only clarifying the possible but suggesting a course of action.[22]

Class actions, court suits on behalf of a large number of persons with a common grievance, should serve as a model for library programming. Landlord violations of the code enforcement laws is a common and recurring problem for tenants in the inner-city and programs for groups on this subject should be scheduled periodically. Problems related to the school bureaucracy - transfers, suspensions, expulsions - are commonplace enough to warrant periodically scheduled programs for parents. Despite continuing widespread unemployment, the dynamics of the job market are such that

periodic reviews may prove beneficial for those seeking immediate employment or training. Like the class action court case, the library's "information action" should be taken on behalf of groups when necessary. It should be noted that the kinds of programs proposed here could be made more effective and achieve greater impact through the use of non-print media information packages.

Reference work, a function which is considered so basic that the absence of it jeopardizes one's right to call an agency a library, must also provide the core for the modern information system. A large percentage of the public will always be seeking answers to simple and complex questions which primarily involve a search for the facts. Within the inner-city, the clientele is also primarily interested in facts; however, the traditional reference tools do not provide the answers to questions concerning survival needs. What is needed is a more thorough, dynamic and adaptive practice of the reference function. The seldom discussed but monumentally successful work of the reference librarian in special libraries should serve as the model for inner-city libraries. A thorough understanding of the survival needs and a constant search for new information sources must be complemented by a new approach to

the development of standardized, .ighly visual, ready reference aids. Recurring questions should be grouped to serve as the basis for special answ..r sheets, attractive displays which graphically illustrate an- swers and solutions, and non-print media information packages. For example: the answer to the question of how to fill out an application form to request public assistance is standard enough to be expedited by a ten minute audio-slide presentation which allows the inquirer to move at his own speed of comprehension and replay the presentation until he is satisfied. A similar presentation could give the location of every major employment and training agency in the neighbor- hood and the city.

Reader's Advisor Service is in many ways similar to creative reference work. It may also serve as the basis for the development of programs for groups. What is most important is that the role of the librar- ian as a reader's advisor be examined in terms of the functions of the advocate counselor. The unwritten assumption that the reader's advisor must offer advice only on matters related to education and reading must be discarded. The title of information advisor or information counselor would be more appropriate. An individual (or group) with a problem or grievance must

be assisted in his effort to cope or "deal" with the system. To the degree that information about the process or the substance of the matter can be supportive, the librarian must become involved and remain on the case until information of one kind or another is no longer useful.

To better understand the information role in the advocate counseling model, a review of Michael Brophy's previously cited discourse is useful at this point. Brophy states that the initial Advocate Counselor-client contact should focus on these major areas:

1. Exploration and delineation of the problem - an attempt to define the institution-individual problem which is causing the client pain.

2. Applicability of the Model - a general assessment as to whether or not the Advocate Counselor can be of help during the time allowed for solution to the problem.

3. Articulation of ideology and methodology - see The Advocate Counseling Model: Part I - Conceptual Framework, the sections on Definition, Scope, and Ideology and Relation of Advocate Counseling to Social Change/Contract Approaches.

4. Reliance on an Information Resource Center - a reservoir of primary and secondary source materials relating to institutions.

5. Broadening of client's perspectives - a listing of all options constituting a possible solution.[23]

Although Brophy is not a librarian, he contin-

ually stresses the importance of information.

> The Information Resource Center of the
> Advocate Counselor contains: 1) primary
> source materials, the major portion of
> the facility, and 2) secondary source
> materials.
>
> Primary source material is material
> which can be regularly and systematically
> updated and indexed. Primary source
> material is defined as the Law, Court
> interpretations of the Law, written Memor-
> anda of institutional administrators, and
> documentation of the institutional Opera-
> tional Rules. The minimum requirements
> for such a facility include the Legisla-
> tive Acts and relevant case law of the
> state in which the counseling service is
> being offered with an updating servi_e,
> the Rules and Regulations or administra-
> tive code as they are known in some
> states, procedural and operational manu-
> als together with Administrative Memor-
> anda or relevant institutions, and
> documentation of institutional Opera-
> tional Rules.
>
> Secondary source material is material
> which may lead the Advocate Counselor to
> new primary source material. Included in
> this category are many excellent quick
> reference services such as the Criminal
> Law Reporter, Poverty Law Reporter,
> Juvenile Law Reporter, Prison Law Repor-
> ter, etc., which provide indexed coverage
> with explanations of many institutional
> procedures. Newspapers, magazines, jour-
> nals, etc., have relevance as secondary
> source material in that they lead the
> Advocate Counselor to new Primary source
> material.
>
> If time and finances permit, the
> Education Phase can be further facili-
> tated with memoranda relating to common

client problem areas generated by the
Advocate Counselor. The following guide-
lines are important concerning the devel-
opment and dissemination of memoranda by
the Advocate Counselor:

1. The memoranda must be phrased in
   language understandable to the clients;

2. The primary source material must
   always be cited, if not in the con-
   text then at the conclusion of the
   memo;

3. An effort should be made by the
   Advocate Counselor to insure that
   the client understands the content
   of the memo; and

4. The date on which the memoranda is
   to be considered outdated should be
   included to maintain the accuracy of
   the information and the credibility
   of the Advocate Counselor.

A note c the memoranda stating that the
infor   on contained therein may be out-
dated and the reader should contact the
Advocate Counseling office provides a
positive outreach mechanism. The continu-
ing credibility of the Advocate Counselor
or the agency for which he/she works
depends primarily upon the accuracy of
the information disseminated. Memoranda
floating around with outdated and hence
inaccurate information will destroy the
credibility of the agency or individual
practicing Advocate Counseling.[24]

It must be remembered that the advocate coun-

selor does not serve as an advocate. The counselor's

purpose is to help the client negotiate his own griev-

ance, implement his own solution to the institution

oriented problem. Some of the tools necessary to

accomplish this feat are items for which librarians may provide detailed assistance: Grievances and complaints must be stated in writing and the librarian or information counselor may assist with this task. A chronological file must be maintained which contains records of all communications to and from the offending institution and the client may be helped with this task. Needless to say, the preparation of replies to institutional rebuttals may require extensive further reference work and research.

The advocate counselor approach to advocacy appears to be adaptable and functional for libraries for the following reasons:

1. There is an extensive reliance on information.

2. The counseling function is an extension of the present reader's advisor function.

3. The information counselor will be assisting groups or individuals to help themselves instead of serving as advocate for them.

4. Except in cases of emergency, library personnel are not thrown into confrontations with other government agencies. The offending agency is instead confronted by the individual or group served by the library.

5. Questions and problems related to "tipping points" or the step at which one must stop in order to avoid being accused of practicing law or usurping the authority of other agencies become less important when the individual is serving as his own advocate.

6. To provide information for decision-making is a role of the library which is synonymous with that of the advocate counselor. Victims and communities will eventually rebel if library personnel begin to make decisions for them.

7. Advocate counseling fosters independence and encourages the aggressive pursuit of justice through established channels. Assistance to large numbers of people who master such self-advocacy skills creates a cadre of supportive advocates of better information services.

In general there are many positive factors favoring the restructuring of public libraries to function as advocates. A conscious effort must be made to maximize these factors. For the public library, nearly everything is in place except the most vital ingredient. To expand and fully embrace the provision of information services as a priority responsibility and duty, the public library needs a new understanding of its

mission. As long ago as 1924, William S. Learned, in
The American Public Library and the Diffusion of Know-
ledge, clearly and forcefully stated that part of the
mission, part of the justification for the existence
of the public library was the provision of practical
information to the public. Clearly, there is nothing
new and revolutionary in the call for libraries to
provide information power to the people.

Citizen Participation As A Catalyst

The vital role of citizen participation in deter-
mining community information needs has already been
discussed. The role of citizen participation as a
catalyst in obtaining and maintaining adequate infor-
mation services capable of supporting advocacy efforts
must now be considered. Information is power and those
who have power seldom voluntarily share such power with
the powerless. The concept of information power is
readily understood in government and business circles.
Governments all over the world and industries in every
area of production continue to invest heavily in infor-
mation systems. Multi-national corporations, utilizing
satellites for telecommunications are able to act with
a speed and thoroughness greater than that of most
governments. Major decision makers no longer have to

be "sold" on the need for such systems. Their present
concerns focus more on the improvement, expansion and
safeguarding of information systems.

It is naive to assume that the citizens of a
democracy will always have access to information. At
the national and international levels the dangers of
state secrecy are recognized and a public debate is
underway. On the state and local levels citizens are
less aware of the problems of governmental and institu-
tional secrecy. The advocate counseling model assumes
that systematic and aggressive pursuit of the informa-
tion needed is all that an aggrieved citizen must do
in order to gain the information. It is recognized
that the kind of information needed to obtain a re-
sponse from a large bureaucracy is often contained in
operations bulletins and administrative memoranda,
items which are usually not automatically available to
the public. Libraries have reported difficulty in
obtaining routine and non-controversial publications
from local government agencies. In order to increase
the chances for successful development of a new govern-
ment information center within the public library, the
city of Atlanta, Georgia found it necessary to pass a
law mandating that all agencies deposit copies of
official publications in the library. Many states and

large cities have access to information laws; however,
there are usually no adequate enforcement provisions
and little public pressure for enforcement of such
laws.

Instead of the present pattern of individual
jostling matches on each occasion when it is necessary
to obtain information from the bureaucracy, a more
widespread citizens' awareness of the problem followed
by greater pressures for generally mandated access to
information is needed. Citizen awareness and more
intense concern about information services and the
obstacles involved in the provision of such services
will not develop unless there is greater citizen
participation in the overall information services
system.

The process is a circular one. When citizens
are involved in the process of identifying needs and
planning information services, the probability that
those needs will be effectively satisfied is increased.
Positive experiences with libraries increase public
support and with greater public support, more resources
are made available to continue expanding and improving
library services. Conversely, services which isolate
themselves from the clientele served are likely to
become less and less relevant and eventually will

experience the most devastating act of hostility, the refusal to recognize the library as an institution worthy of action or reaction. In most of the nation's large cities, the inner-city residents have dismissed their libraries as irrelevant ornaments. The people most in need of information to support advocacy efforts have been locked out and their response is a hostile silence.

Big city school boards have decentralized to encourage greater citizen participation; hospitals have begun to accept advisory committees made up of health service consumers; numerous citizens commissions and advisory groups are being created as a result of new pressures for greater involvement in decision-making. Although it is slow and more intense in some parts of the country than in others, there is a steady movement toward more participatory democracy. Libraries, unique among the institutions directly serving the public, have ignored or resisted this movement.

In her recent study on citizen participation in library decision making,[25] Dr. Jane Robbins concluded that such participation was "minimal". From a sample of 254 public libraries, selected from 1,172 public libraries serving a population of over 25,000, 65 percent of the respondents indicated that their policy-

making style was centralized — 3.8 percent highly cen-
tralized, 34.7 percent centralized, 26.5 percent mod-
erately centralized. In analyzing the participant
categories in decision-making, 73.9 percent responded
that the chief decision-maker was the "librarian",
followed by "professionals" 54 percent, library
boards 51.2 percent and key staff 43.7 percent. "Cit-
izens" participated in decision-making in 5.7 percent
of the responding libraries.

There were no Blacks on 65.8 percent of the
boards. Forty percent had less than one percent (.9
percent) Black representation. (Other minorities do
not appear in the tabulation.)

Most significant of all, 52.3 percent of the
libraries were characterized as "resistant" to citi-
zen participation in decision-making, 18.4 percent
were "hesitant", less than one third, or 29.3 percent,
were "receptive" to this concept.

In the case of one library which was identified
by its responses as information-oriented, with a high
participation of citizens and with a decentralized
administration, Dr. Robbins found, in an in-depth
study of that library, that it was basically similar
to the majority of libraries.

In order to be able to provide adequate information service systems and networks, libraries must have citizen advocates. The competition for public funds is such that only where there is organized public support will institutions survive and remain strong enough to assist the survival efforts of their clientele. Since greater participation is a prerequisite for greater support, libraries should end their resistance to advisory committees, a concept which is as conservative as the local parents-teachers association.

By doing a better job in the provision of information services and by involving local residents in decision-making, libraries may spark a new awareness in inner-city communities. Since true power is not vague and illusive, the residents, individually and collectively, will begin to feel the power that information brings. A critical point of revelation will be reached and the pressure for more and better services will become the force which sustains the effort to make the library a bulwark for advocacy.

Necessary Changes In Library Education

Curriculum response of library schools to this particular area is difficult to assess. It cannot be

established by gathering a list of course titles. In 1973 an informal survey of the public library courses in six East Coast library schools made by a Columbia University student demonstrated that what library schools offer often depends on whether there is an individual on the faculty geared to the information center concept.

In library education, as in the libraries, individuals are groping with defining the concept, and at the same time attempting to identify the nature of urban sources and resources which help meet needs, as well as search strategies which apply to this field.

In instances where students are involved in the type of field work which is concerned with service to agencies and groups, the need is dramatically demonstrated for techniques and skills in digging out information which is not found in traditional sources or by traditional reference approaches. Students in the Community Media Librarian Program at Columbia Unicersity School of Library Service were engaged in research to produce media information packages on such topics as the requirements and procedures for getting food stamps; for receiving supplemental social security income; on the legal system as it applies to youth; on alternatives in housing in deteriorated

neighborhoods; on how to organize food buying clubs.
Each of these topics related to survival information
for individuals in every-day life. The printed infor-
mation, gathered usually from agencies, was sometimes
misleading or incomplete. Personal interviews, with
professionals and laymen, were needed to get more
complete data sometimes unpublished. In some cases,
the agencies or individuals were not eager to share
the information. Students in the library schools at
the University of Toledo, which is concerned with
training information specialists, have had some of
these same kinds of experiences. Library schools, by
developing courses to train students in this work,
will be serving a dual function. They will be giving
students the necessary skills and background to pro-
vide information to aid in functioning in today's
society, with its information overload. They will
also be sending out students whose knowledge and
approaches will aid libraries, and move them more
quickly and effectively, in restructuring their ser-
vices to deal with this overload.

Library schools can develop education for
information dissemination most effectively by main-
taining close contact with the community, with the
agencies and organizations serving the community, and

with the public libraries. Library education can move

in this direction by developing an integrated curric-

ulum encompassing these areas. The sequence would

include training in analyzing and understanding comm-

unities and their infra-structures, identifying comm-

unity information needs, and locating urban informa-

tion sources and resources.

Developing the role of non-print resources is

an essential element in this educational sequence.

We do not have to belabor the point of the tremendous

impact electronic communication has in today's society.

Dervin and Greenberg in their study on the use of mass

media by the urban poor[26] found the television medium

in particular was universal in use and popularity.

The importance of non-print media for the inner-city

areas is discussed in another section of this paper.

These considerations make clear how critical it is

for library school students to learn how to produce

non-print information packages as an essential part

of their education for serving the information needs

of communities. Non-print information must be so

closely integrated with the printed information, that

the student thinks in terms of all media, seeking

only that format, or combination, which will present

information with the greatest clarity and impact.

Familiarity with commercial and other sources
of non-print resources is important. With the need
to up-date information, and the lack of locally based
resources in non-print, it becomes increasingly impor-
tant for the student to know and understand at a mini-
mum, production of slides, audio tapes, video record-
ing.

The cross fertilization among the various areas
- information gathering, needs analysis, active dis-
semination of information in communities, production
in all forms of media - would cut across the tradi-
tional course structure. It would be molded from
elements in many of the traditional courses, making
them consonant with the realities of life, and thus a
significant tool for librarians serving in information
capacities.

Audio-visual work in public libraries has for
decades meant the selection, acquisition and distribu-
tion of recordings and 16 mm. films. In recent years
cassettes and film strips have been added to some
collections. Today, a new dimension in the audio-
visual field is needed in the public libraries, the
dissemination of information in non-print formats.
Library education can help develop this dimension by
graduating students with the necessary skills.

It is self-evident that librarians, products of traditional library education, and with work experience in the traditional mode, are in need of continuing education to up-date skills and knowledge. Workshops, institutes, seminars addressed to these needs can be met by library schools, who at the same time would forge a more close working relationship with the public libraries, one that could be mutually beneficial.

If doctors, engineers, lawyers, or any other profession which is training for a fast-changing field, find the need for some method of up-dating their knowledge and skills, this is more than true for libraries, whose field, information, is the fastest changing of them all.

Projections For The Future And Conclusions

Society's Rush Towards Greater Complexity

Modern society moves rapidly onward toward greater complexity. Regardless of the ideological or economic system, the complexity is inevitable. Information is as important to modern families as the ax was to the cave man or the bow and arrow to the American Indian. Survival becomes progressively more and more dependent on education and information. Already power resides with those who appreciate the value of and know how to utilize information. But the power of information cannot be kept secret and just as inner-city residents have demanded more from the formal educational institutions, they are likely to demand more and better information services. Libraries must be prepared to meet such demands and not default to new, makeshift and improvised information services facilities.

Unfortunately, the increasing complexity of society is not matched by an increasing national economic growth rate. While a declining economic growth rate will create fewer jobs, the continued productivity of the nation's mass education apparatus will graduate more educated workers. Contrary to the prevailing notion in most inner-city communities, a col-

82

lege education no longer automatically guarantees a decent job. Like Japan and several European and Third World countries, we are moving toward the creation of a highly educated poor. This new educated poor will join the ranks of the inner-city residents. Competition for jobs and for other benefits and services will be maximized. There will be a greater push for participation in decision-making within all local institutions. The educated poor will place greater pressures on the established bureaucracies and they will pressure their elected and appointed leaders for a more effective delivery of services. New pressures for better information services are likely to be created by constituents who are able to serve as their own advocates but who will require the support of information centers.

A Vital Role For Libraries And Information Centers

To satisfy the new mass demands and provide an adequate response to the new pressures, library systems will be presented with another, perhaps the final, opportunity to assume their role as the information management component of the overall services delivery system. The absence of a well developed and well publicized plan and design prevents the library

from moving toward the assumption of this role. Since government decision-makers do not automatically choose the approaches which provide the greatest benefits for the least costs, the library's function as the information management component must be "merchandised". This lack of a well articulated position and a carefully developed merchandising strategy has resulted in a poor understanding and lack of appreciation of the library's position by budget decision-makers. There are many advantageous elements in the library's approach to learning and the provision of information which legislators and public administrators should examine closely. The emphasis on an independent approach to learning which eliminates costly pupil-teacher ratios; the variety of materials and the flexibility of approaches made possible for the student; compatability with the mass media educational programming, these are areas which must be examined if education is to be provided for the citizens at all age levels who are pressing for more opportunities. When compared to other institutions the library has an unbeatable cost-benefits ratio. When imaginatively used it can offer much more to citizens at a comparatively lower cost.

Other non-educational community institutions and agencies should review the library's present and potential position with respect to the information dissemination needs of their organizations. Instead of continuing to be the target of library supported advocacy efforts, such institutions should maximize their information generation activities and channel such information through the library system. Since information is usually a primary element of the advocacy effort, by providing as much information as possible to potential advicates and their clients, agencies and institutions may lessen the intensity of the conflict. Instead of confrontations, the availability of pertinent and truthful information, documented by the agency in question, may foster consultations and quick, simple negotiations.

As stated above, all institutions are likely to experience increasing pressures from the public. There will be pressures for a better delivery of services at lower costs and there will be pressures for involvement in decision-making. To explain and defend their own decisions and designs, the elected, appointed and administrative leadership of these institutions will find it necessary to develop and to disseminate more information for public consumption.

Already political reform groups have opened many
hearings and special sessions in municipal and state
legislatures. Participation, even as a spectator,
fosters more questions and creates demands for more
information. Major decision-makers are likely soon
to be wandering in search of an apparatus that assists
in proving their willingness to share information with
the public. The library leadership must step forward
and demonstrate their pivotal position as the conduit
for information moving from the top downwards and as
the supporter of advocacy for the people on the bottom.

The Model Advocacy Information System For The Future

There is a need for a scientifically developed
feedback system which identifies information needs and
which measures the responses to efforts to meet those
identified needs. Such a system must be on-going and
capable of supplying data on a timely basis. For a
local library system this is probably an impossible
enterprise; however, a national effort with local
adjustments and inputs is clearly feasible. The most
significant and vital information is generated in
Washington - from the Congress, the Supreme Court,
the White House and the subordinate bureaus and depart-
ments under these three branches of government. The

farmer in Idaho needs to know immediately of a change
in the government's position on farm price supports.
The elderly inner-city resident needs to know that an
increase in her social security check may make her
ineligible for certain other social services and
benefits. College students denied jobs in federally
funded summer programs need to have access to infor-
mation on presidential impoundment policies. The
case for a national information network is not a
difficult case to argue. There are other national
efforts which may serve as precedents or which may be
expanded to include public information needs. The
unemployment and cost of living surveys are good exam-
ples of national feedback surveys. The Department of
Justice crime reporting panels of citizens have
already been mentioned. There are also discussions
underway concerning a national effort to periodically
attempt to measure the quality of life in cities and
neighborhoods.

There are also national and local private opin-
ion polls which, like the government sponsored sur-
veys, must be presently considered when conducting
information needs analyses. A national effort would
not substitute for a systematic approach by the local
librarian; however, it would complement the local

analysis and make the overall task much simpler and
the results more valid. In a model system no element
is more important than an adequate means of identify-
ing and anticipating needs.

Media appropriate for every need is a second
important element of a model advocacy information
system. The utilization of locally produced non-
print information packages is discussed above. Such
activity at the branch level, due to limited resources,
can do no more than arouse the appetite of the clien-
tele. Ways must be developed to place other locally
produced and nationally produced information packages
at the disposal of the practicing inner-city librar-
ian. Media resources clearing houses, banks, indexes
are needed. Present efforts to fill the void are
valiant but lack the resources which such an enter-
prise merits. The first and most serious problem;
however, is the lack of production of non-print media
information specifically geared for use in the inner-
city. While more must be done to insure access to
films, audio history, audio slides and video tapes
that are being produced, the first need is to pressure
for more production.

Educational television, financed by both founda-
tions and government, generally emphasizes cultural
programs rather than information programs. When
information programs are produced, they are aimed at
a wide national audience and therefore seldom focus
on the information topics of greatest concern to the
people of the inner-city. As stated above, however,
there is a national audience large enough to command
more of the budget and the resources of national
eudcational television. The needs of the aged in the
inner-city overlap with the needs of the aged in the
country. Veterans need information that only the
government generates and the needs of the inner-city
veterans for detailed information are similar to those
of veterans everywhere. Food stamps, medicaid eligi-
bility, income tax audits as well as preparation of
tax returns; these are only a few examples of topics
which deserve a national investment of media produc-
tion resources. Since educational television, like
its commercial big brother, is often forced to seek a
high viewing audience rating, the financing of more
informational films and video tape series as well as
audio slide presentation, must be undertaken by govern-

ment and foundation funding mechanisms similar to
those utilized by educational television networks and
stations.

In addition to a more aggressive exploration
of the territory of non-print media, there remains a
need to improve the mass production of important
printed information. Very elementary items such as
the size of printings and the distribution mechanisms
for government documents must still be discussed and
reviewed. Too often a stone age mentality and rea-
soning shape decisions on the number of copies and
the procedure for dissemination; the convenience of
warehouse clerks in Washington sometimes overshadow
the information needs of inner-city residents. It is
possible to develop a system which speedily distrib-
utes priority documents without replicating the prob-
lems which accompany designations as government deposi-
tors. For example: obviously priority information
items such as the edited transcript of the presiden-
tial tapes; the Supreme Court decision on obscenity
and abortions; the summary of the congressional hear-
ings on the energy crisis; should be automatically
delivered to the nation's public libraries. Citizens
who are far from the government printing office should
have the assurance that such vital documents are avail-
able to them through the local library.

Equally important documents are produced by state and local governments and the decisions related to type of publication, number produced and distribution mechanism appear to be made in an equally haphazard fashion. In New York City a classic example was dramatized when the Commissioner of the Department of Consumer Affairs announced on television that consumer complaint forms were available and two days later had to return to television to apologize for the fact that forms were no longer available because all 2,000 copies had been taken already and a new printing would be required. In a city of 8,000,000 people 2,000 forms were offered to meet a widespread need because there are no guidelines and procedures to assist bureaucrats in determining such numbers.

A model advocacy information system must take the initiative in developing codes and formulas which guide the production and distribution of important documents and information aids. Government also has a responsibility to explain and interpret the laws, rules, codes, in the simplest possible terms and therefore must also be pressured to improve the style and formats of publications. Government information sources also have an obligation to mass produce non-

print media information aids when such aids convey the message more effectively.

At the core of the model advocacy information system there must be a librarian intensely commited to the practice of activist librarianship. All of the elements - feedback system, media, mass production - briefly discussed here will remain interesting theories and proposals unless practicing librarians bring them to life through implementation. Systems must allow librarians to operate not as keepers of records but as controllers of traffic on the information circuits. On the one hand there is an information overload and the circuits are jammed. On the other hand the information facilities serving the inner-city residents are barren and empty. To unclog the information jam and direct a steady flow of the most pertinent information into libraries and information centers is the responsibility of the activist librarian. Activist librarianship should not be misunderstood to mean that librarians should usurp the role of community leaders. Activist librarianship means that librarians must be immersed in problems and issues as well as the world of books, documents and non-print media. The activist librarian has a local and national orientation which allows her to quickly

understand and articulate the information implications
for major survival issues. It has already been
stated that major changes in library education and
continuing education will be necessary in order to
produce librarians who can perform well as informa-
tion specialicts and advocates. In addition to more
appropriate education, the community, political and
administrative environment must also encourage the
practice of activist librarianship. Adequate and
sustained delivery of information which supports
advocacy efforts can only be accomplished through a
total systems approach.

Conclusions

1. Information can play a vital role in assisting
   inner-city residents to cope with major survival
   problems. The provision of supportive information
   increases the effectiveness of all types of advo-
   cacy.

2. Every problem, issue and institutional function
   has its own inventory of information, is immersed
   in a particular environment of facts, statistics,
   theories, laws, regulations, precedents and cases.

93

3. The provision of information automatically sup-
   ports advocacy; however, a conscious commitment
   to advocacy by the library profession is an impor-
   tant prerequisite to the improvement of informa-
   tion delivery services.

4. The limited success achieved by recent library
   outreach efforts within the inner-city is par-
   tially due to the absence of a commitment to
   advocacy and lack of systems capable of support-
   ing advocacy efforts. Population changes in the
   cities, however, have forced libraries to begin
   to move closer to the role most relevant for its
   public - the information service role.

5. An effective systems approach to the improvement
   of information delivery services must begin with
   an understanding of the library as a sub-system
   within a larger overall services delivery system.

6. Libraries must utilize more systematic approaches
   to the identification of information needs.
   Information priorities must be established and
   formal linkages with major information sources
   must be developed.

7. Libraries have the potential capacity for restruc-
   turing to function systematically as advocates.

98

Traditional routines and facilities can be modi-
fied and redirected with minimal costs.

8. More citizen participation in local libraries is
needed in order to broaden their base of support
and in order to keep the information services
relevant and immediately useful to local residents.

9. The initial and most vitally needed change is in
professional attitudes toward service and advocacy
and therefore library education must be revamped
to promote and encourage a new professional out-
look toward the creation of information services
networks.

10. A model advocacy information system for the
future must be based on a network of interlocking
cooperative arrangements between national, state
and local information production components.
Within systems greater coordination from one unit
to another and specialization where necessary
combined with a modification of traditional inter-
nal branch routines and procedures must be encour-
aged. Administrative arrangements must support
and encourage the librarian to practice as an
information specialist and advocate.

FOOTNOTES

[1] The Information Retrieval Manual was developed in the late 1960's for use in the Lindsay administration's "Little City Halls" in neighborhood areas. The grant for its operation expired June 30, 1974. Information contained in it has been computerized by the Administration and Management Research Association of New York City, Inc. to be used by the Citizens' Urban Information Centers discussed in this paper.

[2] Michael C. Brophy, The Advocate Counseling Model: Part I - Conceptual Framework, p.2. C 1974. Mimeographed.

[3] Ibid., II, pp.5-6.

[4] Ibid.

[5] Lydia LaFleur, "Saturday's Children." Library Journal, 91 (March 15, 1966), 1581-1586.

[6] Diane Ravitch, The Great School Wars: New York City 1805-1973. (New York: Basic Books, 1974.)

[7] Lillian Lopez, "New York: The South Bronx Project," Wilson Library Bulletin, 44 (March, 1970), p.760.

[8] Claire K. Lipsman, The Disadvantaged and Library Effectiveness. (Chicago: American Library Association, 1972.)

[9] Robert D. Leigh, The Public Library in the United States (New York: Columbia University Press, 1950.), p.33.

[10] Ibid., p.50.

[11] Ibid., pp.48-49.

[12] Ibid.

[13] Queens Borough Public Library, "Langston Hughes Community Library and Cultural Center of Corona-East Elmhurst, Queens, N.Y. The Comprehensive Plan - August 26, 1968."

[14] Yonkers Public Library. Job Information Center. Final Report. June 1, 1972 - September 15, 1973.

[15] CUIC, Ten Things You Should Know About Citizens Urban Information Centers, Brooklyn, N.Y.: CUIC.

[16] We are indebted to Robert Croneberger and Caroline Luck for sharing their experiences, knowledge and information with us.

[17] Detroit Public Library Summary of TIP Workshops. April 6, 1973. Unpublished report.

[18] Detroit Public Library "Guidelines to Outreach." Unpublished.

[19] Alfred J. Kahn, Neighborhood Information Centers: A Study and Some Proposals. (New York: Columbia University, School of Social Work, 1966.)

[20] Ibid., p.119.

[21] Ibid., pp.112-119.

[22] Ibid.

[23] Op. cit., II, pp.4-5.

[24] Ibid., II, pp.7-8.

[25] Jane Borach Robbins, Policy Formation in American Public Libraries: Effects of Citizen Participation. Doctoral Dissertation, University of Maryland, 1972. Microfilm.

[26] Bradley S. Greenberg and Brenda Dervin, Uses of the Mass Media by the Urban Poor: Findings of Three Research Projects and an Annotated Bibliography. (New York: Praeger Publishers, Inc., 1970.)

BIBLIOGRAPHY

Brophy, Michael C., Chan, Adrian, Mar, Barry M. The
        Advocate Counseling Model: Part I   Conceptual
        Framework; Part II - The Process (with Richard
        J. Nagel). 1974. Mimeographed.

Bundy, Mary Lee. "Urban Information and Public
        Libraries: A Design for Service." Library
        Journal, 97 (January 15, 1972), 161-169.

Citizens' Urban Information Centers. Ten Things You
        Should Know About Citizens' Urban Information
        Centers. Brooklyn, N.Y.: CUIC, 1974.

Crouch Neighborhood Resource Centre. 24 Month Report,
        Individual Perspective. London, Ontario,
        Canada, November, 1972. Mimeographed.

Clift, Virgil A. A Study of Library Services for the
        Disadvantaged in Buffalo, Rochester and
        Syracuse. New York University, Center for
        Field Research and School Services, School of
        Education, June, 1969.

Detroit Public Library. Summary of TIP Workshops,
        April 6, April 27, May 19, 1973. Typewritten.

Emerson, Thomas I. "Information is Power: The Danger
        of State Secrecy." Nation, 218 (March 30,
        1974), 395-399.

Frankenfield, Pearl. "A Report," Catholic Library
        World, 43 (May-June, 1972), 516-517.

Freire, Paulo. Pedagogy of the Oppressed. New York:
        Seabury Press, Inc., 1971.

Greenberg, Bradley S. and Dervin, Brenda. Uses of
        the Mass Media by the Urban Poor: Findings of
        Three Research Projects and an Annotated
        Bibliography. New York: Praeger Publishers,
        Inc., 1970.

Haro, Robert P. "One-Man Library: How Mexican-Ameri-
        cans View Libraries." Wilson Library Bulletin,
        44 (March, 1970), 736-742.

Havelock, Ronald G. Planning for Innovation. Ann
    Arbor, Mich.: Center for Research on Utiliza-
    tion of Scientific Knowledge, University of
    Michigan, 1972.

Hatch, Sarah. The Community Information Center: A
    Bibliography. Princeton, N.J.: Princeton
    Public Library., n.d. Mimeographed.

Kahn, Alfred J. Neighborhood Information Centers: A
    Study and Some Proposals. New York: Columbia
    University, School of Social Work, 1966.

LaFleur, Lydia. "Saturday's Children." Library
    Journal, 91 (March 15, 1966), 1581-1586.

League of Women Voters Education Fund. "Libraries
    Belong to the People." Inner City Citizenship
    Education Project. 3 (December, 1970), 1-7.

Learned, William S. The American Public Library and
    the Diffusion of Knowledge. New York: Har-
    court, Brace and Co., 1924.

Leigh, Robert D. The Public Library in the United
    States. New York: Columbia University Press,
    1950.

Levy, Evelyn. "Library Service in the Inner-City."
    Wilson Library Bulletin, 41 (January, 1967),
    471-478.

Lichtenberg, Paula. Samples of Community Information
    and Referral Services in Libraries (Based on a
    list prepared by the Connecticut State Library
    - Division of Library Development.) n.d.
    Mimeographed.

Lipsman, Clare K. The Disadvantaged and Library
    Effectiveness. Chicago: American Library
    Association, 1972.

London Public Library and Art Museum. Crouch Neigh-
    borhood Resource Centre. 14 Month Progress
    Report. London, Ontario, Occasional Paper #14,
    May, 1972. Mimeographed.

Lopez, Lillian. "New York: The South Bronx Project."
    Wilson Library Bulletin, 44 (March, 1970),
    757-760.

Martin, Lowell A. Library Response to Urban Change: A Study of the Chicago Public Library. Chicago: American Library Assn., 1969.

"Model Cities Community Information Center." American Libraries, 2 (February, 1971), 136-137.

Murphy, John A. Jr. "Corpus Christi, Texas," Wilson Library Bull 4, 44 (March, 1970), 763-765.

Peterson, Harry N. and Molumby, Lawrence E. "The D.C. Public Library Reaches Out: A Librarian, A Quarterback and A Place-Kicker." D.C. Libraries, 41 (Spring, 1970), 23-27.

Piven, Frances F. and Cloward, Richard A. Regulating the Poor: The Functions of Public Relief. New York: Pantheon Books, Inc., 1971.

Public Library Association. Minimum Standards for Public Library Systems, 1966. Chicago: American Library Assn., 1967.

Public Library Association. A Strategy for Public Library Change: Proposed Public Library Goals - Feasibility Study. Allie Beth Martin, Project Coordinator. Chicago: American Library Assn., 1972.

Queens Borough Public Library. Langston Hughes Community Library and Cultural Center of Corona-East Elmhurst, Queens, N.Y. The Comprehensive Plan - August 26, 1968.

Ravitch, Diane. The Great School Wars: New York City, 1805-1973. New York: Basic Books, 1974.

Robbins, Jane Borach, Policy Formation in American Public Libraries: Effects of Citizen Participation. Doctoral Dissertation, University of Maryland, 1972. Microfilm.

Scarich, Kathryn and Gilluly, Maureen. The Black Community and Champaign-Urbana, An Inventory of Recorded Information. Library Research Center, University of Illinois, May, 1971.

Spence, Barbara A. "The Community-Owned Ghetto
    Library: A Commitment to People." Bay State
    Librarian, 58 (October, 1969). 11-19.

Turick, Dorothy Ann. "The Neighborhood Information
    Center." Reprint from RQ, Summer, 1973.

Weiler, John, "'Crouch': A Description of the Crouch
    Neighborhood Resource Centre." London,
    Ontario, July, 1973. Mimeographed.

Wynn, Barbara L. "La Biblioteca Latina Americana."
    Wilson Library Bulletin 44 (March, 1970),
    751-756.

Yonkers Public Library. "Job Information Center,
    Final Report, June 1, 1972 - September 15,
    1973." Mimeographed.

Personal Interviews:
 Detroit Public Library: Robert Croneberger, Caroline
 Luck, Beatriz Ramirez.
 Queens Borough Public Library: Sam Lacey, Jewel
 Nicholson, Joan Cole, Valerie Watkins.
 Atlanta Public Library: Ella Yates.